

# FOTENN

## ADELAIDE APARTMENTS TOWER EXTENSION



February 25, 2019

Planning Rationale &  
Design Brief

Zoning By-law  
Amendment and Site  
Plan Revision



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Fotenn Planning + Design has been retained by SAKTO Corporation to assess the appropriateness of a revision to the previously approved extension of the Adelaide residential building at the Preston Square mixed-use development in the Little Italy neighbourhood of Ottawa. Preston Square (the “subject property”) is known as 333, 343, and 347 Preston Street and 17 Aberdeen Street in the City of Ottawa.

The existing development consists of four (4) buildings – a four (4) storey office building with retail uses at-grade along Preston Street, an eight (8) storey residential building along Aberdeen Street, and two (2) eleven storey office buildings internal to the site. Official Plan Amendment and Zoning By-law Amendment (File Nos. D02-02-16-0080 and D01-01-16-0021) applications were submitted in 2016 to permit the addition to the existing residential building that included a new 25-storey tower between the two existing office buildings. The Official Plan Amendment was approved in March 2017 as By-law 2017-85 and amended the Preston-Carling District Secondary Plan to permit a 25-storey tower on the property. The Zoning By-law was approved concurrently as By-law 2017-86 and permitted a building height of 148 metres above sea level in the location of the proposed high-rise building.

## 1.1 Purpose of the Applications

The purpose of the current applications is to revise the previous approvals to permit a larger tower floorplate and a revised tower design. The previous approvals adopted the Zoning By-law Amendment as a schedule and therefore needs to be revised to reflect the larger floorplate. The proposed residential tower has a height of 30 storeys, but still respects the previously approved building height of 148 metres above sea level.

The revised proposal includes the addition of 254 residential rental units in the centre of the site, set back from the adjacent Preston Mainstreet and within 600 metres of two rapid transit stations. The site’s location makes it an ideal opportunity to intensify within the Preston-Carling District in a thoughtful and appropriate way.

Zoning By-law Amendment and Site Plan Revision applications are being submitted to facilitate the redevelopment. The intent of each of these applications is described below.

### 1.1.1 Zoning By-law Amendment

The subject property is currently subject to both the Mixed-Use Centre (MC) and Traditional Mainstreet (TM) zones. The four (4) storey office building along Preston Street is zoned TM and is subject to special exception 2188. The corner of Preston and Aberdeen Streets has a maximum height of 18.5 metres, while the balance of the TM area has a maximum height of 24.5 metres.

The balance of the site, including the two (2) existing office towers and residential building, are within the MC zone. The office towers are subject to special exception 107 and a maximum height of 50 metres. The previous area of the high-rise residential tower is also subject to special exception 107, but permits a maximum height of 148 metres above sea level. Finally, the area of the existing Adelaide residential building is subject to exception 107 and is permitted a maximum height of 91 metres above sea level.

The proposed Zoning By-law Amendment seeks to revise the boundaries of the MC[107] H(148 A.S.L.) zone to reflect the revised footprint of the high-rise residential building. No other changes are proposed.

### 1.1.2 Site Plan Revision

A Site Plan Agreement has previously been approved for the subject property, and therefore a revision is being submitted concurrently with other applications. The site plan revision will address the tower extension and related site works (landscaping, etc.) and demonstrate compliance with the applicable zoning regulations. A Site Plan Revision was also submitted in 2016 with the previous applications and was paused once the review had all been completed and the approval report drafted. A new site plan revision application is submitted to finalize the revision process with the revised building design.

### 2.1 Existing Conditions

The subject property is located on the east side of Preston Street, occupying the entire block south of Highway 417 (the “Queensway”), north of Aberdeen Street, and west of Rochester Street. The property has a total area of approximately 2.1 hectares (5.18 acres) with approximately 150 metres of frontage on Preston Street, 167 metres of frontage on Aberdeen Street, and approximately 94 metres of frontage on Rochester Street.

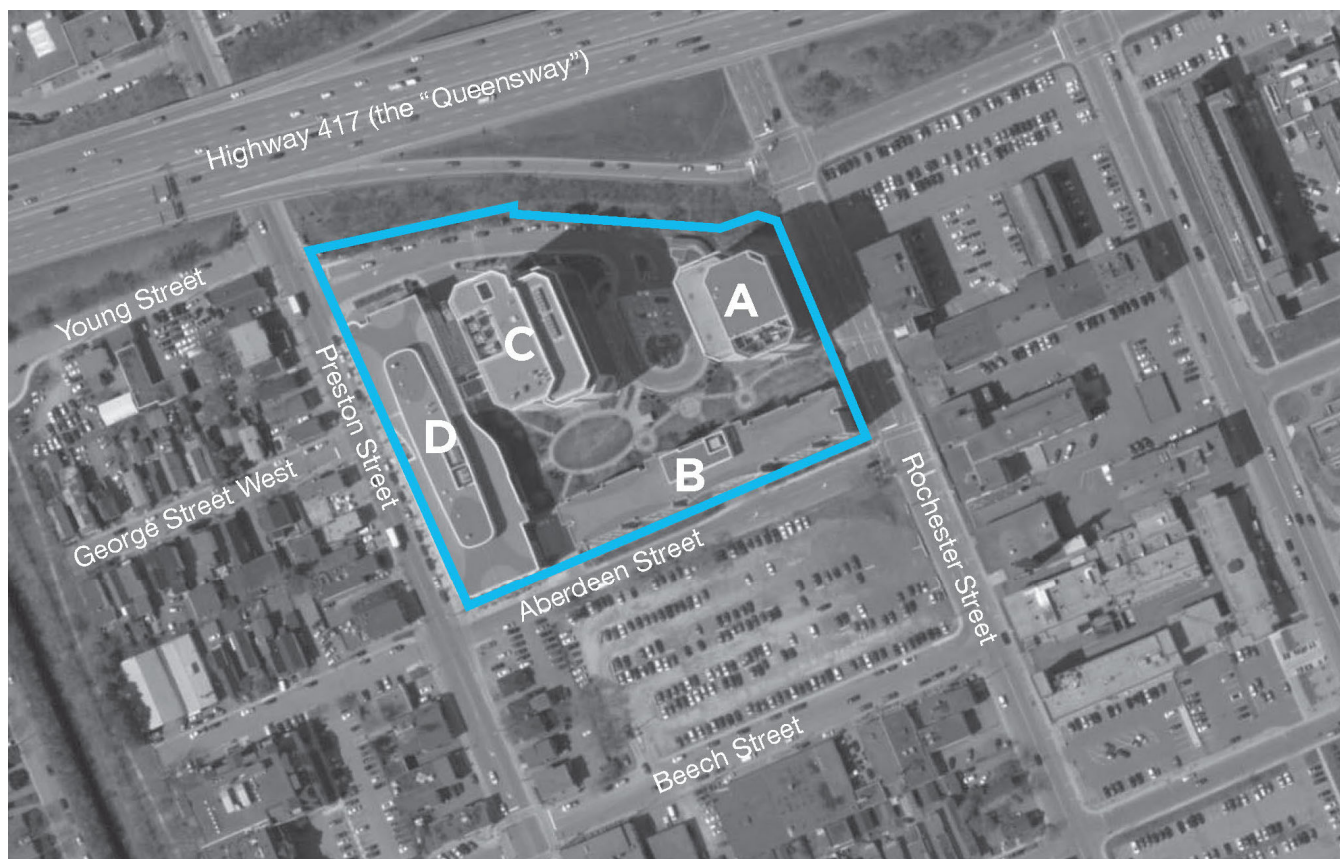


Figure 1: Site Context

The property is currently occupied by a mixed-use development featuring office, residential, restaurant, and retail uses. Restaurant and retail uses occupy the ground floor of the four- storey office building abutting Preston Street (Block D), animating the Traditional Mainstreet. Block A is the easternmost 11 storey office building and is the oldest building on the site. Block C is the second 11 storey office building, located adjacent to the Preston Street office building. Finally, Block B is the existing residential building, known as the Adelaide. It currently includes 158 residential rental units and associated amenities.

