

# FOTENN

## 112 NELSON STREET MAJOR ZONING BY-LAW AMENDMENT



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# 1.0 INTRODUCTION

Fotenn Consultants Inc. has been retained by Domicile Developments to prepare a Planning Rationale and Design Brief in support of a Major Zoning By-law Amendment for the land municipally known as 112 Nelson Street in the Rideau-Vanier Ward of the City of Ottawa. Based on architectural plans prepared by Alcaide Webster Architects Inc., 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 development is appropriate for the site and compatible with adjacent development and the surrounding community.

## 1.1 Overview

The irregular and L-shaped subject property contains a two (2) storey metal sided warehouse building at the rear of the property with surface parking in the front. The building is currently being used for office spaces and warehousing on the two floors above grade. The basement of the building is being used as rented storage space.

The existing building was constructed in 1956 and was listed as the Charles Ogilvy Ltd. Furniture warehouse. The subject property was been sold to several different individuals, but since 1985 has been under the ownership of the Carleton Condominium Corporation 396. Domicile is one of the registered owners of 112 Nelson Street and will be representing Carleton Condominium Corporation 396 throughout the re-zoning process with the City of Ottawa.

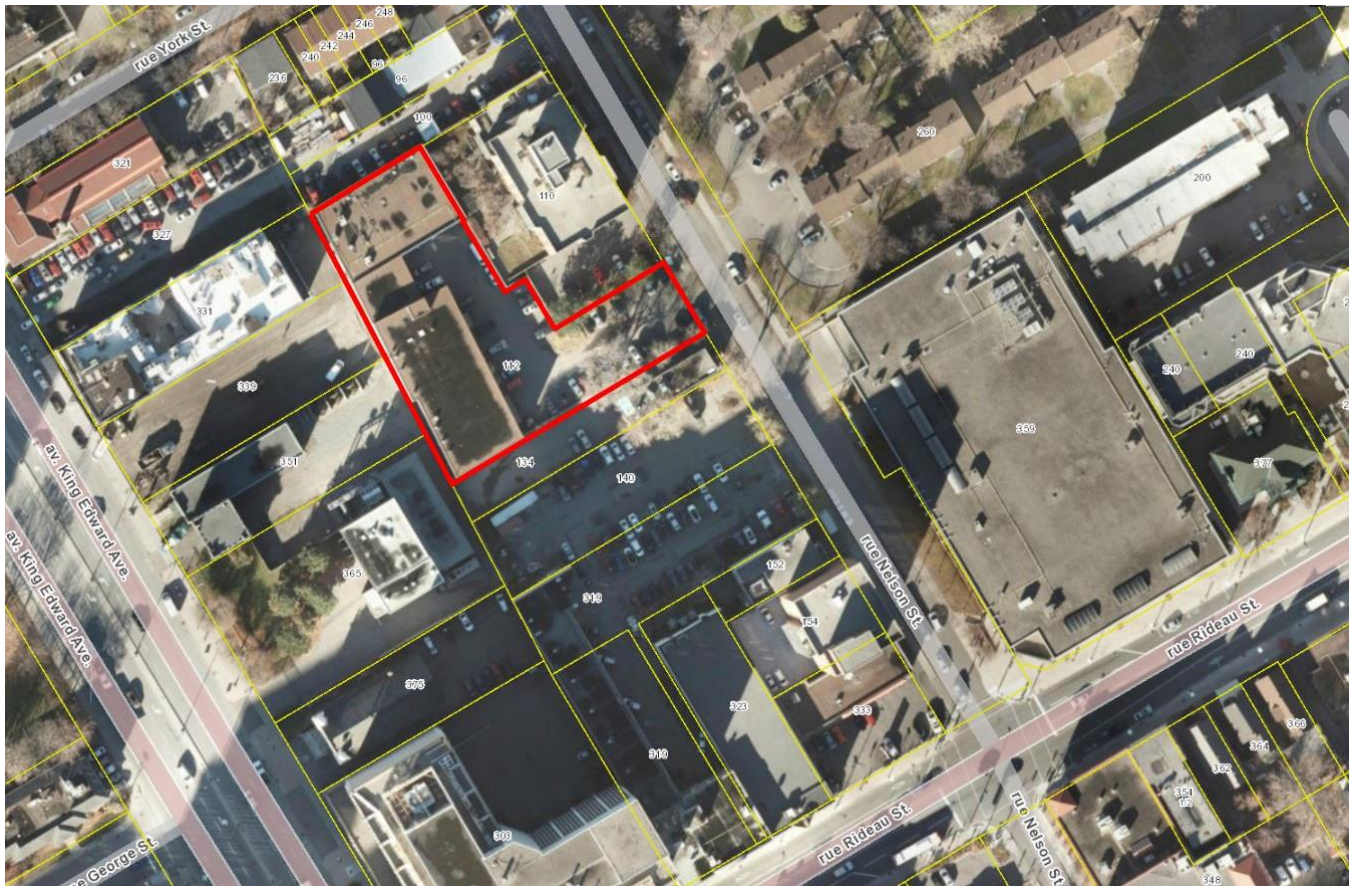


Figure 1: Subject Lands Outlined in Red

## 2.1 Subject Lands

The subject lands, known municipally as 112 Nelson Street, are located in the Rideau-Vanier Ward of the City of Ottawa. More specifically, the subject lands are located north of the intersection of Nelson Street and Rideau Street. The property is irregular in shape and has an area of approximately 2,949.5 m<sup>2</sup> and has approximately 18.47 metres of frontage along Nelson Street. The property has limited vegetation and is currently occupied by a surface parking lot and a two-storey multi-commercial tenant building.

The subject lands are located in close proximity to several amenities including, parks, community centres, commercial uses, places of worship, and transit. More specifically, the subject property is located near the LRT Confederation Line, the University of Ottawa and the Rideau Centre and ByWard Market all contributing factors making this a site that is well-positioned for public transit usage and other active modes of transportation.

## 2.2 Surrounding Area

The following land uses surround the subject property:

- / **North:** Directly to the north of the property is an industrial property currently used as an auto-repair shop. This property is zoned General Industrial. Further north, fronting onto York Street and beyond are a variety of low-rise residential apartments, semi-detached dwellings and townhouses in the Lowertown neighbourhood. These lands are zoned Residential Fourth Density, Subzone T and permit Building Heights of up to 14.5 metres.



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In addition, the L-shaped subject property abuts an existing eight (8) storey mid-rise apartment building. This residential building front directly onto Nelson Street and is approximately 28 metres in height.

- / **West:** Directly to the east of the subject property are a variety of buildings fronting onto King Edward Avenue. These include: a theatre (Nouvelle Scène Gilles Desjardins), a heritage building currently used as a City of Ottawa recreational facility (Champagne Bath), open space areas, a surface parking lot and, a 9-storey office building. While some of these properties are zoned L1 (Community Leisure Facility), O1 (Parks and Open Space) and I1 (Minor Institutional), the remaining properties are zoned Traditional Mainstreet (TM) and permit building heights of up to 6 storeys (20 metres).

Further to the west and across King Edward Avenue is the Byward Market and Lowertown neighbourhood.

- / **South:** Directly abutting the subject lands to the south is a one (1) storey building currently used as a restaurant, but zoned General Industrial (IG). Located further to the south is an existing surface parking lot servicing the Days Inn Hotel which fronts onto Rideau Street. South of the property is Rideau Street – a Traditional Mainstreet characterised by office and mixed-use residential and commercial buildings. Rideau Street is subject to the Uptown Rideau Secondary Plan and Community Design Plan (CDP).
- / **East:** Across Nelson Street to the east of the subject property are a number of low rise townhomes and multi-plexes. These lands are zoned R5 and permit Building Heights up to 6 storeys (18 metres). Further to the south-west of the property is a Loblaws grocery store with frontage onto Rideau Street and Nelson Street.

## 2.3 Site Photos

The following site photos illustrate the context of the subject lands and the surrounding area:



