



MOMENTUM

PLANNING AND COMMUNICATIONS

112 MONTREAL ROAD AND 314 GARDNER STREET

Minor Rezoning with Revision to Site Plan File D07-12-14-0155

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Prepared for 2705460 Ontario Inc.

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1. Introduction

This Planning Rationale has been prepared to assess the land use planning merits of an application for a minor rezoning and a revision to an existing site plan (File D07-12-14-0155) to permit development at 112 Montreal Road and 314 Gardner Street (the subject property).

The preparation of this Rationale was supported by the following reports and plans:

- Architectural design brief, elevations, shadow analysis and site plan dated January-February 2020 – Woodman Architect & Associates
- Transportation Impact Assessment Step 3 Report dated February 2020 - CGH Transportation Inc.
- Pedestrian Level Wind Assessment Report 20-018-PLW dated February 19, 2020 – Gradient Wind Engineers & Scientists
- Road Traffic Noise Assessment Report 20-018 dated February 19, 2020 - Gradient Wind Engineers & Scientists
- Landscape Plan Version 2 dated February 26, 2020 – Levstek Consultants Landscape Architects
- Geotechnical Study – EXP Services Inc.
- Phase 1 ESA Report dated December 23, 2019 - EXP Services Inc.
- Site Servicing Report and plans dated February 28, 2020 – WSP
- Stormwater Management Report and plans dated February 28, 2020 – WSP
- Topographical Plan of Survey dated October 4, 2019 – Fairhall, Moffatt & Woodland Ltd. Ontario Land Surveyors

2. Existing Context

The subject property is located on the south side of Montreal Road (just west of the Vanier Parkway) and west side of Gardner Street. The site has approximately 25.64 metres of frontage along Montreal Road and a lot depth of 127.2 metres for a total lot area of approximately 12,359.4 square metres (See **Appendix A** for topographic survey). In late 2019, the motel (as shown in the following image – credit Fotenn) that occupied the portion of the site known as 112 Montreal Road was demolished leaving only the single detached residential building at 314 Gardner Street on the subject property.



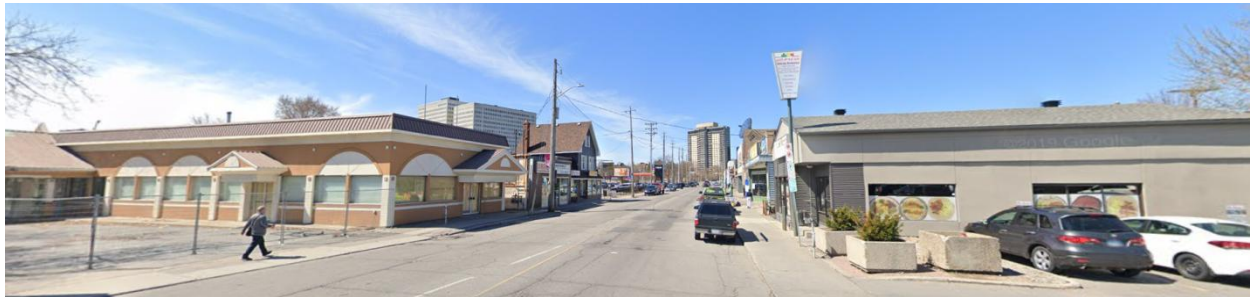
The subject property is located in the former City of Vanier and is bounded by Montreal Road to the north; the Vanier Parkway, a four lane divided arterial to the east; Gardner Street which ends at the

subject property to the south; and Palace Street (a one way street running south from Montreal Road) to the west. The area can be described as an area in transition, with a recently updated Secondary Plan and a planning direction to develop with a mix of uses, including low to high profile residential and commercial uses fronting on Montreal Road, a traditional mainstreet.

The surrounding area uses vary, but consist primarily of low-rise buildings containing detached, semidetached and townhouse residential uses along with commercial, institutional and office uses. Given its inner city location the subject property has easy, walkable access to retail commercial, institutional and office uses. As well, the Rideau River is located in close proximity to the west with a large park (Riverain Park) and access to multi-use pathways that follow the river.