An internal courtyard can be accessed from Preston street via a private podium roadway for use by vehicles. Pedestrian walkways for the site are accessed from the northwest, southwest and northeast corners of the site. They provide for internal access as well as through movement from Preston Street to Rochester Street.

An underground parking garage occupies the entire property, with access from internal driveways off Preston Street and Rochester Street. There are two separate exits onto Aberdeen Street from the garage. The garage includes one storey of parking that is partially above grade upon which Blocks A and C are located. Block B is partially located atop the garage, with street- fronting units along Aberdeen Street.

The subject property is located approximately 500 metres of the existing Carling Station and approximately 400 metres from the future Gladstone Station on the Trillium Line of the O-Train. The O-Train currently proceeds north to Bayview Station where it connects to the existing east-west bus rapid Transitway. The Transitway is currently being converted to Light-Rail Transit and is scheduled to be completed by March 31, 2019, providing light-rail transit between Tunney's Pasture in the west to Blair Station in the east, through a downtown tunnel. The Trillium Line extends south to South Keys Station with future connections planned to the Riverside South neighbourhood, the Ottawa Macdonald-Cartier International Airport, and Barrhaven. The proximity to transit creates an excellent infill opportunity on the subject property.

## 2.2 Surrounding Area

The area surrounding the subject property is characterized by a range of land uses and building forms including low-rise buildings, campus-style government office complexes, and high-rise mixed-use development. As noted above, the subject property is on Preston Street, a Traditional Mainstreet running through the Little Italy neighbourhood of Ottawa.

The surrounding uses can be described as follows:

**North:** Directly north of the subject property is the Queensway – an eight (8) lane limited access freeway providing east-west access through the City. The Rochester Street off-ramp exits the highway and connects to Rochester Street at the northeast corner of the site. The highway is significantly higher than the subject property at this location, with Preston and Rochester Streets both passing beneath it. Further to the north are low-rise retail and residential uses, and the Ottawa Adult High School with the associated playing field and parking area.

**East:** East of Rochester Street is the Federal Government of Canada's Booth Street complex – a series of low, mid, and high-rise office buildings with surface parking areas extending between Rochester Street and LeBreton Street South from the Queensway south to Carling Avenue.

**South:** Immediately south of the subject property is a gravel surface commercial parking lot that is used by area workers and visitors to the neighbourhood for parking. Further south are low-rise residential buildings and several buildings converted to retail and office uses. Further south towards the Carling O-Train Station are a series of recently constructed high-rise buildings on Preston Street and on Champagne Avenue on the west side of the O-Train corridor.

**West:** West of the site is Preston Street, which extends south to Carling Avenue and north to the Sir John A. Macdonald Parkway. The street is a Traditional Mainstreet, characterized by restaurant and retail uses with more recent redevelopment occurring at the south end of the street adjacent to Carling Station. West of Preston is a low-rise residential neighbourhood, and the O-Train corridor which includes a north-south mixed-use pathway. As noted above, recent high-rise developments are also under construction along Champagne Avenue South, directly adjacent to the transit station.

## 3.0 PROPOSED DEVELOPMENT

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The proposed development is largely the same as the development approved in 2016, intensifying and filling out the property to optimize density and opportunity in proximity to existing amenities and transit. The revised tower extension proposed will extend perpendicular to the existing Adelaide building from the north facade, adding 232 new rental apartment units. The core of the existing building will be extended to provide access for the new tower.