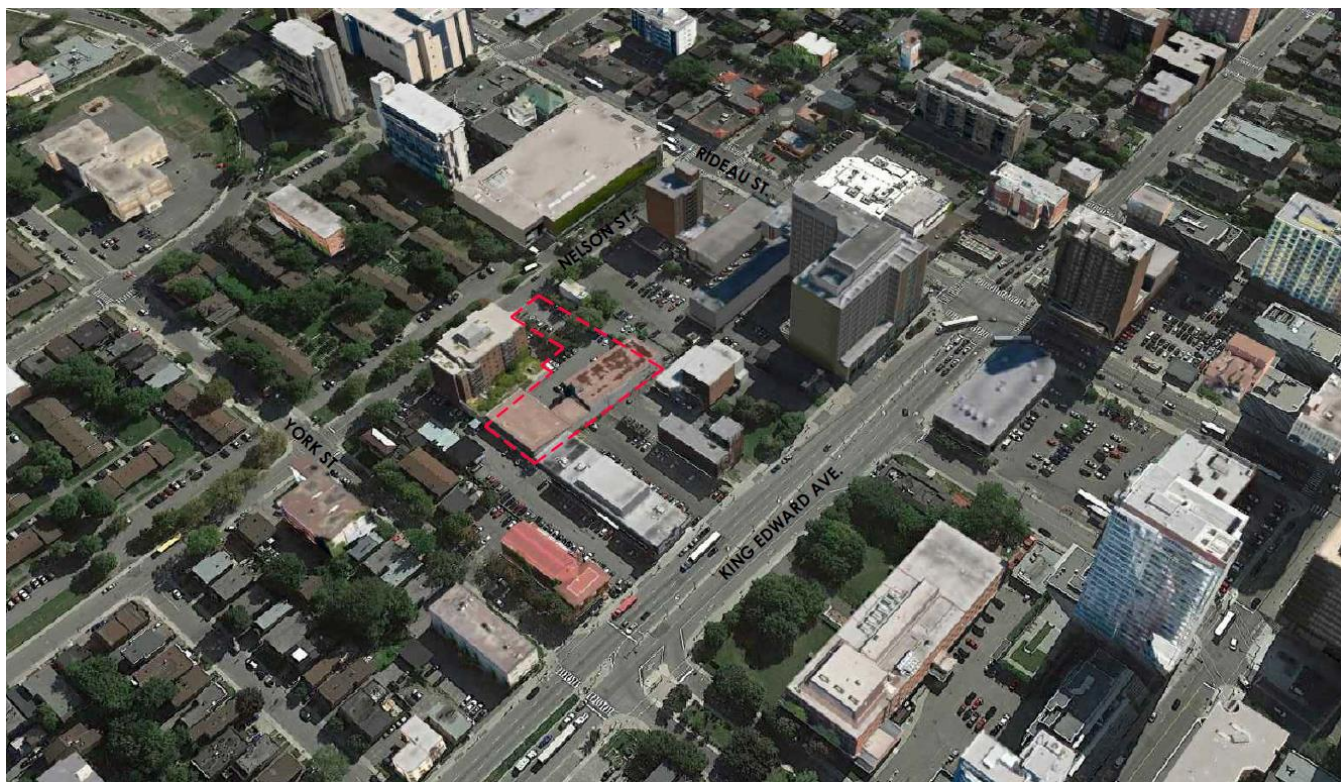


Figure 2: Aerial View of Subject Lands looking South-east

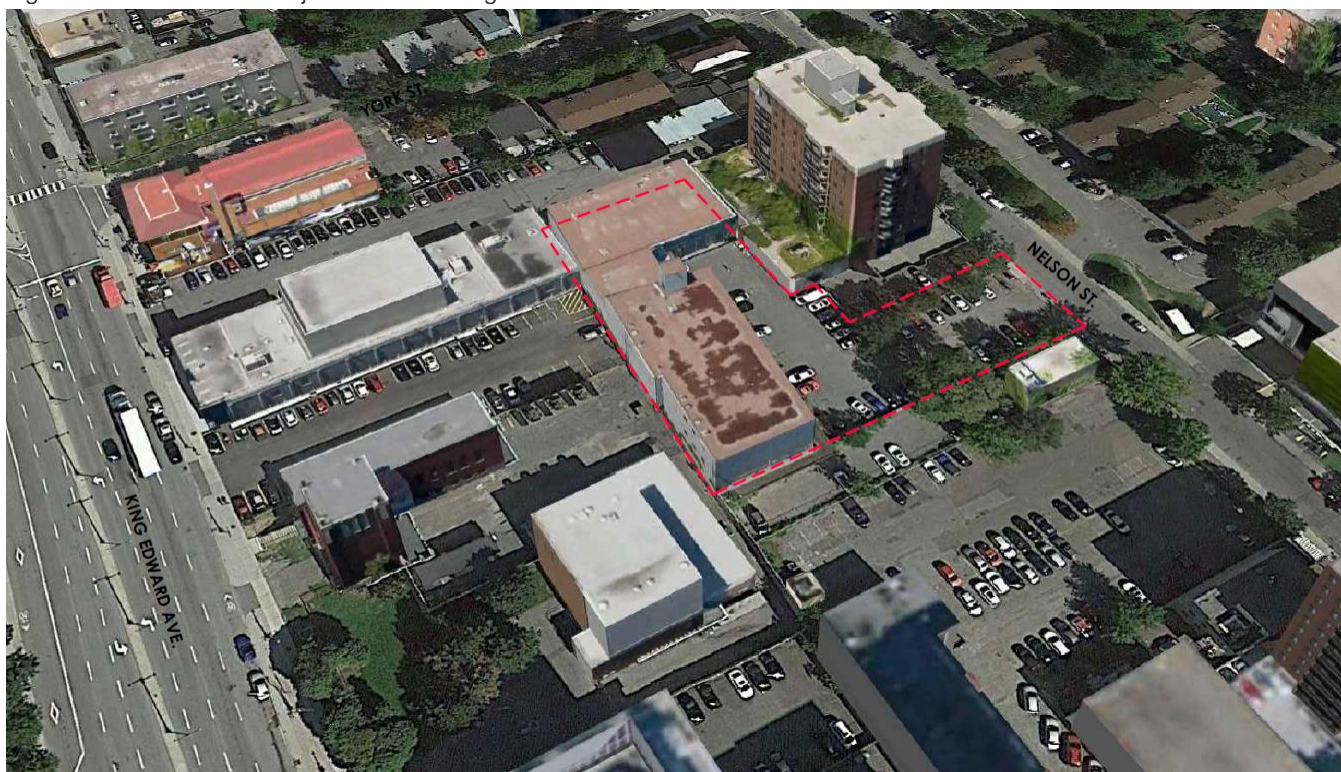


Figure 3: Aerial View of the Subject Lands looking North-east



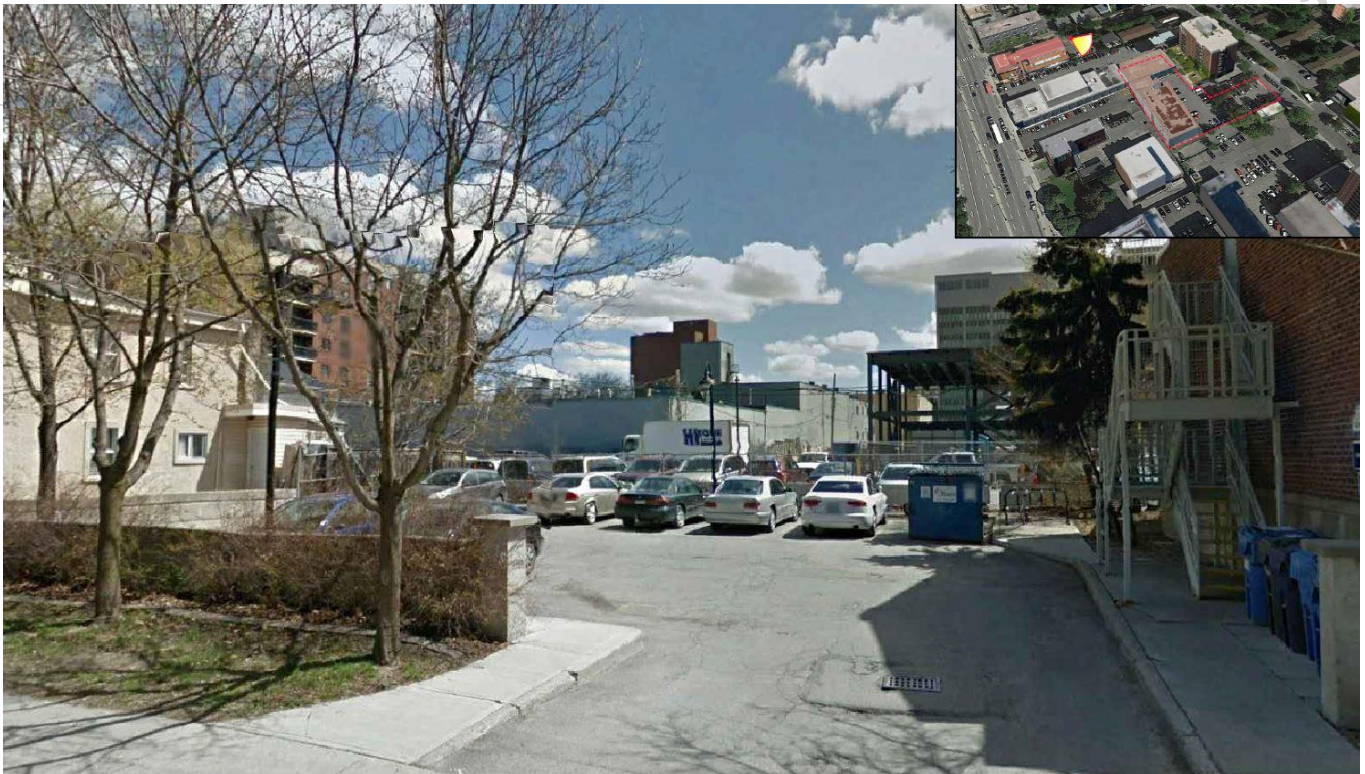


Figure 4: View of the Subject Lands looking North-west from Nelson Street

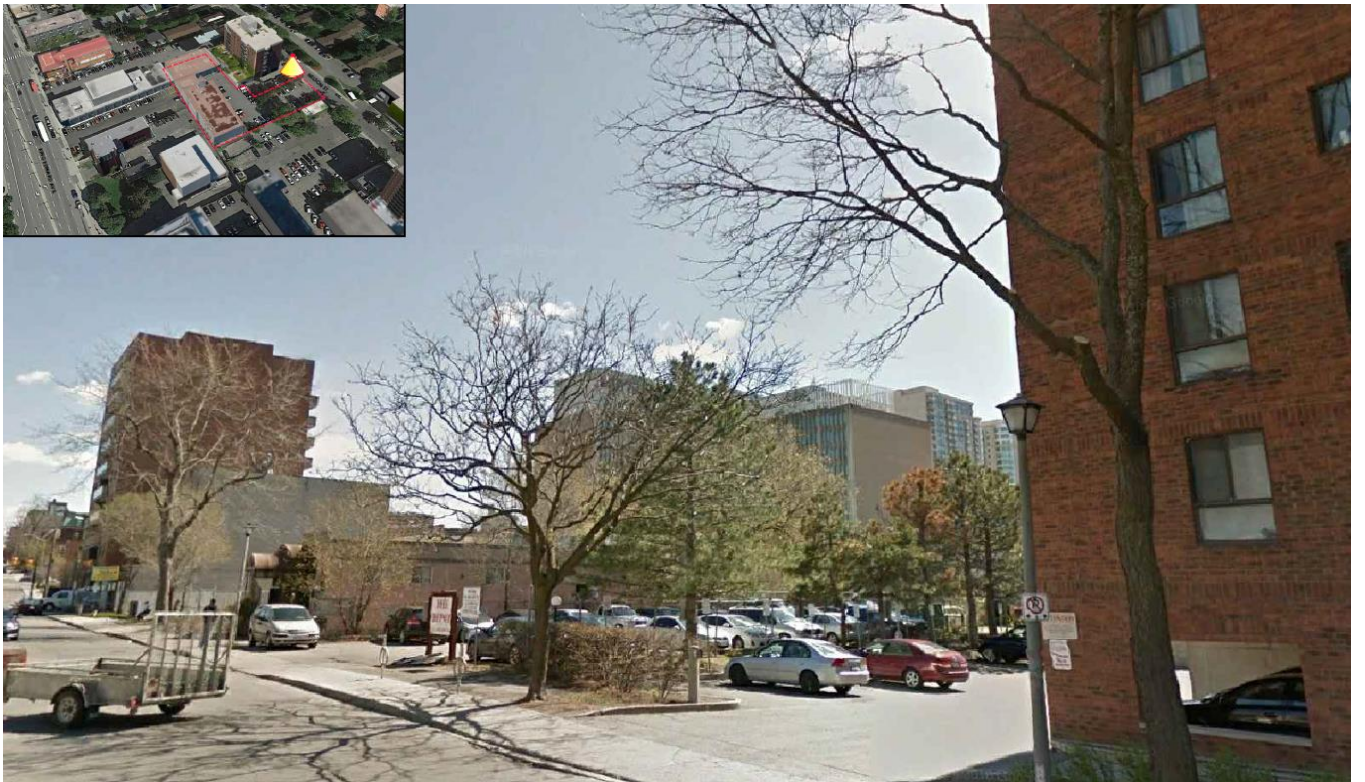


Figure 5: View of Subject Lands looking South-west from Nelson Street



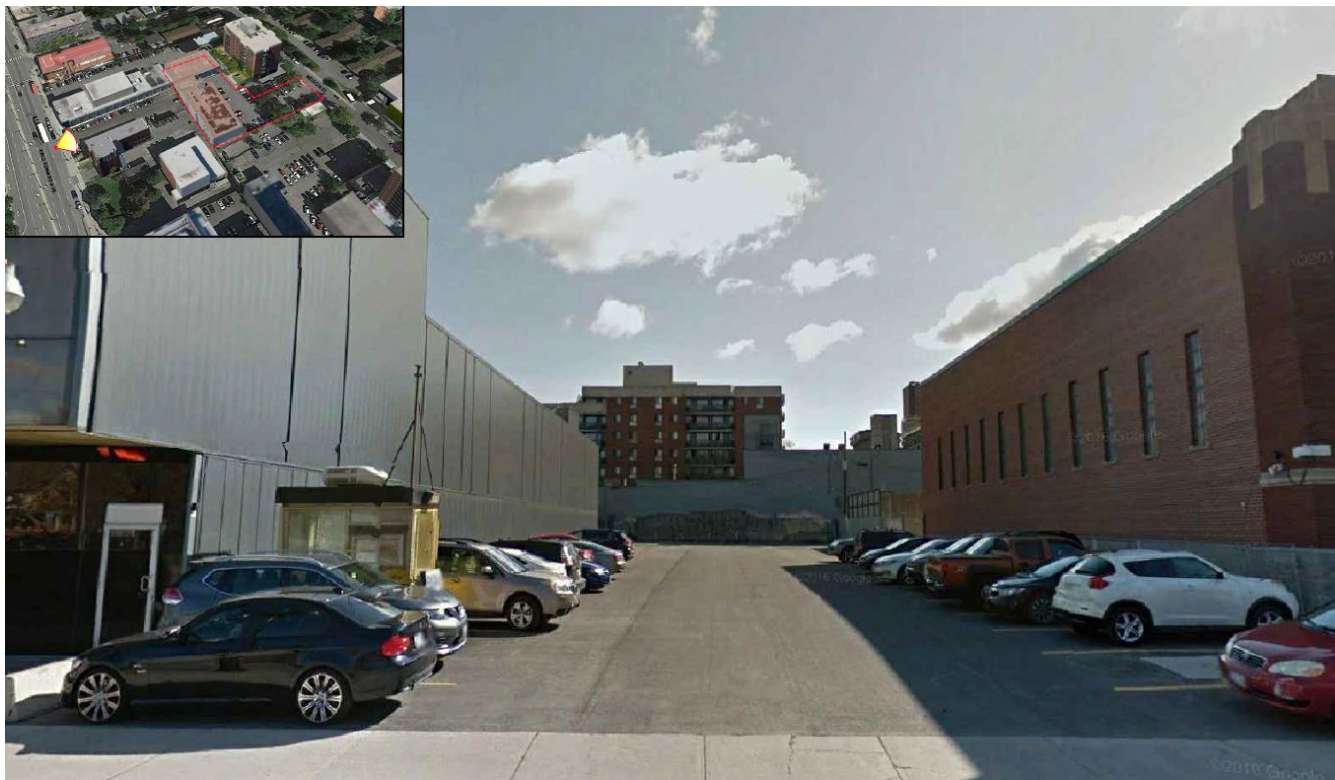


Figure 6: View of the Rear of the Subject Lands looking East from King Edward Avenue