The following summaries provide an overview of adjacent land uses (all images sourced from Google Street-view):

NORTH: The existing Montreal Road, a traditional mainstreet is located directly north of the site. There are restaurant and commercial uses along both sides of Montreal Road. Just east of the entrance is an existing Esso Station and convenience store. While just west is a surface parking lot for Friends Bingo.



View looking west along Montreal Road with entrance to subject property on left side of image. Photo was taken prior to demolition of motel.



View looking south-east towards Vanier Parkway with entrance to subject property on right side of image.

EAST: The Vanier Parkway forms the eastern edge of the subject property. Along the east side of the Vanier Parkway there is a small scale retail shopping centre anchored by a Shoppers Drug Mart along with restaurant, retail and office uses.



View looking south-west along the Vanier Parkway showing the back side of the now demolished motel. The Esso Station is located at the far right edge of the image.



View looking east at commercial plaza located on east side of Vanier Parkway.

SOUTH: To the south, the subject property abuts a row of townhouses which front on the east side of Gardner Street and an existing low-rise building which fronts on the west side of Palace Street. Beyond these lands to the south, there are other low-profile residential uses.



View looking north along Gardner Street with subject property at the end. The grassed area along the right side of image is part of the subject property.



View looking south and away from the subject property along Gardner Street towards Selkirk Street.

WEST: Along the western edge of the property and looking further south-west there is a mix of low-rise detached residential uses as well as converted dwellings and purpose built structures housing commercial uses fronting on the south side of Montreal Road and the east side of Palace Street.



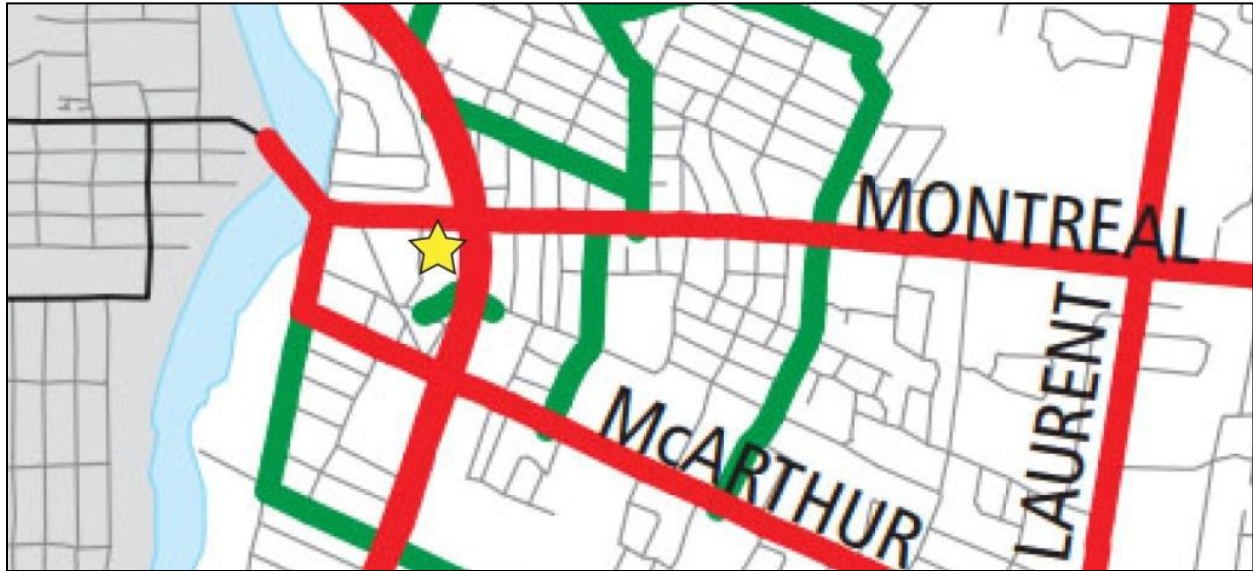
View looking north towards Montreal Road along Palace Street with a fenced access to the subject property visible on the right side of the image.



View looking south along Palace Street from Montreal Road. The subject property can be seen at the left side of the image.