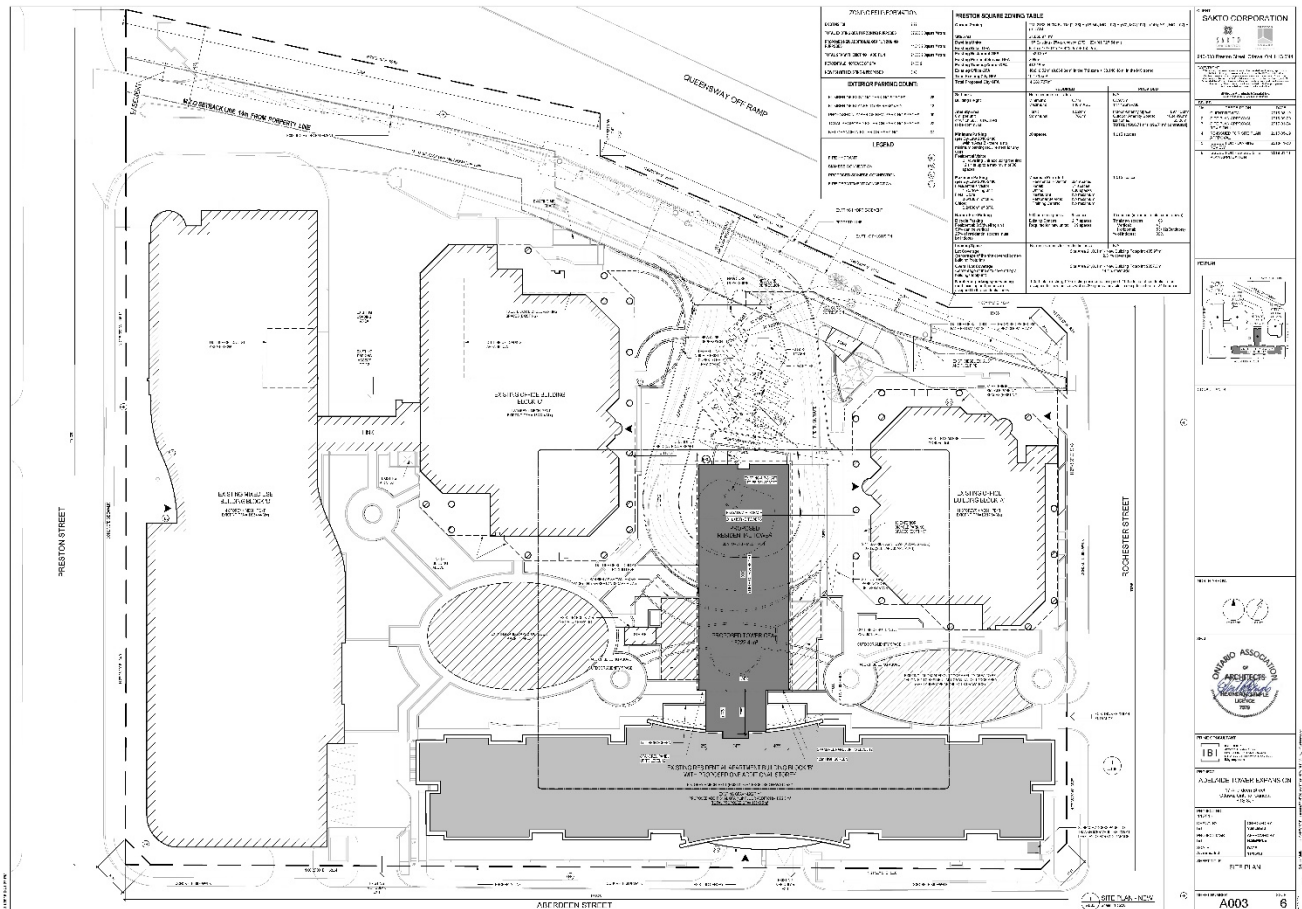


Figure 2: Proposed Site Plan

The entire property sits atop a four (4) storey parking garage. The garage is completely below grade at the north end of the site (adjacent to the Queensway). Given the grade change, the first storey of the garage is above grade at the south end of the site. Residential units buffer the garage from view along the Aberdeen Street frontage while retail uses do the same along the Preston Street frontage. The garage acts as a common podium for the site north of the existing residential building. The new building will sit atop this podium, approximately 4.32 metres above the grade of Aberdeen Street, and at the same grade as the two (2) 11-storey office buildings. The second floor of the proposed tower will connect to level 2 of the existing residential building.

At the second floor, the floorplate of the proposed tower is split to accommodate vehicular circulation atop the podium. The existing surface parking area will be reduced in size, but a loop will provide access around the podium for vehicles. The second, third, and fourth floor all reflect the split floorplate and are largely occupied by common resident amenity spaces (e.g. lounges, yoga rooms, theatres, gaming, and study rooms) with residential units only located on the fourth-floor plan.

As with the previous design, the tower extension features a connection to the existing elevator core of the eight (8) storey Adelaide building to the south on each of floors 2 through 10. Above the tenth storey, the new building will be serviced by the new elevator core, located at the south end of the new floorplate.

The new tower features an efficient and simple floor plan with a double-loaded hallway providing access to up to ten (10) units per floor. Floors 27 through 30 allow for larger units within the same floorplate.

A new rental residential storey, consisting of 24 units (22 rental units with an additional two (2) units for building staff), will also be added atop the existing Adelaide building, bringing the total number of units within the original building to 182. In total, 256 new units are proposed.

The revised tower extension proposal extends approximately 47 metres from the façade of the existing building into the courtyard area (as compared to 38 metres in the 2016 proposal). Within the courtyard, the existing drop-off driveway will be modified by reducing the number of parking spaces from 13 to 9, while the outdoor privately-owned green spaces used by residents and office workers will be retained. Per the wind study completed as part of the applications, the proposed tower extension will improve the existing wind conditions within the existing courtyard areas, making them more comfortable for users. The new residential tower will be accessed by pedestrians primarily from Aberdeen Street, with secondary accesses provided from the courtyard and from the parking garage below.

The proposed residential tower extension provides approximately 14 metres of separation from the existing office towers (Blocks A and C) at-grade, and approximately 11 metres above-grade. The north units on each of the floors are oriented north-south to mitigate the impact of the reduced separation. A total of 39 units will have principal living spaces that obliquely face the office buildings. Only 13 of these units will overlap the office building with a parallel façade while the balance of the units partially overlap the 45 degree corner of the proposed office building. The utilization of reflective glass on these affected units will mitigate the impact of the reduced separation, ensuring the privacy of the living spaces.

Above the 18th floor of the new tower the units will be above the office building and will not be affected by the office uses. Additional discussion on the tower separation is provided in Section 4.3 of this document.

The existing parking garage will be modified to accommodate the building extension. The existing parking garage provides 1,056 parking spaces to service all uses on the site with an additional 26 spaces at grade for short-term visitors and contractors. To accommodate the larger building core, a total of 40 spaces will be removed from the parking garage and 4 spaces will be removed at-grade. The current Zoning By-law requires only 30 parking spaces to service the entire development, including the proposed extension. These spaces are required for visitors to the residential buildings while all requirements for commercial uses have been removed. The current garage will satisfy the parking requirements for the expanded development and will continue to provide a significant number of parking spaces to meet the demands of other uses along Preston Street.

The existing access points to the underground parking garage remain unchanged. Access to the garage is provided from an internal driveway from Preston Street, or via Rochester Street. Two (2) exits from the garage provide access to Aberdeen Street. The residential building will be serviced from level P1 of the parking garage, in the same way that the existing building has been serviced previously.

Bicycle parking for the proposed development is provided at level P1 of the parking garage (ground level along Aberdeen Street) and at the second (podium) level. A total of 108 new bike parking spaces are provided, 89% of which are located indoors.

As noted, common amenity areas are provided on the second, and fourth levels in the form of lounges, study rooms, theatres, yoga rooms, etc. In addition to these spaces, additional amenity area is provided on the 27<sup>th</sup>

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level and includes a gym and lounge spaces. Both at the podium (second) level and the 27<sup>th</sup> level, outdoor common amenity spaces are accessible from the indoor amenity areas. In total, 897 square metres of indoor amenity space is provided, with an additional 1,099 square metres of outdoor amenity area on the podium and the terraces at the 27<sup>th</sup> level.

## POLICY AND REGULATORY FRAMEWORK

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### 4.1 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 recognizes that “the long-term prosperity and social well-being of Ontarians depends on maintaining strong communities, a clean and healthy environment and a strong economy”. To this end, the PPS generally promotes the creation of “healthy, liveable and safe communities”, through efficient land use patterns based on densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities, minimize air quality impacts, promote energy efficiency, support active transportation, are transit and freight supportive, and include a range of uses and opportunities for redevelopment and intensification. Planning authorities are to identify appropriate locations for intensification and redevelopment considering the existing building stock and the availability of suitable existing or planned infrastructure and public service facilities (Policy 1.1.3.3).

New development is to have a compact form, and a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Section 1.4 contains policies specific to housing and states that planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents. This is to be accomplished by:

- / 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;
- / Promoting densities for new housing that efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation and transit in areas where it exists or is to be developed;
- / Establishing development standards for residential intensification, redevelopment, and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. The PPS also states that efficient use should be made of existing and planned transportation systems, including rapid transit and cycling infrastructure. Policy 1.6.7.4 states that land use patterns, densities and a mix of uses should be promoted that minimize the length and number of vehicle trips and supports the development of viable choices and plans for public transit and other alternative transportation modes.

**The proposed development intensifies an existing urban site with residential uses, contributing to a compact, mixed-use community and increasing the housing options within the neighbourhood. The development is located in proximity to existing and planned rapid transit and cycling infrastructure and will make use of existing public service facilities and community amenities.**

### 4.2 City of Ottawa Official Plan

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 32 percent by 2036, compared to 2011. One third of housing growth is anticipated to occur within the Greenbelt with much of that demand for new housing being in the form of smaller units such as apartments.

The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant to the proposal:

### **Managing Growth**

- / The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently;
- / Growth in the existing designated urban areas 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;
- / The Central Area, designated Mainstreets, Mixed Use Centres and Town Centres will be compact, liveable, and pedestrian-oriented with a vibrant mix of residential uses, and social, cultural and economic activity;
- / Infill and redevelopment will be compatible with the existing context or planned function of the area and contribute to the diversity of housing, employment, or services in the area.