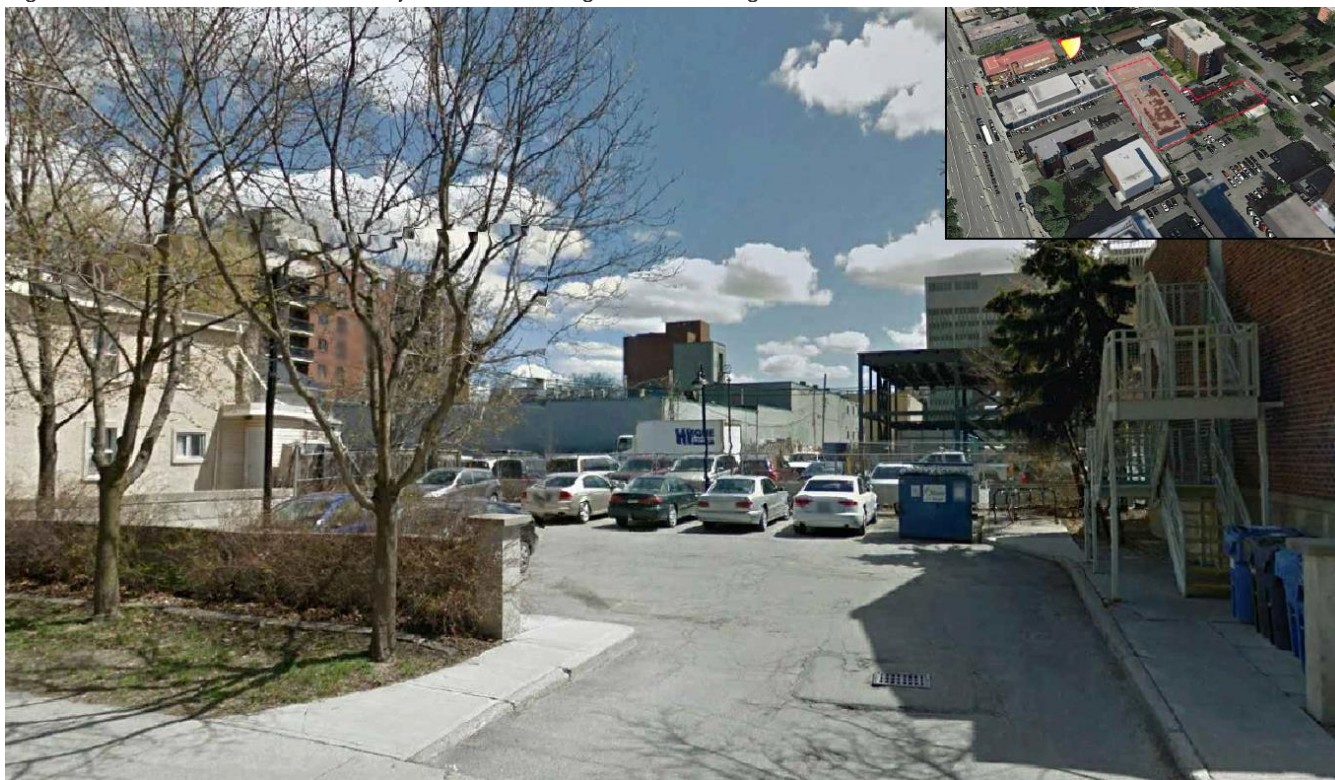


Figure 7: View of the Rear of the Subject Lands looking South from York Street



## 2.4 Public Transit

As shown in Figure 8 below, the subject property is well-served by public transit being located in close proximity to a variety of transit stops. Upon completion of Stage 1 of LRT in 2018, the site will be in close proximity to the future Rideau Rapid Transit Station. Lastly, existing bus transit offers efficient and frequent transit services east and west along Rideau Street.



Figure 8: OC Transpo Transit Map

## 2.5 Road Network

The subject property is well served by the existing road network. As shown in Figure 9, the subject property is in close proximity to two (2) Arterial Roads (King Edward Avenue and Rideau Street) on Schedule F of the Official Plan. These roads are designed to carry large volumes of traffic over long distances. In addition, the subject property is located in close proximity to Beausoleil and Chapel Street, existing collector roads, and Charlotte Street, an existing Major Collector roadway.

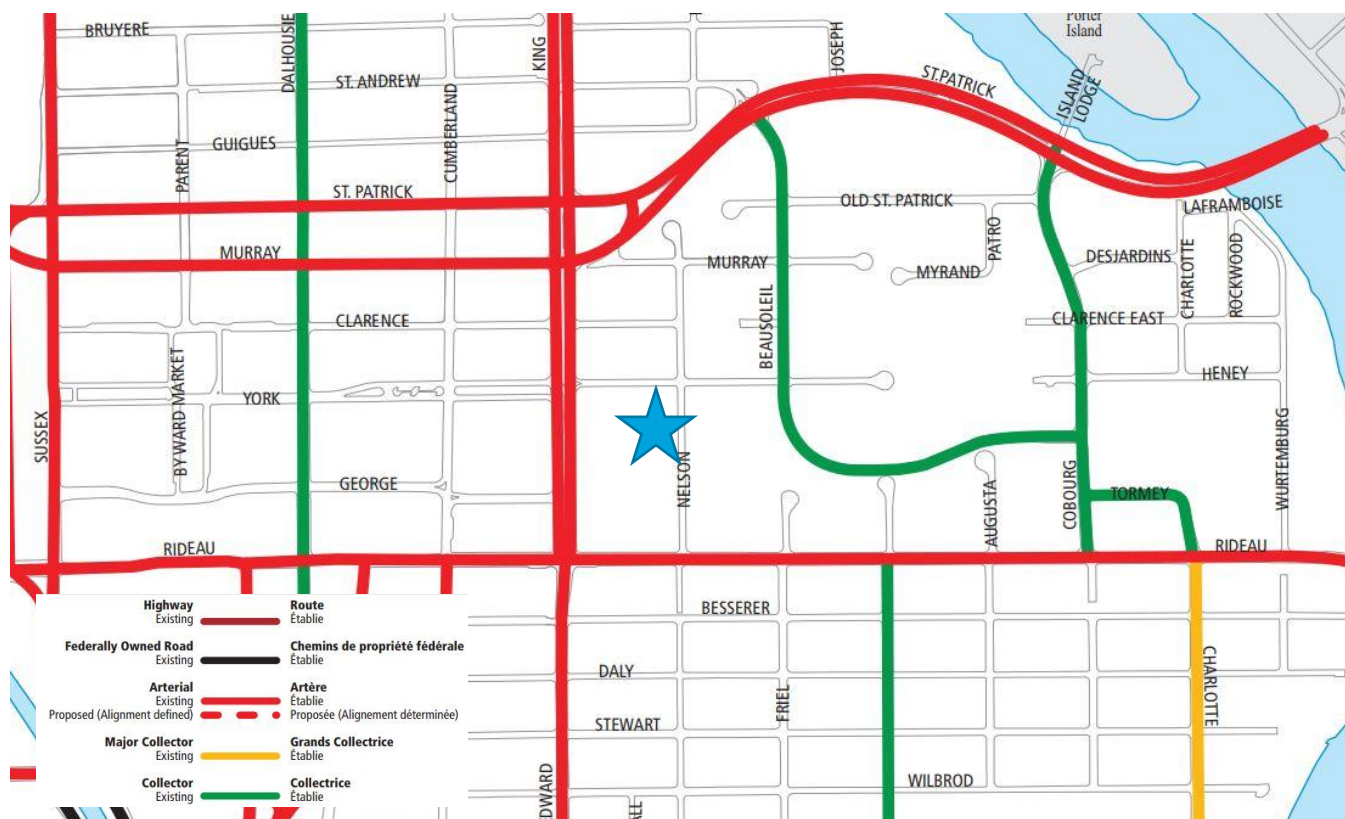


Figure 9: City Of Ottawa Official Plan Schedule F – Central Area Urban Road Network

# 3.0 DEVELOPMENT PROPOSAL

Domicile Developments is proposing a Major Zoning By-law Amendment to re-zone the property from a General Industrial, Subzone 1 [IG1 H (11)] to a Residential Fifth Density Zone [R5] with site specific provisions to permit a future 9-storey residential development on the lot. The proposed exception will allow 'office' uses and site specific setbacks as shown on the Concept Plan and explained in Section 7 of this Report.

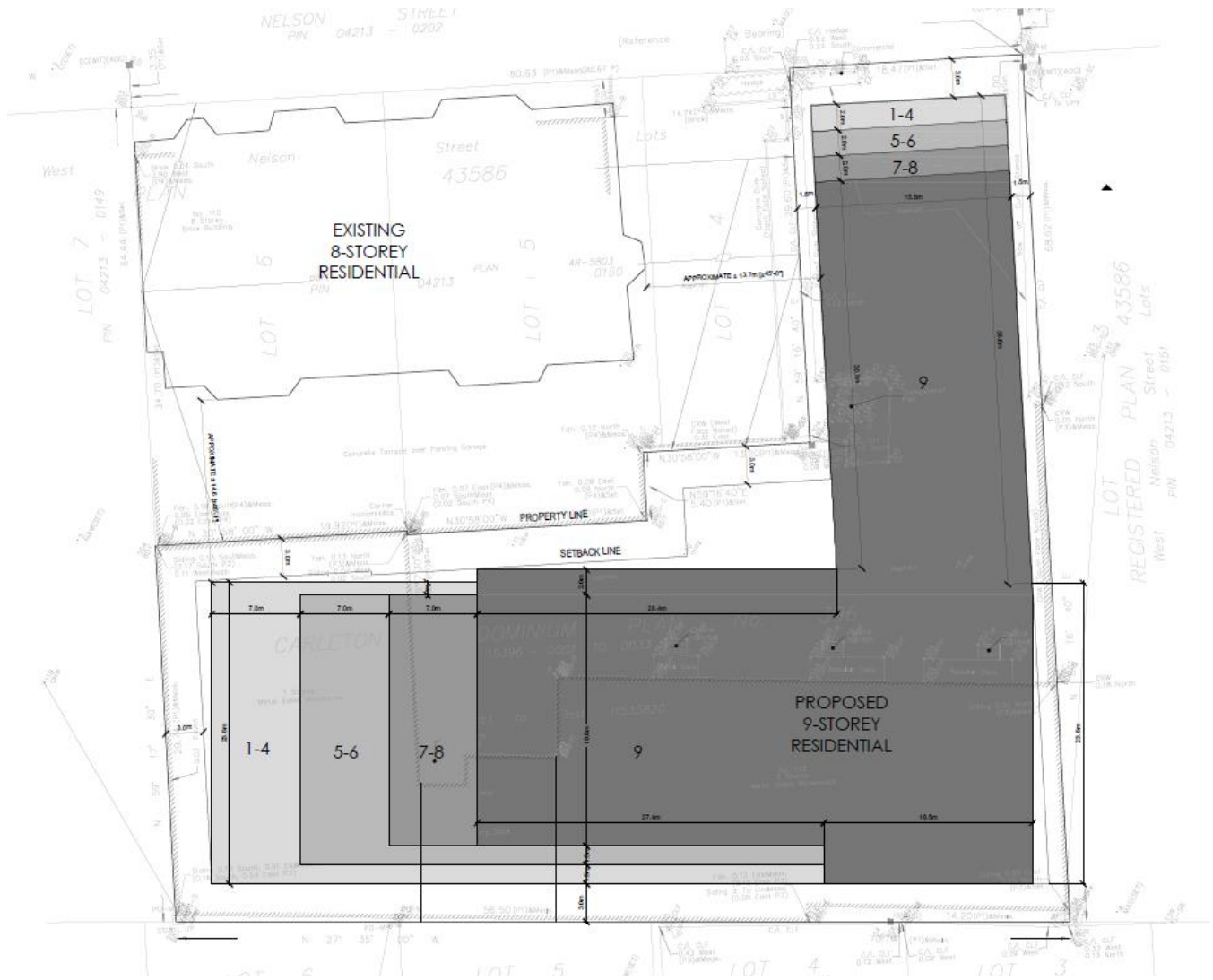


Figure 10: Snapshot of the Concept Plan

The proposed building orientation is consistent with the uniquely L-shaped parcel. The ground floor of the building at the Nelson Street frontage will include a ramp to the underground parking level, as well as a lobby and amenity area for residents. Residential uses on the ground floor are located towards the rear of the property and away from the Nelson Street frontage as shown on the Ground Floor Plan.