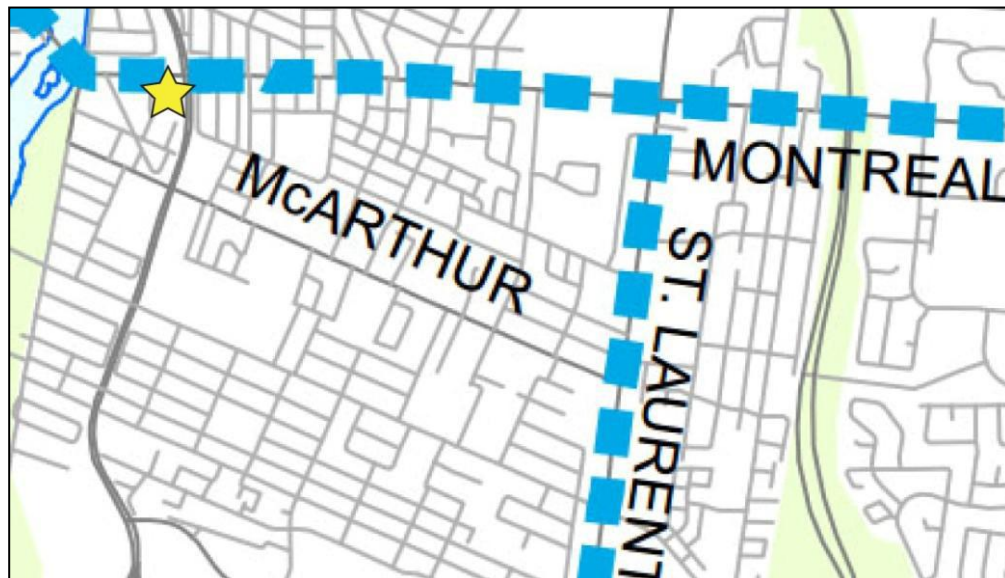
Road and Transit Access

The site is well served by the existing road network. As mentioned previously and as shown on **Schedule E – Urban Road Network** of the City of Ottawa Official Plan, Montreal Road, McArthur Avenue, the Vanier Parkway and North River Road are identified as existing Arterial Roads. Arterial roads are the major roads of the City that carry large volumes of traffic over the longest distances.



Excerpt from Schedule E: Urban Road Network. Site identified by yellow star. Red shows Arterial Roads and Green shows Major Collector Roads.

With respect to public transit, local routes serve the nearby areas and run along Montreal Road, North River Road, the Vanier Parkway and McArthur Avenue providing efficient and regular travel to all areas of the city. As per **Schedule D – Rapid Transit Network** in the City's Official Plan, Montreal Road is identified as a Transit Priority Area.



Excerpt from Schedule D: Rapid Transit Network with transit priority routes shown in blue. Subject property identified by yellow star.

3. Development Proposal Overview

The subject property was previously rezoned in 2016 by By-law 2016-381 in preparation for redevelopment for mid and high-rise residential uses. The primary purpose of this by-law was to consolidate the subject property into one lot for zoning purposes and establish a site specific height and setback schedule related to a related site plan application (File D07-12-14-0155). This zone was Traditional Mainstreet with an Exception [2363]; a Floor Space Index of (3.5); a height and setback Schedule S365; and a holding provision – h. The abbreviation for this site specific zone is **TM[2363]F(3.5)S365-h**. A full copy of By-law 2016-381 can be found in **Appendix B**.

The intent of the current application is to rezone the subject property to slightly increase the allowable FSI of 3.5 (43,257.9 square metres) to 3.71 (45,855.94 square metres) and to re-design the building envelope on Schedule 365 accommodate a design based on three high-rise buildings. This development will require changes to the site specific zoning schedule to permit the proposed building footprints along with changes to the setbacks and step backs from the original proposal. The rezoning application will also seek to lift the 'h' holding symbol by satisfying the site plan related conditions listed under Exception 2363 of By-law 2016-385.

A mixed use development is proposed which will be primarily rental residential apartments with a small retail-commercial component at grade to animate the central courtyard. There will be approximately 591 residential dwelling units and 204 square metres of non-residential space for lease.