### **Creating Liveable Communities**

- / Attention to urban design will help create attractive communities where buildings, open space and transportation work well together;
- / The City will provide opportunities to increase the supply of affordable housing throughout the city;
- / 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;
- / The City will pursue a more affordable pattern of growth that allows for more efficient use of municipal infrastructure and reduces the need to build and maintain new infrastructure throughout its life-cycle;

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

#### **4.2.1 Managing Growth**

The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the designated urban area. Concentrating growth within the urban area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles.

Growth is to be distributed throughout the urban area to strengthen the city's liveable communities through intensification and infill and new development on vacant land. In all areas, the density, mix of uses, and land use pattern will work together to make the most efficient use of transit.

Section 2.2.2 deals 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, the Plan directs growth to locations with significant development potential, specifically those designated as Central Area, Mixed-Use Centres, Employment Areas, Enterprise Areas, Developing Communities, and Mainstreets.

Residential intensification is broadly defined in Section 2.2.2, Policy 1 as "the intensification of a property, building or area that results in a net increase in residential units or accommodation" and includes "the development of vacant or underutilized lots within previously developed areas" and "infill development".

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**The proposed development meets the definition of residential intensification as defined above.**

Policy 4 of Section 2.2.2 identifies target areas for intensification including the Central Area, Mixed-Use Centres, Arterial Mainstreets, and Town Centres. For the Bayview-Preston Mixed-Use Centre, a density target of 200 people and jobs per gross hectare is set for 2031. This target density represents an increase from the 2012 density of 106 people and jobs per gross hectare.

Policy 11 of Section 2.2.2 states that intensification may occur in a variety of built forms with the densest (and often tallest) building located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. The distribution of appropriate building height will be determined by:

- / The location in a Target Area for Intensification or by proximity to a Rapid Transit station or Transit Priority corridor with the greatest density and tallest buildings being located closest to the station or corridor; and,
- / The Design and Compatibility of the development with the surrounding existing context and planned function, as detailed in Section 4.11, with buildings clustered with other buildings of similar height.

Figure 2.4 of Section 2.2.2 defines any building between 10 and 30 storeys as a “high-rise”. Permitted building heights are generally identified in the land use policies of the Official Plan, but Secondary Plans may also specify greater or lesser heights. Policy 17 states that the location of high-rise buildings is influenced by the need to provide an adequate separation distance from other existing and potential future high-rise buildings. The City may implement separation distances through the Zoning By-law.

**The proposed development seeks to intensify an existing property within an area identified as a target area for intensification. The proposed 256 new residential units will contribute to the achievement of the density target for the Preston-Carling Mixed-Use Centre. Proximity to the Carling O-Train Station, and the future Gladstone Station, make the site well-suited for the proposed intensification. The additional residential densities (256 new units) will further support the existing retail uses along the mainstreet, and will offer people the opportunity to live in proximity to existing services and amenities, to rapid transit service, and to their work.**

#### **4.2.2 Land Use Designation**

The subject property is designated “Mixed-Use Centre” on Schedule B of the City of Ottawa Official Plan. Though Preston Street is a Traditional Mainstreet, the TM designation is only applicable in this case to the four (4) storey office building fronting onto the street.

Mixed-Use Centres are characterized in the Official Plan as “central nodes of activity, both within their respective communities and within the city as a whole” and in the long-term are to “become complete, liveable communities that attract people for the jobs, leisure, lifestyle and business opportunities they provide”.

Mixed-Use Centre permit a broad variety of land uses at transit-supportive densities including high-density residential uses. Policy 4 states that in order to achieve the target density within walking distance of existing and proposed stations on the City’s Rapid Transit System, a range of building heights including High-Rise may be considered within Mixed-Use Centres.

Appropriate transition, in building height, is to be provided at the periphery where the Mixed-Use Centre abuts established Low-Rise or Mid-rise areas. Policy 9 states that all development applications will be reviewed in the context of the design objectives and principles of Section 2.5.1 and the criteria of Section 4.11, particularly with regard to achieving a compact, mixed-use, transit-oriented, pedestrian-friendly environment and creating a place with visual interest.

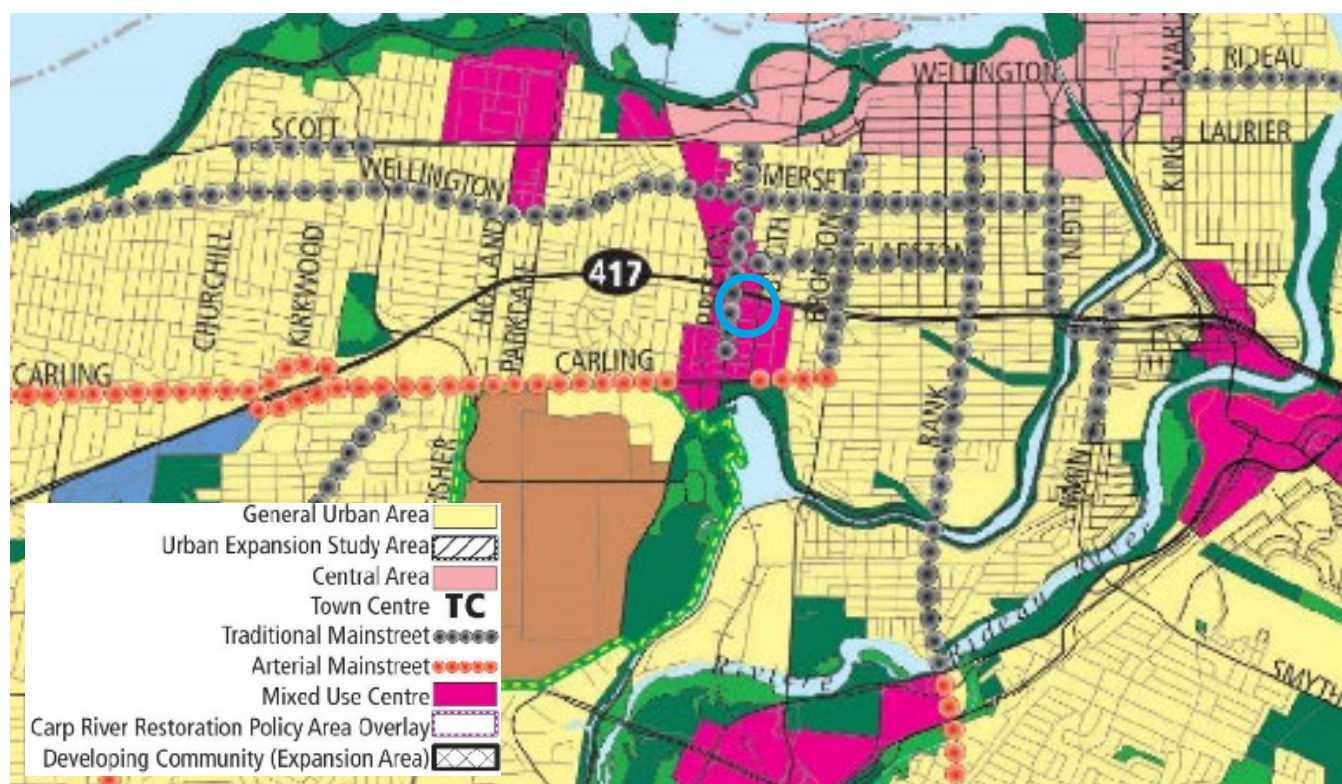


Figure 3: Official Plan Schedule B (excerpt) - Land Use Plan

Policy 10 encourages the optimization of the use of land through provisions for compact mixed-use development.