Figure 11: Ground Floor Plan

The conceptual underground parking level, which includes approximately 66 parking spaces, has been conceived to maximize the number of parking spaces on one level of underground parking. Levels 1-4 above grade represent the maximum building floorplate or building podium, while levels 5 to 6, levels 7 to 8 and level 9 incrementally step back from the building podium. Stepbacks from the Nelson Street are articulated with 2 metres stepback to maintain a strong street presence, while the 7 metre stepbacks at the rear of the subject property are more generous as a means to reduce impacts on abutting properties.

While the building may include amenity areas internal to the building, the stepbacks or terracing of the building will allow an opportunity for private and communal outdoor amenity areas. The rooftop also anticipates an opportunity for additional amenity space.





Figure 12: Concept Perspective of the Proposed Building Fronting onto Nelson Street

## 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 mid-rise infill building has been shaped in response to the local context and the existing site conditions.

## 4.2 Building Transition, Massing & Stepbacks

The proposed building's massing has been shaped to respect and reflect the surrounding context and planned function of the area as it transitions from the high-rise node along Rideau Street to the south towards the lower profile area to the north along a north-south axis.

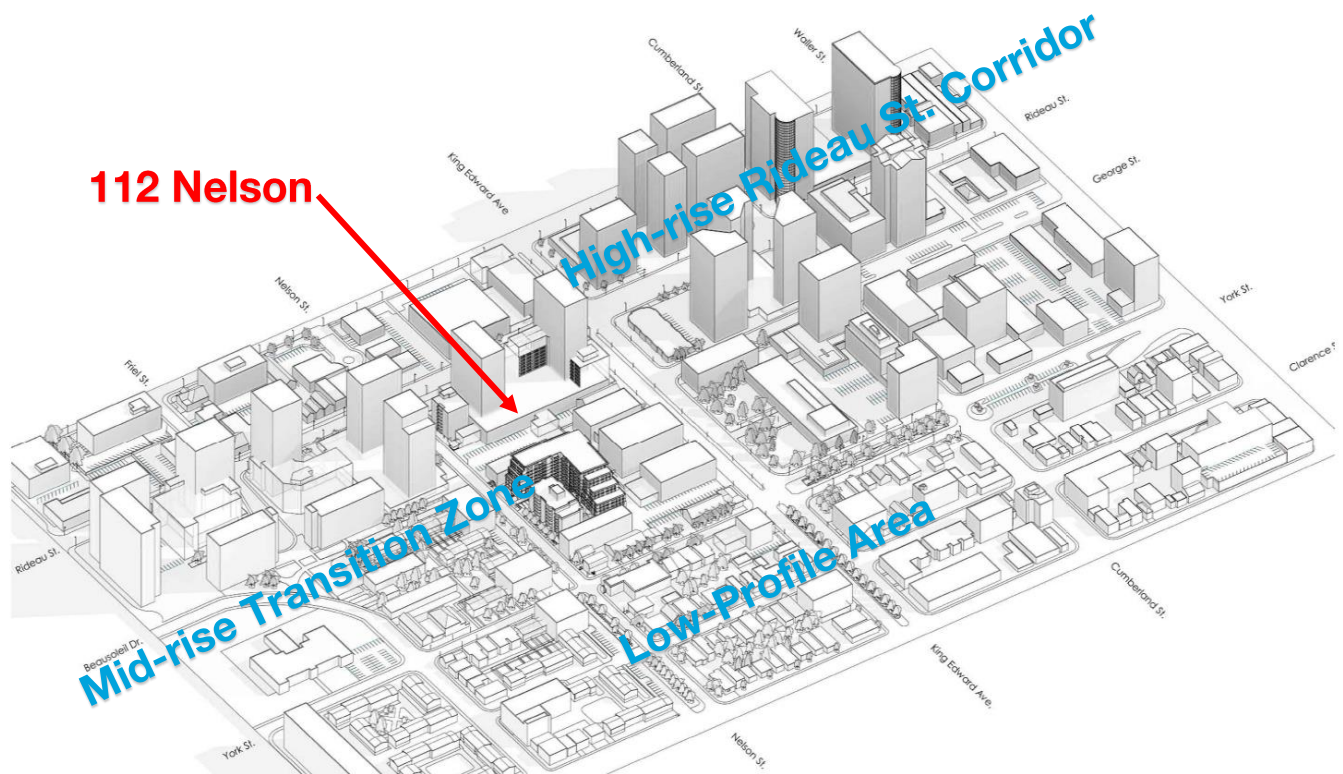


Figure 13: Aerial View of Subject Lands looking South, illustrating Building Transition

As shown in Figure 13 the proposed mid-rise building performs a key role (and function) in providing a building transition from the high-rise corridor along Rideau Street towards the low-profile area on York Street. Similarly, the planned function of the King Edward Traditional Mainstreet, characterized by mid-rise building heights (6-storeys), also plays a complimentary role in providing the transition in building heights.

Consistent with the policies of Section 4.11 of the City's Official Plan, the 6 to 9 storey mid-rise building height allows for an appropriate transition and 'step down' to the low-profile area to the south. The incremental changes in building height creates buffers and reinforces the building transition.

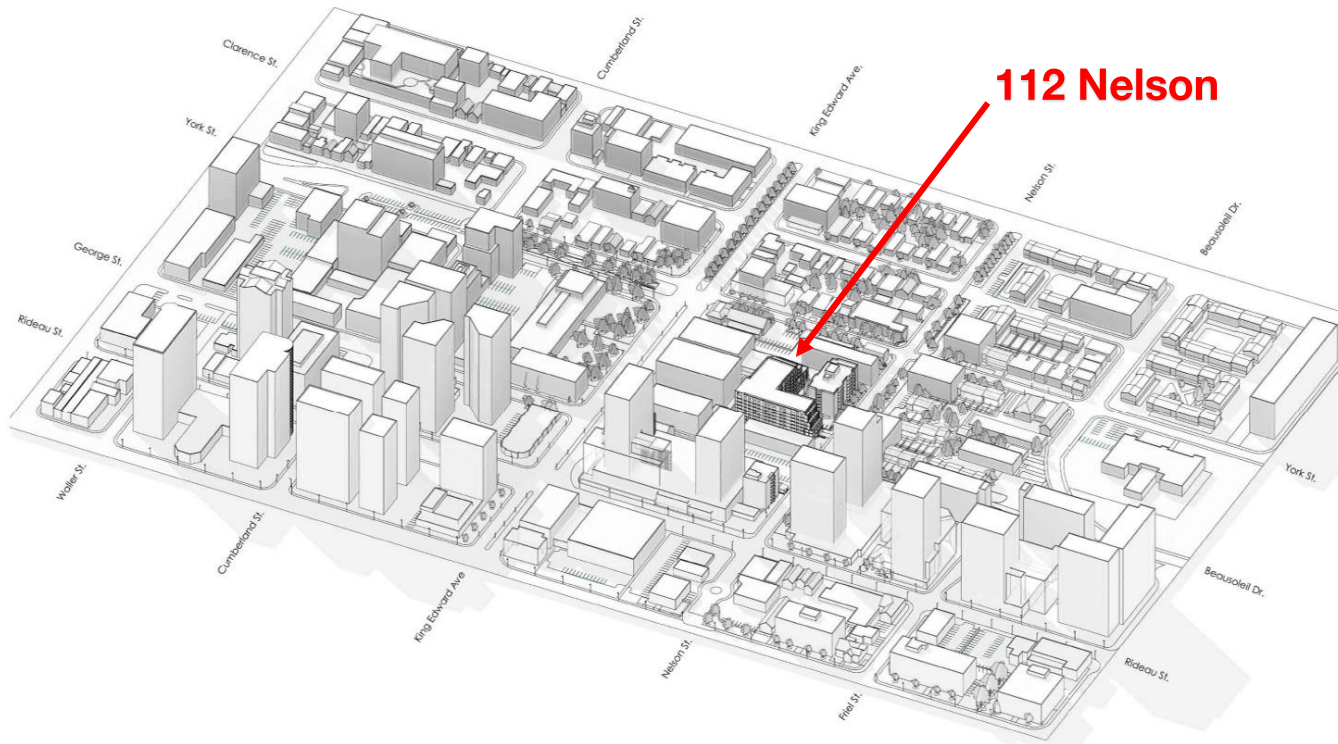


Figure 14: Aerial View of the Subject Lands looking North-west

At the site level, the core mass of the building (9-storey element) has been strategically and intentionally placed away from the existing mid-rise building at 110 Nelson as a means to mitigate any negative impacts. This is being achieved by progressively and incrementally stepping the extremities of the building back and concentrating its mass towards the core of the building. By carving out large sections of the proposed building in areas that abut the existing 8-storey building, more light and air will be able to filter through. Further, this design strategy recognizes the need to respect amenity areas and prevent issues related to privacy loss.

Alternate building massing was contemplated but are not being pursued due to land economics.