The site layout will be based on a three tower design with an 8 storey podium linking Towers A and B along the Vanier Parkway edge with Tower C being a free standing element on the westerly edge of the subject property. Towers A and B will be 19 storeys and Tower C will be 16 storeys. These buildings will be grouped around a central courtyard which extends out to Montreal Road with pedestrian and cycling access. As well, new pedestrian and cycling accesses will be provided from the Vanier Parkway edge directly to the central courtyard. A new roadway will provide vehicular access to the site from the Vanier Parkway and a link to Palace Street through the southern end of the subject property. A preliminary site plan can be found in **Appendix C** along with renderings of the proposed development.

All of the building elements will sit on a three storey underground garage containing 787 vehicular spaces. There will be no surface parking as all resident and visitor parking will be accommodated below grade with a portion of these spaces being made available to off-site users for short and long term parking to serve local businesses. Residents will have locker and longer term bicycle storage for 298 bicycles provided in the underground garage to complement the shorter term bicycle spaces to be provided near building entrances at grade.

4. Policy Framework

4.1 PLANNING POLICY STATEMENT 2014

The 2014 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning. The PPS is issued under the authority of Section 3 of the *Planning Act*, which requires that decisions affecting planning matters be “*shall be consistent with*” the policy statements issued under the *Act*.

A relevant fundamental principle of the PPS is the intensification of built-up areas to efficiently use land with existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion of urban boundaries. As a result, planning authorities must identify and promote



opportunities for intensification and redevelopment (Policy 1.1.3.3) wherever appropriate sites can be identified.

The proposed development is also consistent with the following policies outlined in the Provincial Policy Statement:

- “Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term (Policy 1.1.1(a));
- Accommodating an appropriate range and mix of residential, employment (including industrial and commercial), institutional, recreation, park and open space, and other uses to meet long-term needs (Policy 1.1.1(b));
- Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs (Policy 1.1.1(e));
- Ensuring that settlement areas are the focus of growth and development, and promoting their vitality and regeneration (Policy 1.1.3.1);
- Efficiently using the infrastructure and public service facilities which are planned or available (Policy 1.1.3.2(a));
- Promoting opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate project needs (Policy 1.1.3.3);
- Promoting densities for new housing which 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 (Policy 1.4.3(d));
- Promoting healthy, active communities 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 (Policy 1.5.1(a));
- Promoting healthy, active communities by planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources (Policy 1.5.1(b));
- Promoting a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation (Policy 1.6.7.4); and
- Promoting long-term economic prosperity by optimizing the long-term availability and use of land, resources, infrastructure and public services facilities (Policy 1.7.1(a)).”

Opinion

The proposed zoning amendment and related site plan revisions are consistent with the PPS. The proposed development will further the land use planning objectives of the Provincial Policy Statement by taking advantage of an infill opportunity in an existing neighbourhood with significant development potential on an underdeveloped lot; minimizing the use of additional lands for development; adding to the range of land uses of the area; and being strategically located to allow residents to take advantage of existing transportation infrastructure, services and amenities, and a variety of employment opportunities.

4.2 OFFICIAL PLAN 2003 (AS FOUND ON THE CITY OF OTTAWA WEBSITE FEBRUARY 2020)

Section 2.1 – Patterns of Growth provides direction on the nature of growth over the longer term. For example, the following quote is quite relevant in the consideration of this proposal:

Ottawa will meet the challenge of growth by managing it in ways that support liveable communities and healthy environments. This means that growth will be directed towards key locations with a mix of housing, shopping, recreation and employment – locations that are easily accessible by transit and that encourage walking and cycling because destinations are conveniently grouped together.

Section 2.2 – Managing Growth sets out strategic directions to meet the challenge of managing growth and directing it to the urban area where existing services are in place or where they can be provided efficiently. In addition, concentrating growth within these areas also promotes a pattern and density of development that supports transit, cycling and walking. This growth will be accommodated through firstly intensification and infill and then new development on vacant land within designated areas.

The key organizing principle for the management of growth is to direct it to a hierarchy of nodes and corridors. The following excerpt from this Section provides a relevant description of the policy context to support intensification on the subject property which is designated as a **Traditional Mainstreet**:

Corridors are linear routes that move people and goods via walking, cycling, transit and vehicles. Again, they are higher density and more active than their surroundings and include a greater mix of uses. The character of these corridors changes along their length, building up to higher-density nodes of activity. Throughout the urban area, linear networks of Mainstreets act as primary transit corridors, meeting places, and shopping streets for adjacent neighbourhoods. These corridors have significant potential for intensification and most are on roads where transit has priority over other vehicles.