**The proposed development is within the existing Preston Square mixed-use development which contains office, retail, restaurant, and residential uses. The proposed high-rise residential building located on the interior of the site is a tremendous opportunity for growth in proximity to all forms of transportation and utilizing existing infrastructure, neighbourhood amenities, and public service facilities. The additional residential units, both within the tower and within the additional storey on the existing building, will support the intent of the Mixed-Use Centre designation to create a complete community in proximity to the City's rapid transit network, while still ensuring appropriate transition to low- and mid-rise communities in the surrounding area.**

#### 4.2.3 Building Liveable Communities

Section 2.5 of the Official Plan states that Ottawa's communities be built on the basics of good housing, employment, ample greenspace, and a sense of history and culture, but also focusing on community design and by engaging in collaborative community building – especially in and around Mixed-Use Centres and Mainstreets where there is the greatest potential for growth.

Section 2.5.1 provides guidance as to how to achieve compatibility between form and function when introducing new development into existing areas. The section defines “compatible development” as development that, although not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It “fits well” within its physical context and “works well” among those functions that surround it.

Section 2.5.1 provides design objectives and associated principles to guide development to achieve a good fit within the existing context. New development is evaluated at five scales: city-wide, neighbourhood, street, site, and building.

The following objectives are considered the most applicable to the proposed development:

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| <b>To enhance the sense of community by creating and maintaining places with their own distinct identity.</b>   | The proposed development will contribute to a more vibrant community by intensifying the site in proximity to the Preston Traditional Mainstreet and supporting existing commercial and community facilities with additional residents. The development will contribute to the creation of a complete community in proximity to the rapid transit network and will contribute to a lively mainstreet environment. The proximity to transit and the City's bicycle network will encourage active transportation opportunities. |
| <b>To define quality public and private spaces through development.</b>   | The proposed development maintains the existing privately-owned public spaces between the office and residential buildings. The proposed tower extension divides this space into two more distinct spaces, each offering opportunities for relaxation outdoors. The assessment of the wind impacts from the proposed building demonstrate an improvement in the microclimate of these spaces as a result of the tower extension.  |
| <b>To create places that are safe, accessible and are easy to get to.</b>   | The proposed development maintains the existing connections through and around the site. The new tower will improve the safety of the privately-owned public spaces by ensuring additional eyes on them from the new residential units at all times of the day and will increase the number of users for these spaces.  |
| <b>To ensure that new development respects the character of existing areas.</b>   | The architecture of the proposed development is informed by the existing residential building and will respect the character of the existing development. The new tower is placed such that it will not significantly impact any adjacent properties with overlook or shadows.  |
| <b>To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.</b> | The proposed building extension represents the evolution of development envisioned by the Official Plan. In this case, the opportunity for further intensification has been identified and the site will evolve into a more compact form supporting the existing neighbourhood and community. The addition of rental housing units will also increase the diversity of housing options within the neighbourhood   |

In addition to the above, the subject property is located within a Design Priority Area and is therefore subject to review by the Urban Design Review Panel. A pre-application consultation and formal review were held with the UDRP on the 2016 design in April 2016 and April 2017, respectively. The comments from the panel have been carried into the current proposed development. A formal review with the Panel will be required as part of the Site Plan Revision application review process.

#### 4.2.4 Compatibility

To arrive at a compatibility of scale and use requires a careful design response that appropriately addresses impact generated by infill or intensification. Policy 2 of Section 4.11 establishes criteria to evaluate the compatibility of development applications. The proposed development meets these criteria as follows:

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|------------------------------|---|
| <b>Traffic</b>               | <p>The subject property is located approximately 500 metres from the existing Carling O-Train Station and approximately 400 metres of the future Gladstone O-Train Station. The proximity to transit and to the network of bike paths in the area (along the O-Train corridor, around Dow's Lake) will encourage active modes of transportation.</p> <p>The subject property is located between Preston and Booth Streets, designated as an arterial and a major collector, respectively and intended to carry large volumes of traffic. The proposed development also benefits from proximity to Highway 417 and Carling Avenue, both of which are major roadways that provide east-west traffic movement.</p> <p>Finally, no additional parking is proposed despite the addition of 256 new dwelling units. Given the above, the existing roads should adequately serve the proposed development, with sufficient capacity to accommodate the traffic generated by the development.</p> |
| <b>Vehicular Access</b>      | No changes to the existing vehicular access points are proposed by the development.   |
| <b>Parking Requirements</b>  | <p>The current development includes a total of 1,082 parking spaces - 1,056 below- grade and 26 at the surface. The proposed development removes 44 parking spaces from the site (40 within the parking garage and 4 from the surface parking area).</p> <p>The proposed additions total 256 dwelling units. The entire Preston Square development, including existing uses and the proposed tower addition, requires only 30 parking spaces for visitors to the residential building. The existing garage and surface parking areas will provide sufficient parking to service the entire development.</p>   |
| <b>Outdoor Amenity Areas</b> | Given the nature of the surrounding properties, there are few outdoor amenity areas which will be impacted by the proposed development. The closest areas which may be impacted are on the west side of Preston Street, behind the commercial businesses located there. The proposed development has the same building height (148 metres above sea level) as the current zoning permits and as a result is not expected to result in any increased overlook or reduced privacy for these properties.   |
| <b>Loading Areas</b>         | No changes to the existing loading or service areas are proposed as part of the development. The building extension will be serviced from parking level P1 from the same access as the existing residential building.   |
| <b>Lighting</b>              | Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no significant impacts on adjacent properties.  |
| <b>Noise and Air Quality</b> | No significant impacts related to noise or air quality are expected as a result of the proposed development.  |
| <b>Sunlight</b>              | The proposed development respects the existing as-of-right building height and proposes only a minor adjustment to the zoning schedule that would permit the building to extend further to the north. The 2016 applications demonstrated that   |

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|  | the shadows from the new building are generally cast to the north, over Preston Street and Highway 417. Shadows that do impact surrounding uses are fast-moving and slender, given the small floorplate of the proposed tower. The proposed development will continue to minimize shadows on adjacent properties.  |
| <b>Microclimate</b>                      | No significant microclimate impacts are anticipated as a result of the proposed development. The wind study prepared for the site notes that the microclimate conditions within the existing publicly-accessible landscaped courtyards between the office buildings will improve as a result of the new building.  |
| <b>Supporting Neighbourhood Services</b> | <p>The proposed development is located in the established Little Italy neighbourhood of Ottawa – a neighbourhood well served by existing community amenities.</p> <p>The O-Train Trillium Line services the community, providing a north-south transit connection to areas east and west as well. Along the O-Train corridor is a multi-use pathway that connects to Dow's Lake and the canal path network in the south, and the Ottawa River pathway network in the north.</p> <p>Existing community facilities include the Plant Recreation Centre and several nearby park spaces and schools. The proposed development will also help support the Preston Street commercial corridor.</p> |

#### 4.2.5 Location of Tall Buildings

Policy 7 of Section 4.11 defines high-rise development as a building of 10 storeys or more. Per policy 8, high-rise buildings may be considered within the Central Area, Mixed- Use Centre and Town Centres, Employment Area and Enterprise Areas and along Traditional and Arterial Mainstreets.