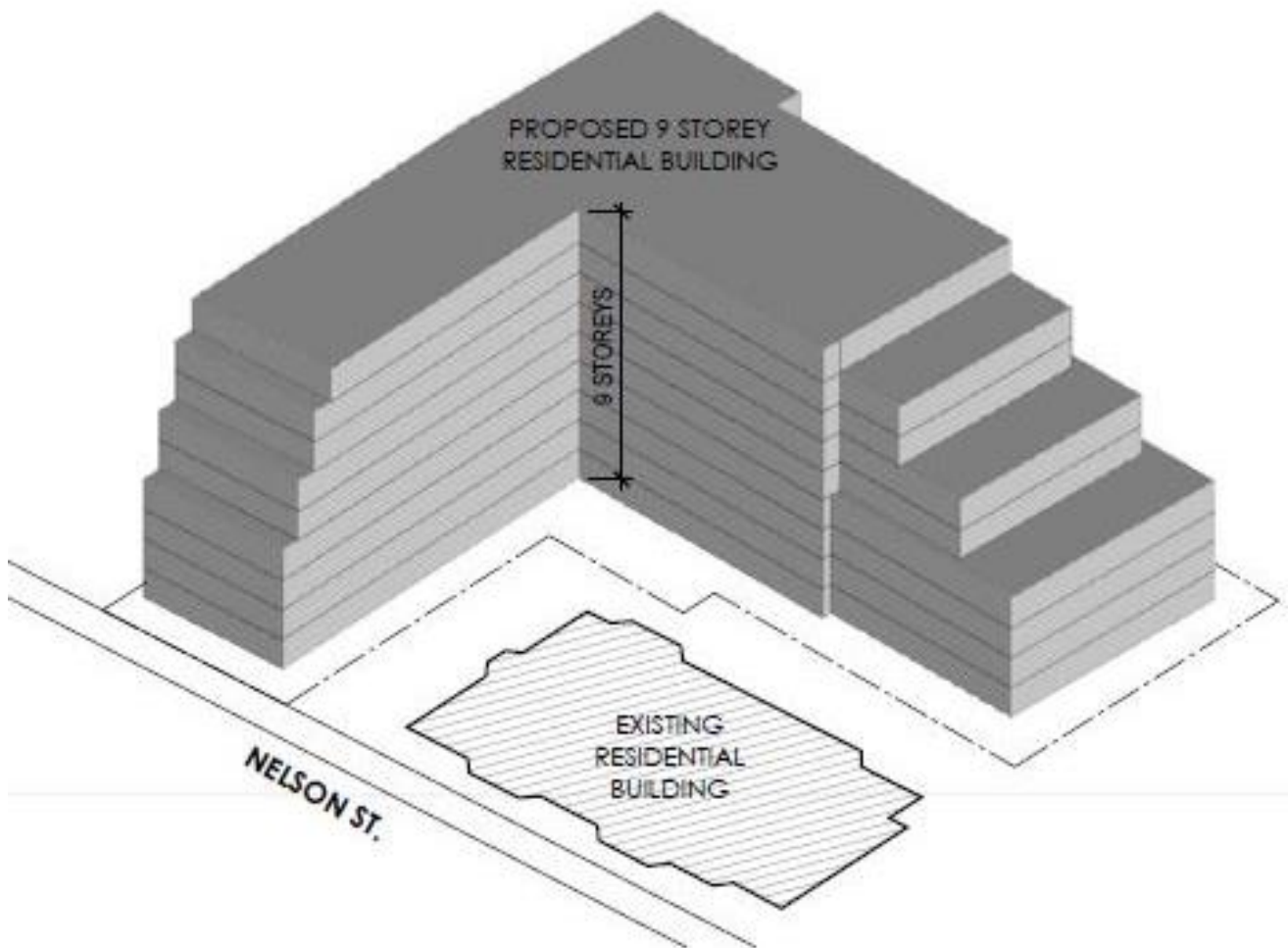


Figure 15: Proposed Building Massing

As shown on the Concept Site Plan the residential use building is proposed to be set back 3 metres from Nelson Street, consistent with the front-yard setback of the neighbouring property to the north and east. By bringing the first four (4) storeys to the street, the proposed building will help to strengthen the streetscape along Nelson Street.



Further building setbacks are proposed for the rear section of the building, forming a 45-degree angular plane to mitigate impacts to the neighbouring properties. While the building setbacks along Nelson Street are employed to visually reduce the mass of the building, the large (7 metre) setbacks at the 5<sup>th</sup>/6<sup>th</sup> storey, 7<sup>th</sup>/8<sup>th</sup> and again at the 9<sup>th</sup> storey, are being utilized for different reasons. In addition to reducing the overall mass of the building, the 9 storey building segment transitions from the higher density area of Rideau Street downwards towards the lower profile neighbourhood to the north. These setbacks and terracing will add value by creating useable exterior space for residents and also serve important outdoor recreational function such as gardening and outdoor amenity space.



Figure 18: View illustrating Building Setbacks at the Rear of the Building

More importantly, however, the proposed building design and setbacks is context sensitive relative to the existing 8-storey residential building fronting onto Nelson Street. The 7 metre incremental building setbacks will help to get more daylight and fresh air to filter through to the existing residential building. Privacy concerns, including issues related to overlook, are reduced by shifting the building's mass away from the existing 8-storey building. In addition to providing an approximate 15 metre building-to-building separation, the generous setbacks at the rear of the building will help to mitigate undue adverse impacts on abutting properties.

The majority of buildings in the direct vicinity, including the current building on 112 Nelson, sit directly on the rear property line and do not provide any rear yard setbacks. The proposed development will improve the status quo by offering a 3 metre rear yard setback. This will provide more light and air between properties, but specifically those building that front onto King Edward Avenue should they be redeveloped over time.

## 4.3 Public Realm

### 4.3.1 Streetscape

Figure 17 demonstrates a conceptual streetscape design that could be implemented through the site-specific zoning. As proposed, the design and layout would position the building's residential entrance at the street with

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clear and direct access to the street. A generous amount of glazing and cantilevered second floor supports the City's urban design objectives in creating a strong street presence. Further, a recessed parking garage entrance plays an important function, but has also been designed to minimize its appearance and impacts at the street and pedestrian level. Ultimately, the proposed mid-rise building will reinforce the streetscape by bringing the building up to street edge. Further refinements to the building's articulation and materiality will be provided at the Site Plan Approval Stage.

#### **4.3.2 Relationship to the Public Realm**

The first four (4) storeys along Nelson Street and the rear of the building creates a low-profile environment that responds directly to the pedestrian experience at-grade. The relationship with the public realm is further supported through the employment of stepbacks, assuring that the building heights respect the pedestrian scale and animates the street. Further, the building's 4-storey podium includes fenestration and glazing to reinforce 'eyes on the street' and safety for pedestrian moving through the area. The portion of the building fronting onto Nelson Street has been designed to reinforce the street edge, but, also to mimic adjacent buildings in height and mass to compliment the public realm.

Overall, the proposed building setbacks responds to the existing context of the surrounding properties, and will reinforce a continuous street elevation along Nelson Street by filling in gaps between properties.

#### **4.3.3 Sustainability**

Due to the nature of the zoning application, sustainable design features were not considered in the concept planning phase. This design element is to be further explored during the Site Plan Application phase.

### **4.4 Shadow Analysis**

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



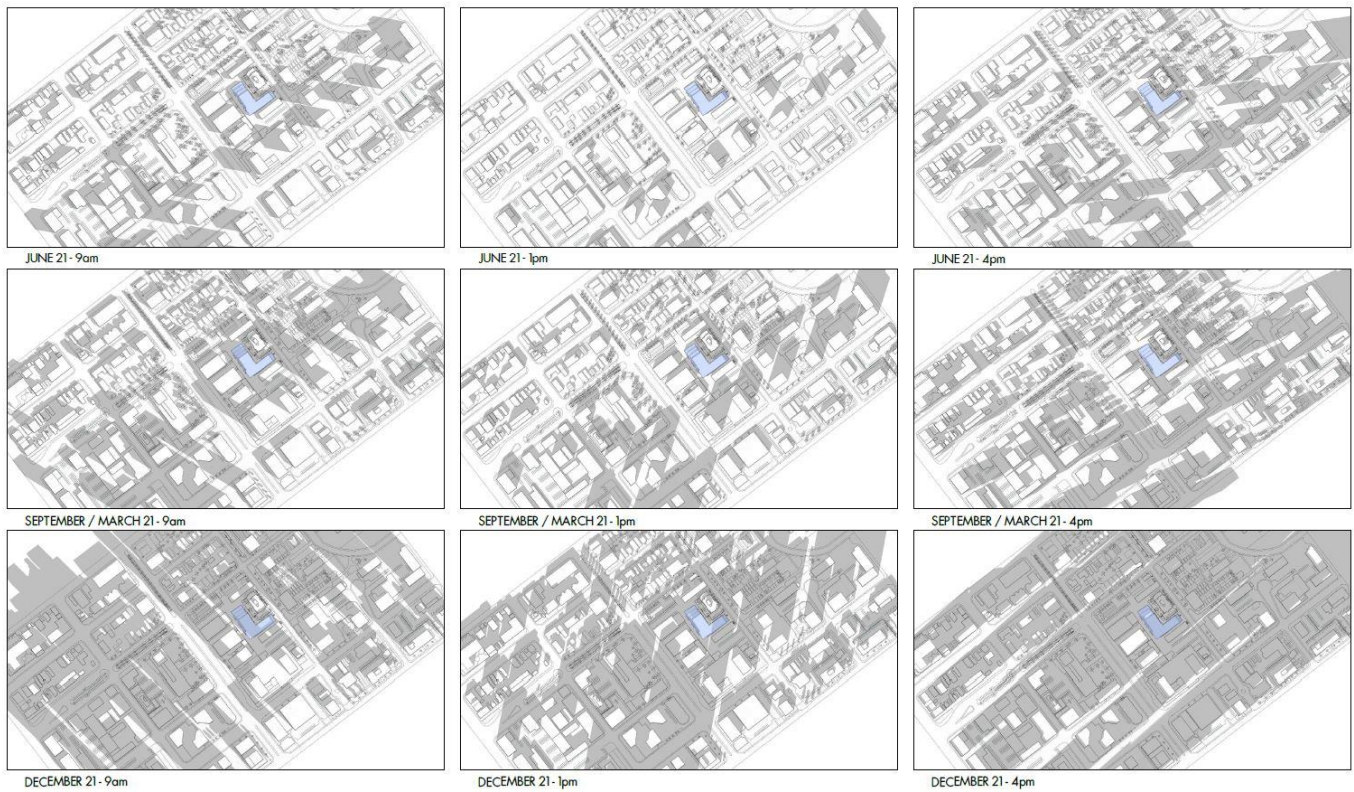


Figure 19: Sun Shadow Study

Throughout the year, sun shadowing is primarily cast towards the north and east with minimal impacts on abutting properties. The large stepbacks at the rear of the building protects the existing 8-storey building from undue adverse impacts caused by sun shadowing. Overall, the proposal is not considered impactful from a sun shadowing perspective.

## 5.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) was issued under Section 3 of the *Planning Act* and came into effect April 30, 2014, replacing the PPS issued March 1, 2005. The PPS provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the Provincial Policy Statement sets the policy foundation for regulating the development and use of land.

The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment. The PPS supports improved land use planning and management, which contributes to a more effective and efficient land use planning system. The policies of the PPS that are of relevance to the proposed development are referred to below. These include:

### **Efficient and resilient development and land use patterns**

- / Promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- / Accommodates an appropriate range and mix of residential, institutional, recreational and open space uses to meet long-term needs;
- / Promotes cost-effective development standards to minimize land consumption and servicing costs; and
- / Ensures that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.

### **Settlement Areas**

- / Land use patterns within Settlement Areas shall be based on:
  - a) Densities and a mix of land uses which:
    1. Efficiently use land and resources;
    2. Are appropriate for, and efficiently use, infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
    3. Support active transportation; and,
    4. Are transit-supportive, where transit is planned, exists or may be developed.
- / New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

### **Housing**

- / Maintains ability to accommodate residential growth within a Settlement Area in accordance with the PPS;
- / Provides for an appropriate range of housing types and densities; and
- / Directs the development of new housing towards locations where appropriate levels of infrastructure and public service facilities will be available to support current needs.

### **Public Spaces, Recreation, Parks, Trails and Open Space**

- / Plan public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction, facilitate active transportation and community connectivity.

**The proposed development is consistent with the above policies set out in the Provincial Policy Statement 2014. The proposal seeks to develop an area that is located within the City of Ottawa's Urban Area, immediately adjacent to an existing built-up area that is identified for intensification. In addition to promoting an efficient development and minimizing land consumption and servicing costs, new residential uses are supported by nearby public service facilities and amenities.**

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

### 5.2.1 General Urban Area (Section 3.6.1)

As shown in Figure 20 below, the subject lands are designated **General Urban Area** on Schedule B – Urban Policy Plan of the City’s Official Plan (OP). The designation permits a full range and choice of housing options combined with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses to facilitate the development of complete and sustainable communities.