With respect to the building and site design, this Section also provides the following guidance when considering redevelopment on the subject property:

The Central Area, Mixed-Use Centres, Town Centres and Mainstreets are all identified in this Plan as design priority areas, where both the public and private sectors will be required to achieve higher standards of design. These areas also have priority for completion of community design plans that show how the density and design requirements for these areas can be achieved.

Section 2.2.1 Managing Intensification Within the Urban Area supports intensification throughout the urban area where opportunities exist, to increase available housing and support public transit and also directs this growth to Target Areas for Intensification. These Target Areas have the potential for moderate to high densities in a compact form. Policy 1 of this Section notes the following:

1. Residential intensification means the development of a property, building or area that results in a net increase in residential units or accommodation and includes:
 - a) Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
 - b) The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification.

Policy 3 of this Section identifies all areas designated as Mainstreets which includes the subject property as Target Areas for Intensification. Policies 10, 11 and 12 provide additional support and guidance for the location and design of high-rise buildings which are applicable to this site. However, since the proposed rezoning and related development does not seek to increase the height limits as established in By-law 2016-381 for the subject property these will not be further addressed in this report.



Opinion

The proposed development supports the general directions of Section 2.1 of the OP, as it intends to provide a compact mixed use development in an area well served by public transit and in a neighbourhood with existing retail and commercial services as well as employment opportunities accessible on foot. The proposed development meets the definition of intensification in Section 2.2 and supports the strategic directions of the Official Plan. It responds to the existing neighbourhood character while recognizing the planned function of the site and surrounding area.

The site is currently under developed and located in an established urban area with full municipal services. It is strategically situated to take advantage of surrounding transit facilities, employment opportunities, and amenities. The site provides direct pedestrian and vehicular access to both local and arterial road networks. It is also linked to the pedestrian and cycling networks that serve the area. Public transit is available on both Montreal Road and the Vanier Parkway.

Section 2.5.1 – Designing Ottawa provides direction on patterns, locations of land uses and issues related to urban design. The intent is for development to be sensitive to and compatible with existing communities that have developed over long periods of time. The Official Plan requires that all development applications be evaluated in the context of Section 2.5.1. The following table offers a response to how the proposed development addresses the City’s design objectives:

Design Objective	How the Proposed Development Meets the Objective
1. To enhance the sense of community by creating and maintaining places with their own distinct identity.	The proposed 591 apartment units provide additional rental accommodation in the area along with at grade retail-commercial opportunities to animate the area.
2. To define quality public and private spaces through development.	The proposed central courtyard area will provide new community amenity space.
3. To create places that are safe, accessible and are easy to get to and move through.	The new pedestrian and cycling connections from Montreal Road and the Vanier Parkway will encourage safe movement into and through the site and provide new off road ways to link these major arterials.
4. To ensure that new development respects the character of existing areas.	The massing of the proposal focuses toward the Vanier Parkway away from the lower density and profile buildings to the south and west. By leaving the southernmost portion of the subject property as a landscaped area provides a green transition to the lower profile areas south along Gardner Street.
5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.	The redevelopment of the site contributes to achieving a more compact urban form. A wide range of new rental apartments will broaden housing choices in the area.
6. To understand and respect natural processes and features in development design.	Where possible existing trees have been retained along the periphery of the site and new trees and landscaping have been added, particularly through terraced gardens in the central courtyard, to enhance the area overall.
7. To maximize energy efficiency and promote sustainable design to reduce the resource consumption, energy use	Energy efficient building materials and systems along with the potential for green roofs and upper level terraces will help to minimize the energy impact of this



and carbon footprint of the built environment.	development.
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Section 2.5.1 Designing Ottawa also designates Design Priority Areas that require additional attention to urban design within the City. Policy 2 (b) identifies Traditional and Arterial Mainstreets which includes the subject property as design priority areas.