**The proposed development is located within a Mixed-Use Centre, an area identified as appropriate for high-rise buildings.**

### 4.3 City of Ottawa Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and land use designations. Ottawa Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013 and it was subsequently approved by the Ministry of Municipal Affairs and Housing (MMAH).

A pre-hearing held in early 2018 resolved some of the outstanding appeals. The changes resulting from this hearing have been incorporated into the discussion on the Official Plan in Section 4.2 of this report.

Within the outstanding appeals, the policies for Mixed-Use Centres are not expected to impact on the proposed development. Section 4.11 has been significantly revised, still with the intent of ensuring quality urban design and compatible development. Of particular applicability to the subject property is policy 14. This policy seeks to ensure that high-rise buildings have a sufficient separation distance and that future development on adjacent lots can be accommodated, as appropriate. Buildings are to be designed to minimize wind and shadowing impacts and maintain sunlight penetration to public places, maintain privacy, and preserve public views and sky views, among other elements. To achieve this, the tower portion of the building should:

- / Be appropriately separated from adjacent towers. A minimum separation distance of 23 metres is required, though developments proposing less than 23 metres shall:
  - Demonstrate that the objectives stated above are met through the use of a smaller floor plate, building orientation, and/or building shape; and,

- Demonstrate that the potential for future high-rise buildings on adjacent lots can be developed and meet the separation distance and setback distances above.

**The proposed residential tower extension proposes separation of approximately 11 metres from the existing office buildings. Given the reduced separation, the tower floorplate has been reduced to approximately 600 square metres, smaller than a typical residential floorplate and City of Ottawa design guidelines. The smaller floorplate allows for the sunlight penetration to the outdoor landscaped spaces, and the slender tower casts narrow, fast-moving shadows on surrounding areas.**

**The wind impacts of the proposed high-rise building have been assessed through a wind study, which has determined that the microclimate of the existing landscaped amenity spaces will improve as a result of the proposed building extension.**

**As noted above, the tower is surrounded primarily by office and retail uses, as well as a surface parking lot. As a result, there are not anticipated to be any overlook issues despite the height of the tower. The privacy for the residential units, despite the reduced separation, is also maintained given the use of the adjacent buildings. The office buildings will not be occupied in the evenings or on weekends, the times when people are most likely to be in their units. The building has also been designed in an effort to reduce the number of units that are affected by the proximity of the adjacent buildings. As a result, only 13 suites in the new tower will have principal living spaces facing directly onto one of the existing office buildings while an additional 26 units will face partially onto the office building. Beyond the 18th floor of the proposed tower, it will be above the office buildings and there will be no impact as a result of the reduced separation.**

#### **4.4 Preston-Carling District Secondary Plan**

The Preston-Carling District Secondary Plan was approved by City Council on July 9, 2014. The Preston-Carling area is bounded approximately by Dow's Lake to the south, Loretta Avenue South to the west, Rochester Street to the east, and the Queensway to the north and includes the subject property.

The Secondary Plan is intended to guide an orderly transformation of the Preston-Carling area into a future downtown District. The area has become one of the most important re-urbanization areas within the City of Ottawa in recent years, and over time is envisioned to emerge as the south-western gateway to the city's downtown.

The Plan area has been divided into five (5) character areas that reflect the unique characteristics of the district. The portion of the subject property affected by the proposed development is located within the "Mixed-Use Blocks" character area as noted on Schedule A. The plan acknowledges that this character area is already anchored by the Preston Square development. The underutilized properties in the vicinity are expected to accommodate some of the "much needed uses for a dynamic district to support the broader community while respecting the neighbourhood fabric".

Schedule B establishes building heights and the potential location of high-profile buildings. The subject property is identified for buildings up to 25 storeys on the Schedule.

Section 4.2 of the Secondary Plan contains built form policies that set out detailed criteria for development projects to achieve high quality architecture and urban design, and to ensure compatibility and transition. Specifically, Section 4.2.1 includes criteria for high-rise (10-30 storey) buildings. The following policies are applicable to the proposed development:

- / With the exception of the projects along Rochester Street, the development site that accommodates a high-rise building shall have frontage on public lands along three sides which could comprise of a

combination of streets and/or publicly-owned open space (i.e. frontage on three streets or frontage on two streets with one frontage on publicly-owned open space).

- / The podium and/or base of the development shall incorporate uses and human scale features to animate adjacent streets and open spaces.
- / Point tower design shall be provided for high-rise buildings.
- / Small floor plates will be encouraged with the typical floor area of a residential tower being generally no greater than 750 square meters;
- / Notwithstanding policy 4.11.14.a of Volume 1 of the Official Plan, a minimum separation distance of 20 metres between the towers will be required.
- / Proposals that include separation distances less than 20 metres shall demonstrate that criteria set out in policy 4.11.14.a of Volume 1 of the Official Plan are met.
- / The relationship between potential towers within the same street block shall be addressed with towers being located as shown on Schedule B Height and Tower Location and measures being introduced through the development review process to ensure orderly development of the block.
- / Coordination of tower locations shall be pursued to optimize views from towers to Dow's Lake, to the city skyline and other public amenities.
- / Shadow and wind studies will be required for all high-rise developments in accordance with the City's Terms of References.



Figure 4: Preston-Carling Secondary Plan Schedule B (excerpt) - Height and Tower Location

The subject property is located within the Mixed-Use Blocks character area which recognizes the site's current status as an anchor for the area and considers the redevelopment potential on the blocks adjacent to it. The Plan also recognizes the appropriateness of a high-rise building in the centre of the site, as a result of the 2016 development applications (Official Plan Amendment No. 183).

The proposed development satisfies several of the criteria for high-rise buildings found in the Secondary Plan. Specifically, the block is bounded on three sides by public streets, and on the fourth side by a highway. The podium is animated with active uses along Preston Street, and with residential units along Aberdeen Street. The proposed development has a small floorplate of approximately 600 square metres, and wind and shadow studies show no negative impacts resulting from the tower extension or additional floor to the existing building.

The proposed new tower has a separation of 14.3 metres at-grade and 11 metres above grade from the existing office buildings. The Secondary Plan recognizes the potential for separations under 20 metres, and refers back to the criteria of Section 4.11, policy 14 from Official Plan Amendment 150 as evaluative criteria for reducing the separation to under 20 metres. These criteria have been discussed above. It should be noted, however, that this specific policy of OPA 150 is not yet in full force and effect and, as a result, has no standing as a policy document.

As noted within the discussion above, OPA 150 notes two criteria for reducing separation: 1) Minimizing wind and shadowing impacts and maintaining sunlight penetration to public places, maintaining privacy, and preserving public views and sky views, among other elements; and, 2) Demonstrating that the potential for future high-rise buildings on adjacent lots can be developed and meet the separation distance and setback distances above.