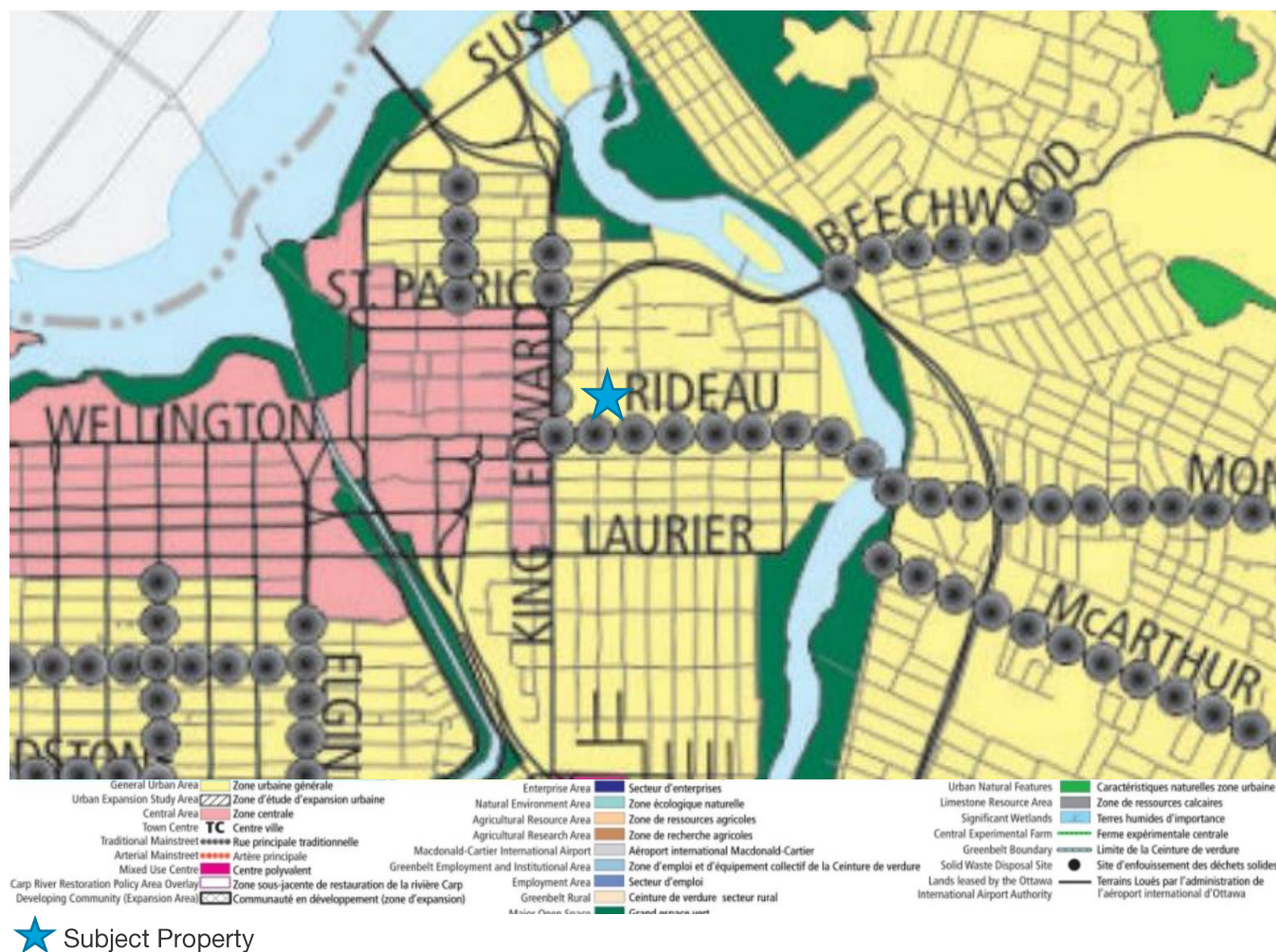


Figure 20: Excerpt from Schedule B of the City of Ottawa’s Official Plan

Section 3.6.1 (**General Urban Area**) of the Official Plan notes that while the City is supportive of a mix of uses, the zoning by-law ultimately regulates the type and scale of use based on its location. The current General Industrial zoning on the subject lands are no longer appropriate in this urban context and the proponent is proposing residential uses that will contribute to a high-quality built environment that is more compatible with



the existing and planned urban context. The following policies of Section 3.6.1 are of relevance to the proposed development:

Policy 1 outlines a broad range of permitted uses for the **General Urban Area**, including all types of densities of housing (i.e. residential apartments).

Policy 2 of the **General Urban Area** designation states that the evaluation of development applications will be in accordance with Sections 2.5.1 and 4.11 (Urban Design and Compatibility). Discussions related to these Sections of the Official Plan are found throughout this document.

Policy 3 notes that while considering a proposal for residential infill or redevelopment in the **General Urban Area**, the importance of existing character and built form is established and a new project enhance these patterns and apply the policies of good urban design.

Policy 8 does not permit industrial uses that exhibit characteristics that could impact negatively on adjacent residential uses by virtue of matters such as noise, fumes, heavy equipment movement or external storage. The as-of-right General Industrial zoning permits many uses that could have a negative impact of abutting residential properties. Some of these include: crematoriums, emergency services, heavy equipment and vehicles rental and servicing, kennels, truck transport terminals and a waste processing and transfer facility. Given the aforementioned uses are not compatible with the existing and planned context, the proposed residential use is appropriate and suitable for the subject property.

**The proposed development conforms to the policies of the General Urban Area designation in the Official Plan as it strives to maintain the residential and mixed-use character of the surrounding properties and to redevelop the lands zoned for General Industrial uses.**

### 5.2.2 Managing Growth within the Urban Areas (Section 2.2.2)

The City anticipates that approximately ninety (90) percent of the growth in population, jobs and housing will be accommodated within the **General Urban Area**. Within the **General Urban Area** designation opportunities for intensification exist and are supported by the policies of the OP. Although the scale of intensification varies within the **General Urban Area**, the existing built context and proximity to major roads and transit play a role in determining whether an infill proposal is appropriate.

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.

While the Official Plan policies protect low-profile areas within the **General Urban Area** designation, intensification outside of target areas are permitted as per Policy 14. These include:

- / Lands within 600 metres of future or existing rapid transit stations with the potential to develop as compact mixed-use and pedestrian-friendly cores;
- / Lands that are no longer viable for the purpose for which they were intended, such as older industrial sites;
- / Lands where the addition of residential uses can be accomplished in a complimentary manner, such as underutilized sites;
- / Lands currently or formerly used as parking lots or other extensive storage purposes; and

- / Lands where records indicate existing contamination due to previous industrial use, but can be made suitable for development if cleaned up.

**The proposed development generally meets the intensification policy above. Although the site is approximately 720 metres from the future LRT Station on Rideau Street, Rideau Street is identified as a Transit Priority Corridor in the City’s Transportation Master Plan and Official Plan. In addition to promoting transit, its strategic location promotes active modes of transportation, including walking and cycling.**

**It is important to highlight the current General Industrial zoning and warehousing use on these lands is no longer viable, nor desirable, in a downtown context. As an under-utilized and contaminated site, the proposal is appropriate and desirable as it will remove the storage use and clean up a site that is suitable for residential development.**

**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 infill opportunity.**

### **5.2.3 Building Liveable Communities (Section 2.5.1)**

Various design objectives are outlined in Section 2.5.1 to guide development and have been considered in previous sections of this document.

### **5.2.4 Urban Design and Compatibility (Section 4.11)**

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:

<b>Compatibility Criteria</b>	<b>Proposed Development</b>
Traffic	A Transportation Impact Assessment was prepared by Novatech. The report analysed the existing conditions, including roadways, intersections, driveways, pedestrian and cycling facilities, transit services, existing volumes of traffic & collision records and other relevant information. In addition the report examined the planned conditions, including the City’s TMP and Affordable Network.  The Report notes that a TIA Study will be required at Site Plan Submission. At that time, future demand forecasts and a TIA strategy report will be completed.
Vehicular Access	Direct vehicular access to the subject property underground parking levels is located on Nelson Street. Vehicular access and egress is consistent with the existing curb cut on the subject property and the proposed garage entrance will be visible from the street, thereby reducing any potential pedestrian-vehicle conflicts.
Parking Requirements	Based on 174 residential units, the proposed residential development is required to provide 82 residential parking spaces and 16 visitor parking spaces, totalling 98 parking spaces. Given the proposal includes only one (1) level of underground

	parking, relief to the requirements of Section 101 and 102 in Zoning By-law 2008-250 are required.
Outdoor Amenity Areas	<p>The total amenity area requirement is 1,056 m<sup>2</sup>, with the total communal amenity requirement totalling 528 m<sup>2</sup> (50% of the total amenity area). While the building design has not been completely finalized, there will be ample private and communal outdoor amenity areas developed at Site Plan Control. In addition to outdoor amenity areas, the project could also include indoor amenity area for residents.</p> <p>At this time the Major Zoning By-law Amendment does not request a variance to the Amenity Area Requirements of Section 137 (By-law 2008-250).</p>
Loading Areas, Service Areas and Outdoor Storage	The residential use does not require a loading or service area. Outdoor storage is not proposed as part of this application.
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	<p>A Roadway Traffic Noise Feasibility Assessment was prepared by Gradient Wind Engineering. The report notes that the major source of transportation noise is King Edward Avenue and Rideau Street. Based on the MOECC and the City of Ottawa's requirements, the analysis indicates that noise levels will range between 50 and 59 dBA during the daytime period and between 42 and 50 dBA during the nighttime period. The highest noise levels occur along the development's west façade, nearest to King Edward Ave.</p> <p>The results of the calculation indicate the development will likely require forced air heating and provisions for central air conditioning, allowing occupants to keep windows closed and maintain a comfortable living environment.</p> <p>Noise levels on the rooftop amenity area are expected to approach 53 dBA during the daytime, which is below the criteria and therefore no mitigation would be required. Issues related to noise levels can be addressed during Site Plan Control.</p> <p>In terms of air quality, the proposed development is not expected to have any adverse effects on adjacent sensitive land uses.</p>
Sunlight	As discussed in previous sections of this Report, there are no significant sun shadow impacts anticipated as a result of the proposed development.
Microclimate	No significant microclimate impacts are anticipated as a result of the proposed development.
Supporting Neighbourhood Services	The proposed development is in close proximity to a range of existing parks and community amenities and services including three (2) elementary schools, one (1) secondary school and one (1) university all within approximately one (1) kilometre of the proposed development.



	The central location of the subject property makes it ideal for infill development, serving to strength existing neighbourhood services and may contribute to new ones.
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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 the existing parking and deep building setback. As a result, the proposal will be properly integrated into the existing building fabric and will help to achieve a more desirable built form and streetscape along Nelson Street.

Policy 12 of Section 4.11 provides direction on Building Transitions, stating that integrating taller buildings within an area characterized by a lower built form is an important consideration, particularly in association with intensification. Development proposal need to address issues of compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development profile. This transition includes existing uses and buildings but also planned function of an area as established through Council-approved documents, such as Secondary Plans and Community Design Plans or zoning.

Consistent with Policy 12, Section 4.2 of this Report detailed how the proposed development achieves an appropriate transition in built form through:

- / Incremental changes in building height, including the 45-degree angular plane at the rear of the building and the proposed building stepbacks;
- / Building massing through architectural articulation and expression;
- / Replicating the existing character of the street through a similar building scale, rhythm and cadence;
- / Architectural design and employing appropriate angular planes, and other architectural features; and
- / Building Setbacks.



Figure 21: Street View of the Proposed 9-storey Building, Demonstrating Massing and Setbacks

The above Street view illustrates how the infill proposal will seamlessly fit into the existing streetscape. Through architectural design and expression, significant efforts have been made to design a 9-storey building that is sensitive to the existing context and planned function of the street and wider area.

**The proposed development is consistent with the policies of Section 4.11 (Urban Design and Compatibility) as the property is located in a Transition Zone from the high-rise mixed-use corridor on Rideau Street (subject to a Secondary Plan and Community Design Plan), and the lower profile residential area of Lowertown. The proposed Zoning By-law Amendment will enhance the sense of community by removing an industrial use and allowing a residential development, contributing to an attractive building façade along the street edge. The proposed amendment conforms to the design objectives of Section 2.5.1 and the policies of Section 4.11, as it respects and build upon the character of the existing area, while enhancing the street at the pedestrian level, defining the space effectively and providing a compatible transition to the low profile residential area to the north.**

### 5.3 Official Plan Amendment No. 150 (OPA 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 appeals. For the purposes of this Planning Rational, 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. In addition, the new policies of OPA 150 which are relevant to the proposed development have been taken into consideration, although they remain under appeal and not in full force and effect.