As discussed above, the tower has been centrally located on the subject property, within the existing mixed-use development and set well back from the property edges. As demonstrated through the various supporting plans and studies, the proposed tower will not cause significant microclimate or view impacts for new or existing residents/tenants and will not preclude high-rise buildings on adjacent properties.

Given the location of the proposed development, internal to the existing Preston Square development, the animated building edge policies of Section 4.2.4 and public realm policies of Section 5.0 are not applicable to the development. The Secondary Plan did not recognize the potential for intensification on the subject property and therefore did not identify specific design criteria. The existing property creates an inviting streetscape along Preston Street with street trees, lighting, and outdoor commercial patios animating the pedestrian realm. Similarly, the secondary Aberdeen and Rochester Streets have not been identified for further improvements through the public realm plan beyond the existing streetscape elements.

#### 4.5 Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-Rise Buildings were approved by Ottawa City Council earlier in May 2018. These guidelines seek to highlight ways to:

- / Promote high-rise buildings that contribute to views and vistas and enhance the character and the image of the city;
- / Address compatibility and the relationship between high-rise buildings and their existing and planned context;
- / Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- / Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site; and,
- / Promote development that responds to the physical environment and microclimate through design.

The newly adopted guidelines are to be used during the review of development proposals to promote and achieve appropriate high-rise development. The guidelines are general and are not intended to be a checklist. Not all of the guidelines will apply equally in all circumstances. Each context will inform the application of, and

the emphasis on, various guidelines. Specific site context and conditions will be considered in conjunction with these guidelines.

Given the proposed tower's location within the existing development several of the guidelines do not apply (e.g. regarding streetscape). The proposed development achieves the following guidelines.

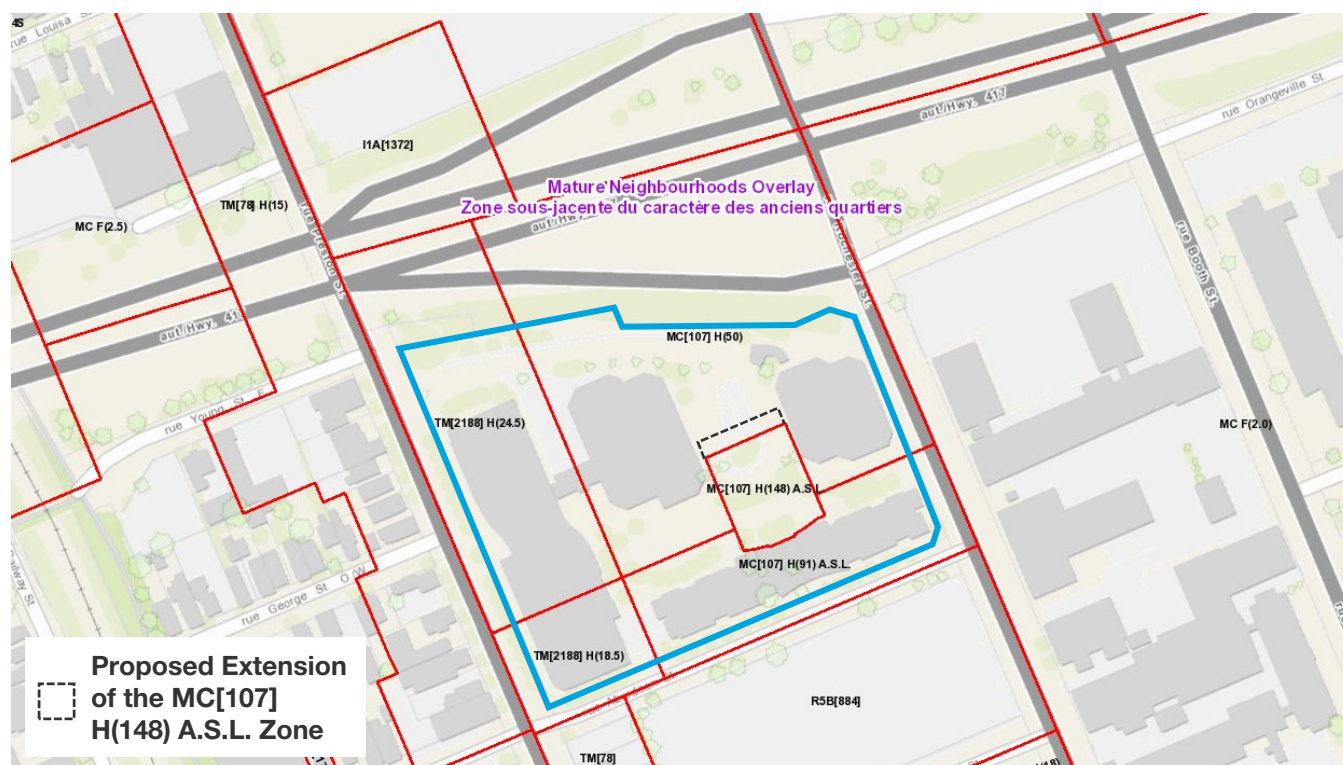
- / Relates the height and scale of the proposed buildings to the existing context and provides variations [Guideline 1.11].
- / The lot abuts the public realm, including streets, parks, plazas, and privately owned public spaces (POPS) on at least two sides [Guideline 1.15].
- / The lot is a size sufficient to accommodate a high-rise building [Guideline 1.16].
- / Enhances and creates the overall pedestrian experience in the immediate surrounding privately-owned public space through the design of the lower portion of the building [Guideline 2.1].
- / The design of the top of the building respects and enriches the urban fabric and skyline [Guideline 2.2(b)].
- / The building is a tower with a small floorplate that effectively achieves design objectives in the urban environment [Guideline 2.3(b)].
- / The high-rise bar building is appropriate given its north-south orientation to minimize shade impacts [Guideline 2.4(a)].
- / The top of the building opens up to the sky by breaking up into sections with varied articulation [Guideline 2.12(b)].
- / Respects the character and the rhythm of adjacent properties by breaking up a log façade through massing and architectural articulation [Guideline 2.20a].
- / Uses high-quality materials, an appropriate variety in texture, and carefully crafted details to achieve visual interest and longevity for the façade [Guideline 2.21].
- / The ground floor is highly transparent and animated by interior common amenity spaces [Guideline 2.23].
- / Utilizes a small, 600 square metre floorplate, to minimize shadow and wind impacts, and allow for the passage of natural light into interior spaces [Guideline 2.24(a)].
- / Applies colour and texture on the facades that is consistent with and complements the surrounding context [Guideline 2.33].
- / Designs the top of the building as an integral part of the overall architecture of the building, terminating the middle portion of the tower [Guideline 2.35].
- / Integrates rooftop mechanical equipment and amenity spaces into the design of the upper floors [Guideline 2.36].
- / Maintains public spaces on the podium within the existing development [Guideline 3.4].
- / Main pedestrian access to the building is located with direct access to the sidewalk through the existing Adelaide building [Guideline 3.10].
- / Animates the ground floor and surrounding privately-owned public spaces by providing a range of amenities appropriate to the context [Guideline 3.12(e)].
- / Locates parking underground [Guideline 3.14].
- / Locates drop-off and pick-up areas on private lands, internal to the site [Guideline 3.15].
- / Internalizes loading and servicing within the underground parking garage [Guidelines 3.16].
- / Co-locates loading/service and parking accesses to minimize visual impacts and interference with the public realm [Guideline 3.18].
- / Conducted wind and shadow analyses to inform the placement of the buildings and mitigate potential impacts [Guidelines 3.26 and 3.27].