While Section 2.5.1 remains relatively unchanged in OPA 150 except to provide more flexibility in how its objectives are addressed, Section 4.11 has been modified with revised compatibility criteria.

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

Compatibility Criteria	Proposed Development
<b>Views</b>	The location of the proposed development does not impact any protected views from public view points nor any view corridors. The setbacks at the rear of the proposed building will protect the views of the existing 8-storey building, while the proposed building will create new views
<b>Building Design</b>	The proposed development will be compatible with its surroundings, including abutting properties and the public realm. In addition to providing a consistent street wall along Nelson Street, the built form is appropriate for the planned function of the surrounding area, specifically as it relates to setbacks, building height and building transition.  Architectural treatment, including façade and roofline articulation, colors and materials and other architectural elements (windows, doors, projections) will be addressed during Site Plan.
<b>Massing and Scale</b>	The proposed zoning and building is consistent with the height of the abutting buildings and the planned function of the area. As noted throughout this Report, the proposal provides a transition in built form from the high-rise

	<p>Rideau Street corridor to the low profile neighbourhood of Lowertown. The large stepbacks at the rear of the building further provides a transition on-site through a 45-degree angular plane to the low-profile area to the north. This stepping down or variation in building form is an important element in the proposed design.</p> <p>The majority of buildings in the direct vicinity, including the current building on 112 Nelson, sit directly on the rear property line and do not provide any rear yard setbacks. The proposed development will improve the status quo by offering a 3 metre rear yard setback. This will provide more light and air between properties, but specifically those building that front onto King Edward Avenue.</p> <p>In terms of building separation, the proposal maintains an approximate 14 metre building separation to the existing 8-storey building (110 Nelson) on the south elevation, and approximately 14.5 metre building separation to the existing 8-storey building to on the west elevation. In addition to providing opportunities for landscaped open spaces on-site, this building-to-building separation is sufficient and appropriate for mid-rise buildings.</p>
<b>Outdoor Amenity Areas</b>	<p>The proposal has been designed sensitive to the existing 8-storey mid-rise building at 110 Nelson Street. Specifically, the large 7 metre stepbacks at the 4<sup>th</sup>, 6<sup>th</sup>, and 8<sup>th</sup> floors will minimize undesirable impacts on the existing private amenity spaces of 110 Nelson Street. The Official Plan encourages the use of transitions or terracing as a means to minimize these impacts.</p> <p>Other mitigative measures such as screening, lighting and landscaping will be refined during Site Plan Approval stage.</p> <p>The required amenity space for the proposed building has not been advanced due to the nature of the rezoning application and will be considered in the Site Plan Approval process.</p>
<b>Design Priority Areas</b>	<p>While the subject lands are not located within a Design Priority Area, it is located in close proximity to the Rideau Street Traditional Mainstreet and the Central Area Design priority area. The proposal has been designed to meet the high design standards while helping to define and improve this area. The applicant has agreed to an informal pre-consult with the Urban Design Review Panel.</p>

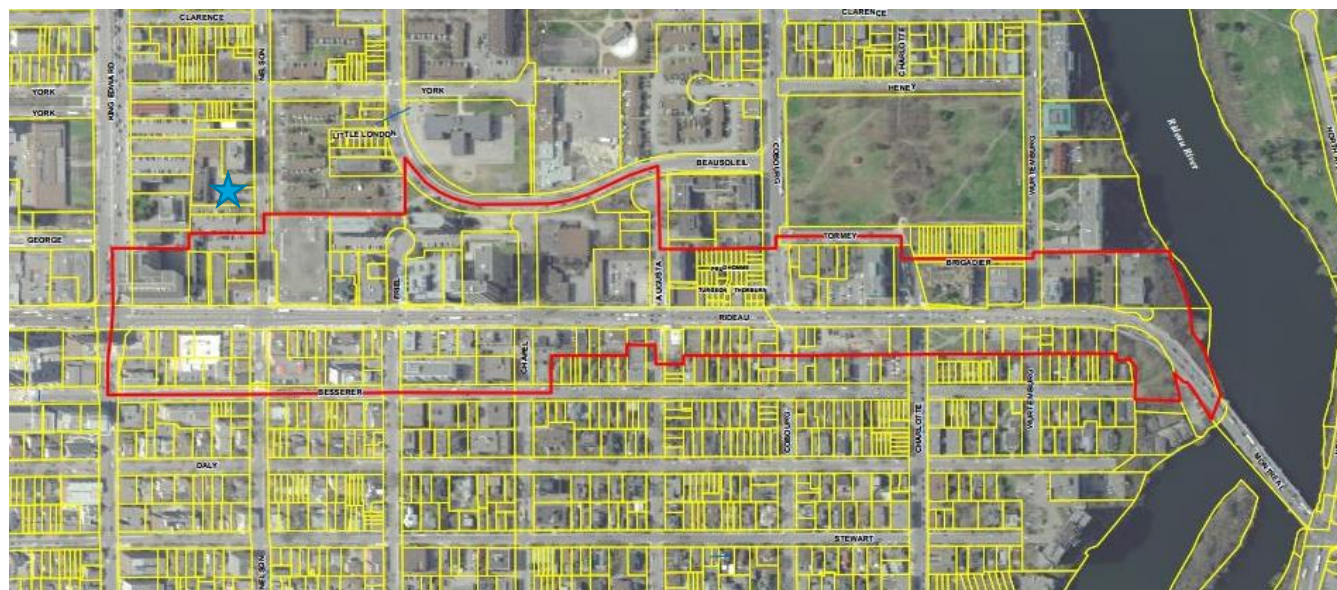
**Based on the above assessment, the proposed development is consistent with the policies of OPA 150.**

#### **5.4 Uptown Rideau Street Community Design Plan (CDP)**

The Uptown Rideau Plan has been prepared to guide development, mobility and public realm initiatives in the uptown Rideau Street area to create a more vibrant downtown mainstreet. The study area of the Uptown Rideau CDP is based on the boundary of the 2005 CDP, which includes properties that front onto Rideau Street between King Edward Avenue and Cummings Bridge to the east.



While the subject property is not within the boundaries of the Uptown Rideau Community Design Plan (CDP), it is located in very close proximity. Therefore, it is beneficial to consider the design guidelines in the policy analysis due to the need to maintain a transition between the Study Area and Lowertown.



★ Subject Property

Figure 22: Uptown Rideau CDP Study Area (Red)

The Uptown Rideau Secondary Plan and CDP's primary objective is to locate new and taller buildings strategically and to provide a transition in building height to the surrounding neighbourhood while establishing a vibrant and successful Mainstreet, improving the existing mobility network, creating an inviting pedestrian environment and enhancing and connection the open space network.

Even though the subject property does not form part of the Uptown Rideau Secondary Plan and CDP, the site is located within the 'Area C' block structure of existing land uses as determined by the CDP. Area C is characterized by deep and large lots with high potential for redevelopment and existing high-rises. Within the description of the area, the Plan notes that the development potential is high due to existing high-rises and the many underutilized sites. However, the Plan notes that new development must be sensitive to low-rise character to the north. The proposed zoning by-law amendment would harness this development potential, while creating an appropriate transition between Area C fronting onto Rideau Street and the low profile neighbourhood to the north.

In Section 4.3.1 Baseline Heights and Maximum Densities, Area C is defined as having the 'greatest opportunities for intensification' due to the existing lot fabric. Nodes adjacent to the subject property include a baseline height of nine (9) storeys and a maximum floor space index (FSI) of 5.0; with a maximum building height of 25 storeys. Both the north-east and north-west corners of Rideau Street and Nelson Street have the potential to be redeveloped in the 20-25 storey range as illustrated in the graphic below.



Figure 23: Sketch up Showing the High-rise Planned Function of the Rideau Street Corridor

**Even though the subject property is not within the boundary of the Uptown Rideau Secondary Plan and CDP, these documents perform an important function in determining the appropriate building height on the subject lands. In particular, it is our determination that the subject property, including abutting properties, are well suited to provide transition in building height from the high-rise context on the Rideau Mainstreet to the lower-profile neighbourhood to the north.**

## 5.5 City of Ottawa Urban Design Guidelines

While the proposed development is not subject to any specific City of Ottawa Council-approved Urban Design Guidelines, the proposal achieves many of their objectives. Some of these include:

- / The use proposed is supportive of transit being located within walking distance of two (2) proposed LRT stations;
- / The residential use and location is supportive of other active modes of transportation, including walking and cycling;
- / The front yard setback along Nelson Street is proposed to be aligned with the existing setback of adjacent buildings to create a visually continuous and enhanced streetscape;
- / The redevelopment of a Brownfield site will clean up the contamination on-site and provide for new residential uses;
- / The front doors will provide direct access to the street and contribute to the animation, safety and security of the street;
- / The development uses clear windows and doors, to make the pedestrian level façade of walls facing the street highly transparent, and locates active pedestrian-oriented uses at-grade;
- / Vehicular parking will be exclusively provided underground via shared driveway;
- / The proposal will include opportunities for hard and soft landscaping in the front of the building adjacent the public realm;

- 
- / Create a transition in scale between the higher intensity development along Rideau Street and the nearby low-profile community to the north by stepping down building heights;
  - / The proposal distributes the built form and massing in a manner that is appropriate to the scale and proportion of the built surroundings;
  - / The upper floors of the development help to achieve a human scale and the building setbacks will allow more light on the sidewalks; and
  - / Residential units are located above grade, providing shared entrances to residential units, which are clearly accessible from the street;

**The Concept Site Plan responds to many of the relevant City of Ottawa guidelines, including the residential infill guidelines. The building design will be further refined at Site Plan Control at which time many of the detailed guidelines will be addressed.**



## 6.1 City of Ottawa Zoning By-law (2008-250)

The subject lands are currently zoned as General Industrial, Subzone 1, Maximum Building Height 11 metres [IG1 H(11)] in the City of Ottawa Comprehensive Zoning By-law. The purpose of the General Industrial zone in the urban area is to:

- / Permit a wide range of low to moderate impact, light industrial uses;
- / Allow in certain areas, a variety of complementary uses such as convenience stores or recreational establishments; and,
- / Provide development standards that would ensure that the industrial uses would not impact on the adjacent non-industrial areas.



Figure 24: Existing General Industrial Zoning

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The subject property and abutting lands, zoned IG1, permit a range of industrial uses such as automobile body shop, crematorium, drive-through facilities, emergency services, heavy equipment and vehicle sales, light industrial uses, offices, parking garage, place of assembly, research and development centre, storage yard, truck transport terminal, waste processing and transfer facility, among others.

## 7.0 REQUESTED ZONING BY-LAW AMENDMENT

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Given the urban context and surrounding uses, the General Industrial Zoning is no longer appropriate for these lands. In order to facilitate the residential development of these lands as proposed, the applicant requests that the subject lands be rezoned as follows:

- / Residential Fifth Density, Exception ([XXXX]) with a Maximum Building Height of 30 metres.

The purpose of the Residential Fifth Density zone is as follows:

- / Allow a wide mix of residential building forms ranging from detached to mid-high rise apartment dwellings;
- / Allow a number of other residential uses to provide additional housing choices within the fifth density residential area;
- / Permit ancillary uses to the principal residential use to allow residents to work at home and to accommodate convenience retail and service uses of limited sizes;
- / Ensure that residential uses predominate in selected areas of the Central Area, while allowing limited commercial uses; and,
- / Regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced.

Uses permitted in the R5 zoning includes (but is not limited to):

- / apartment dwelling, mid-high rise
- / bed and breakfast
- / detached dwelling
- / diplomatic mission
- / duplex dwelling
- / dwelling unit
- / group home
- / home-based business
- / linked-detached dwelling
- / park
- / planned unit development
- / residential care facility
- / retirement home, converted
- / retirement home
- / rooming house, converted
- / rooming house
- / semi-detached dwelling
- / stacked dwelling
- / three-unit dwelling
- / townhouse dwelling

The requested Zoning Amendment seeks **to permit a mid-rise apartment** building of 9-storeys (30 metres). In addition to permitting residential uses, **the applicant requests the exception permits 'office' as an additional use**. While the intent is for the property to be developed for residential purposes, office uses would provide additional flexibility to the owner/developer.

Due to the irregular configuration of the property, it is important to identify the lot lines for zoning purposes.



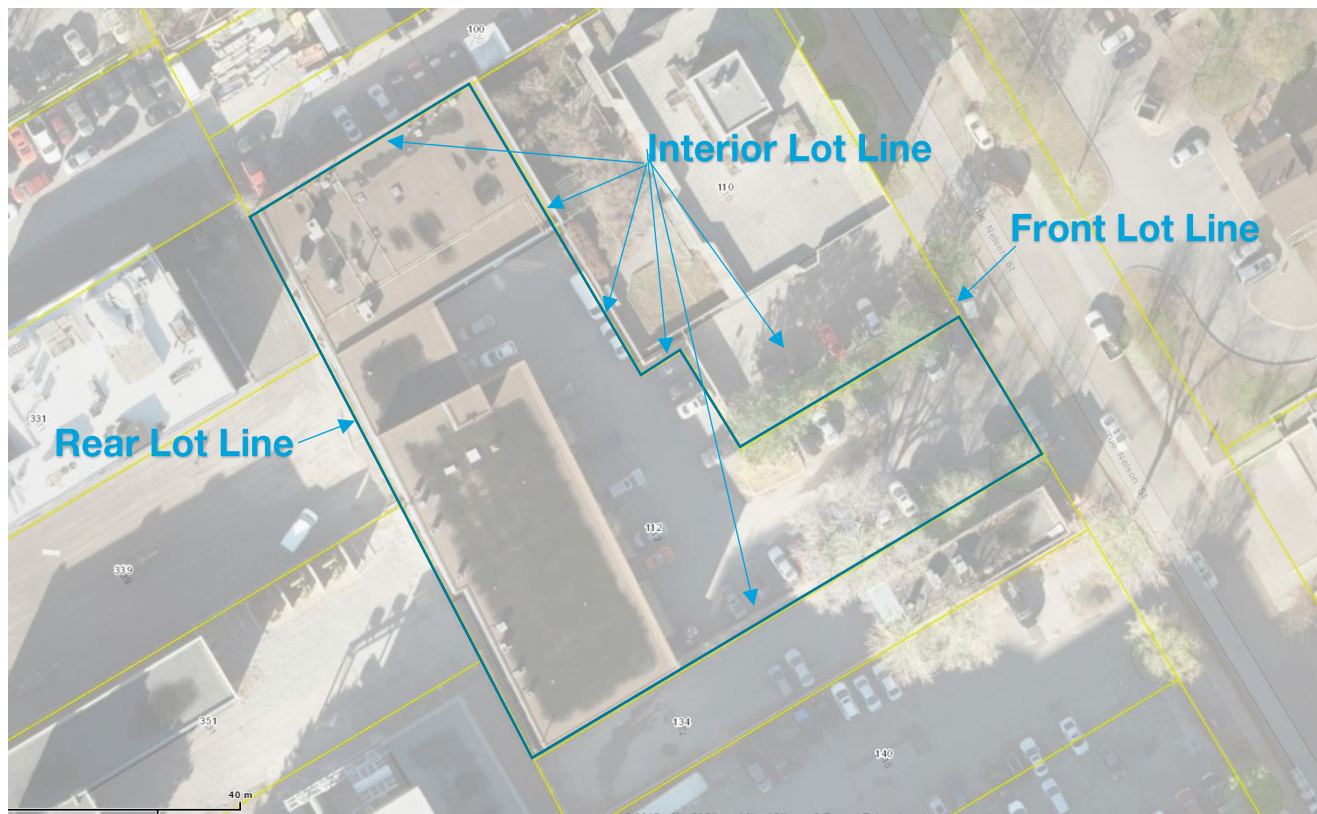


Figure 25: Sketch Identifying the Lot Lines

A snapshot of the proposed Site Plan is provided below:

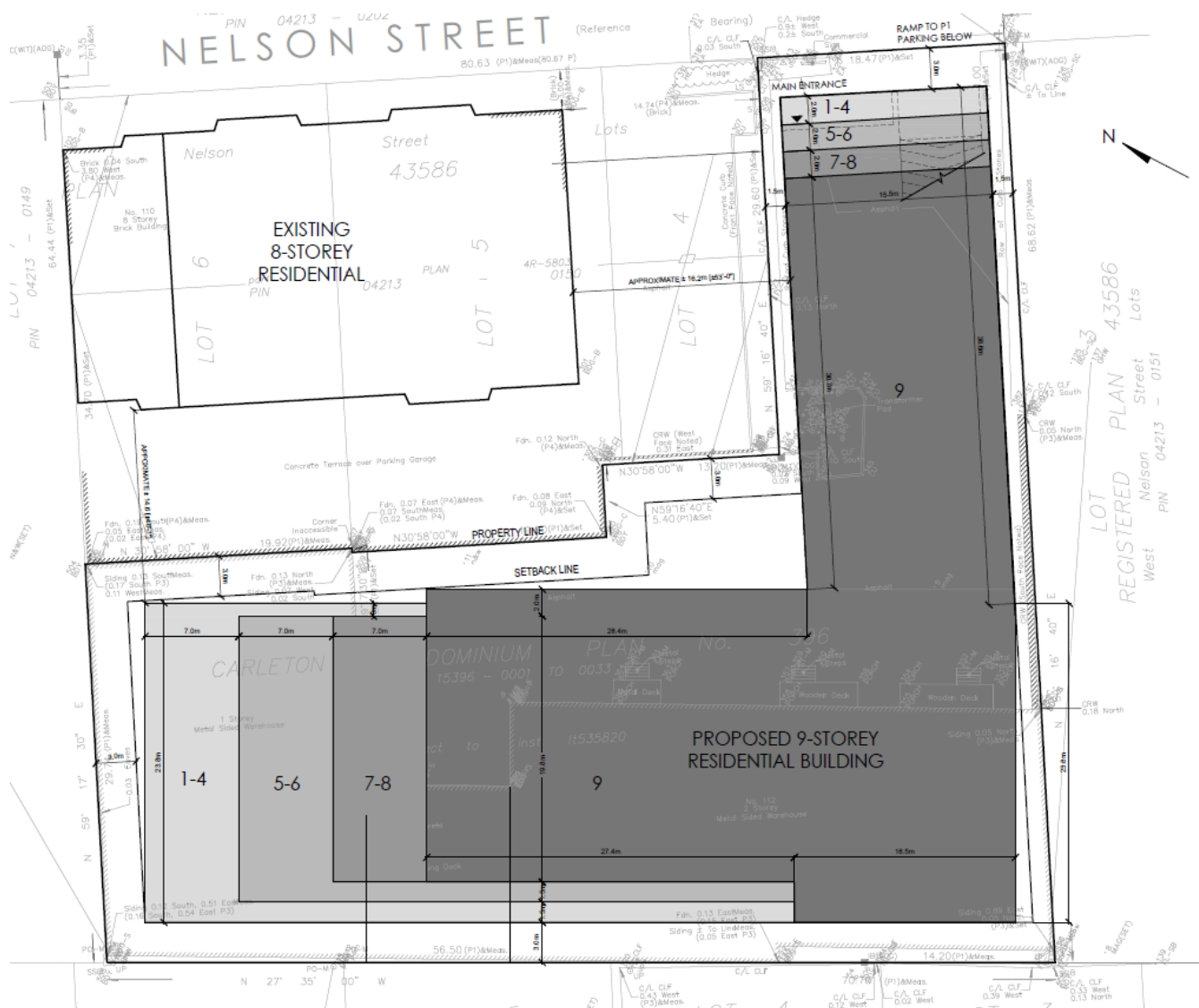


Figure 26: Snapshot of the Concept Site Plan showing Building Setbacks and Stepbacks

Based on the above, the Zoning By-law Amendment Application requests the following site specific provisions:

Zone Provision	Proposed Zoning (Residential Fifth Density – R5) Mid-rise Apartment
Lot Area (Minimum)	2945.5 m <sup>2</sup>
Lot Width (Minimum)	18.47m
Building Height (Maximum)	30m

Front Yard Setback (Minimum)	3m
Rear Yard Setback (Minimum)	3m
Interior Side Yard Setback (Minimum)	3m to the north 1.5m to the south 1.5m & 3m to the R5B Zone
Lot Coverage (Maximum)	73%
Width of Landscaped Area (Minimum)	3m
Parking	Residential Use: 0 for the first 12 units; 0.5/dwelling unit Requirement: 82 parking spaces Provided: 60 residential parking spaces
Visitor Parking	0 for the first 12 units; 0.1/dwelling unit Requirement: 16 spaces Provided: 6 visitor parking spaces
Bicycle Parking	0.5/dwelling unit Requirement: 88 spaces Provided: 88 spaces

In addition to the site specific zone provisions related to building setbacks and building height, the proposed Zoning By-law Amendment requests a reduction to the required number of residential and visitor parking. The proposal includes one (1) level of underground parking to service the building with a total of 66 parking stalls.

**The proposed Major Zoning By-law Amendment requests the addition of ‘mid-rise apartment’ as a permitted use on these lands. While the current General Industrial Zone permits ‘office’ uses, the proponent would like to include ‘office’ to the list of additional permitted uses in the site specific exception. The site specific exception will also permit the proposed building design in terms of building height, setbacks and stepbacks. The requested R5 Zoning will allow development to occur in a manner that is adaptable and sensitive to existing features on and around the subject lands and will allow the development to fit well within the existing context and planned function of the subject site and wider area.**

**The policies of the Official Plan support the reduction in parking, particularly in the downtown urban context where opportunities exist to promote alternative modes of transportation such as walking, cycling and transit. In consideration of the request to reduce the parking requirements, it is important to highlight the recently City-initiated parking review reduced, and in some cases eliminated, the minimum parking requirements applicable to developments in the urban area, along Mainstreets and near rapid transit stations. While the property is located within Area X on Schedule 1A (2008-250), it is worth noting the subject property is located on the boundary between Area X (Inner Urban), Area Y (Inner Urban Mainstreets) and Area Z (Near Major LRT Stations). On the west side of King Edward Avenue and along Rideau Street, the new parking rules have completely eliminated all parking requirements except for visitor parking for residential uses in excess of 12 units. Although the parking requirements of Area X are applicable to the subject property, it is our opinion the request to reduce the parking requirements is consistent with the policies of the Official Plan and meets the intent of the Zoning By-law (2008-250).**



In considering the Zoning By-law Amendment application and the applicable policy and regulatory framework, it is our professional opinion that the proposed development represents good planning and is in the public interest for the following reasons:

- / The proposal is consistent with the Provincial Policy Statement in that it seeks to develop an area within the City of Ottawa's Urban Area and immediately adjacent to a built-up area. The proposal will make an efficient use of land and infrastructure, especially due to the opportunities for development and proximity to transit in order to foster and support active transportation, community amenities and the local economy.
- / The proposal meets the goals and policies set out in the Official Plan. In particular, the proposal meets the policies of the **General Urban Area** designation where a range of housing types and densities, as well as conveniently located uses to support residential areas. Specifically, the proposal is consistent with the Urban Design and Compatibility policies of Section 2.5.1 and 4.11. The proposed rezoning would complement the character of the neighbourhood, while contributing positively to growth within the urban area.
- / The proposal meets the Council-approved policies of Official Plan Amendment 150.
- / Despite not being in the study boundaries, the development is consistent with, and plays a complimentary role to the goals and objectives of the Uptown Rideau Community Design Plan.
- / The current General Industrial zoning is no longer appropriate for this site. Conversely, the proposed Zoning By-law Amendment is appropriate and suitable for the development of these lands and the requested site specific provisions will allow the property to be developed in a manner that is consistent with the planned context for the area, including abutting properties.

Overall, the proposal advances several key policy objectives at the Provincial and Municipal levels. Based on this analysis, the proposed development represents good planning and is in the public interest.



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