**The proposed development is consistent with the intent of the Urban Design Guidelines for High-Rise Buildings.**

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

Portions of the subject property are currently zoned under the Traditional Mainstreet (TM) and Mixed-Use Centre (MC) parent zones. The four-storey office and retail building that extends across the Preston Street frontage, is zoned Traditional Mainstreet, special exception 2188, with a maximum height of 24.5 metres except at the corner where the maximum height is 18.5 metres.

The balance of the site is within the MC zone and is subject to special exception 107. The location of the proposed tower has a maximum height of 148 metres above sea level and the existing Adelaide building has a maximum height of 91 metres above sea level. The balance of the site (which includes the office buildings) has a maximum height of 50 metres.



The MC zone permits a broad range of uses including retail, service commercial, office, residential and institutional uses, including mixed-use buildings, all contributing to a transit-supportive environment along Preston Street, which is itself a Traditional Mainstreet.

The 2016 Zoning By-law Amendment zoned the interior of the site to permit the 148 metre (above sea level) high-rise building at the centre of the site. The proposed Zoning By-law Amendment seeks to extend this height permission to the north by approximately 9.5 metres.

The proposed development is compared to the requirements of the MC[107] H(148) A.S.L. zone in the table below:

| Zoning Mechanism | Required                | Provided |
|------------------|-------------------------|----------|
| Minimum Setbacks | No minimum on all sides | N/A      |

| <b>Zoning Mechanism</b>  | <b>Required</b>   | <b>Provided</b>  |
|--|---|--|
| <b>Building Height</b>   | Minimum: 6m<br>Maximum 148m A.S.L.  | Minimum: 87m<br>Maximum: 147.5m A.S.L.   |
| <b>Amenity Area</b><br>6 square metres/unit of which 50% is required to be communal  | Total (for new units): 1,536m <sup>2</sup><br>Communal: 768m <sup>2</sup>   | Indoor Communal: 897m <sup>2</sup><br>Outdoor Communal: 1,034m <sup>2</sup><br>Balconies Communal: 65m <sup>2</sup><br>Total: 1,996m <sup>2</sup> (all communal) |
| <b>Minimum Parking</b><br>Area Z on Schedule 1A<br>Residential Visitor: 0.1 spaces/unit, excluding the first 12 units; Maximum 30 spaces                         | 30 spaces (visitor)   | 1,038 spaces   |
| <b>Maximum Parking</b><br>Residential + Visitor: 1.75 spaces/dwelling unit<br>Retail Store: 3.6/100m <sup>2</sup> of GFA<br>Office: 2.2/100m <sup>2</sup> of GFA | Residential + Visitor: 725 spaces<br>Retail: 31 spaces<br>Office: 880 spaces<br>Restaurant: No maximum<br>Personal Service: No maximum<br>Training Centre: No maximum | 1,038 spaces   |
| <b>Bicycle Parking</b><br>Residential: 0.5 spaces/dwelling unit<br>50% can be vertical; 25% must be indoors  | Existing: 217 spaces<br>Required for new units: 128 spaces  | Total new spaces: 128  |
| <b>Loading Space</b>   | None required   | N/A  |

The proposed development complies with the applicable provisions of the Zoning By-law. The proposed amendment will permit the extension of the MC[107] H(148) A.S.L. zone, established originally in 2016, approximately 9.5 metres north to accommodate the larger floorplate of the proposed development. While a greater number of storeys are proposed, the overall height of the building is consistent with the previously approved building height of 148 metres above sea level.

In considering the proposed development and applicable policy framework, it is our professional opinion that the proposed development represents good planning and is in the public interest for the following reasons:

### **Consistent with the Provincial Policy Statement**

The proposed development is consistent with the Provincial Policy Statement which promotes the efficient development of serviced, underutilized lands located within settlement areas. The proposed development on the subject property will achieve a greater density and mix of land uses in a pattern that efficiently uses available infrastructure and supports existing neighbourhood amenities. The development will also encourage active modes of transportation by its proximity to rapid transit stations and cycling pathways, and the decision not to provide additional parking to service the additional units.

### **Conforms to the City of Ottawa's Official Plan**

The subject property is designated "Mixed-Use Centre" in the Official Plan. The proposed residential use is permitted and encouraged within mixed-use centres to support the rapid transit network and a mix of uses within these areas.

The subject property has been identified as a suitable site for intensification given its location in a mixed-use centre and its proximity to rapid transit. The proposed development implements the vision for Mixed-Use Centres as compact, mixed-use area with pedestrian facilities and an active street frontage.

The proposed development will not generate undue adverse impacts on the neighbouring properties and fulfills the compatibility objectives and design principles outlined in Section 2.5.1 and the compatibility criteria outlined in Section 4.11, including policies related to building height and massing.

### **Has Regard for Official Plan Amendment No. 150**

The proposed development supports the vision of intensification within a target area of Official Plan Amendment No. 150 and within proximity to transit. The tower separation, though less than required by OPA 150, meets the intent of the policy by ensuring that the specific objectives for separation continue to be met – including allowing sunlight to penetrate public spaces and ensuring privacy is maintained.

### **Conforms to the Preston-Carling District Secondary Plan**

The Preston-Carling District Secondary Plan recognizes the potential for high-rise development on the subject property in the specified location. The 2016 approval permitted a 25 storey, 148 metre (above sea level) high-rise building in the centre of the site. The current proposal, though greater than 25 storeys, maintains the intent of the Secondary Plan with a built form that does not exceed 148 metres above sea level. The proposed development continues to satisfy the built form criteria set out in Section 4.2.1 of the Plan. The proposed high-rise residential building has mitigated potential impacts and supports the site's status as the anchor of its character area.

### **Meets the Urban Design Guidelines for High-Rise Buildings**

The proposed development generally meets the design direction provided in the Urban Design Guidelines for High-Rise Buildings. The proposed building takes advantage of an infill opportunity and achieves a compatible building in terms of form and design.

### **Maintains the General Intent of the Zoning By-law**

The zoning of the subject property was modified in 2016 to permit a high-rise building in the centre of the property. The current Zoning By-law Amendment application seeks to extend the area permitting the 148 metre ASL building height by approximately 9.5 metres towards the Queensway (Highway 417). The adjusted zoning line will accommodate the larger floorplate proposed in the current development. The proposed use is permitted in the MC zone, and aside from the requested amendments, the proposal will meet the zoning provisions and applicable to the subject property.

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Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels including: optimizing the use of serviced lands within the existing urban boundary, encouraging growth within the urban boundary, encouraging growth in proximity to public transit, encouraging intensification and infill that is compatible with the surrounding neighbourhood, and contributing to the range and availability of housing for all ages and incomes.

Based on the above analysis, it is our opinion that the proposed development represents good planning and is in the public interest.

A handwritten signature in black ink, appearing to read 'P. Black', written over a faint, light-colored grid or stamp.

Paul Black, MCIP RPP  
Senior Planner

A handwritten signature in black ink, appearing to read 'Carl Furney', written in a cursive style.

Carl Furney, MCIP RPP AICP  
Principal, Planning and Development