Opinion

As outlined in the table, many of the features of the proposed development respond directly to the design objectives of the Official Plan. To further refine and address these urban design matters an Urban Design Brief and a formal design review presentation for consideration by the Urban Design Review Panel has been submitted in support of the application.

Section 3 Designations and Land Use provides more detailed direction for the use of land within specific areas of the city. These areas are identified by land-use designations. A land-use designation describes an area of land within which a specific set of policies applies. The subject property is shown on **Schedule B Urban Policy Plan** as partly **General Urban Area** with the frontage along Montreal Road designated as **Traditional Mainstreet** (see **Appendix D**). Within **Section 3.6.3 Mainstreets**, the following policies are relevant and provide support for the earlier rezoning of the entire subject property to a **Traditional Mainstreet** zone as well as providing guidance on the site and building design:

Policy 3 - The symbol delineating Traditional and Arterial Mainstreet designations on Schedule B of this Plan is a stand-alone land use designation and not an overlay. The Traditional and Arterial Mainstreet designations generally apply to the whole of those properties fronting on the road, however, for very deep lots, the designations will generally be limited to a depth of 200 metres from a Traditional Mainstreet and to a depth of 400 metres from an Arterial Mainstreet. The boundary may also be varied, depending on site circumstance and lot configuration. For instance, it may also include properties on abutting side streets that exist within the same corridor.

Policy 4 - On lots where development has the potential to develop both adjacent to the street and to the rear of the property, the Mainstreet designation will apply to the entire lot and development situated on the rear portions will not be considered to be non-conforming by virtue of not being located adjacent to the street. Where the depth of lots fronting the road is sufficient to enable development to occur both adjacent to the street and to the rear of the property, and where development is initially unlikely to occupy the entire frontage immediately adjacent to the street, the site should be planned in a coordinated fashion that will facilitate:

- a) multi-modal (pedestrian, cycling, transit and vehicular) access between the site and the public street(s),
- b) attractive, safe and usable pedestrian and cycle connections between the site and adjacent communities,
- c) an enhanced interconnected pedestrian environment that links individual uses on the site, transit stops and continuous public sidewalks on the adjoining streets, and which is generally distinct from internal vehicle routes,
- d) measures of sufficient size and quality to relieve the visual impact of surface parking areas,
- e) the provision of adequate landscaped areas, particularly trees, along the perimeter of the site and street frontages,
- f) the provision of coordinated signage, and
- g) over time, a development that is oriented to the Mainstreet.

Thus the site specific policy direction for the entire subject property relies on **Section 3.6.3**. In particular, the following policies provide support for the development as proposed:

Policy 5 - A broad range of uses is permitted on Traditional and Arterial Mainstreets, including retail and service commercial uses, offices, residential and institutional uses. Uses may be mixed in individual buildings or occur side by side in separate buildings.

Policy 9 - On Traditional Mainstreets surface parking will not be permitted between the building and the street.



Policy 10 - Redevelopment and infill are encouraged on Traditional and Arterial Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk.

Opinion

The proposed rezoning conforms with the policy and design directions related to traditional mainstreet development. The site has been designed to develop initially away from Montreal Road but directly connected through public realm amenities with an enhanced and interconnected pedestrian access supported by multiple access points. In a future phase and subject to a subsequent site plan application, an additional building is proposed to be added adjacent to the Montreal Road frontage. The central courtyard area as well as the periphery of the site will be landscaped and well treed with terraced areas supporting larger canopy trees.

Vehicular access will be provided by entrances off the Vanier Parkway and Palace Street, away from the pedestrian environment on Montreal Road, the traditional mainstreet. While primarily residential, the ground floors will support retail and commercial opportunities to animate the central courtyard. No surface parking will be provided on site as all parking and storage uses will be underground.

Section 4.11 – Urban Design and Compatibility provides direction on how to assess development applications to ensure their integration into, and compatibility with, existing or planned community character and in the overall context of the OP. The policies of this Section focus on matters of building design, massing and scale in particular with respect to high-rise building forms which are the key elements of this proposal. Given that building height has already been established in the previous rezoning of the site, the focus of this application will be to address the design revisions to the site and building. The way in which the proposed development conforms to the design directions of this Section can be found in the Design Brief submitted in support of the application as required in the following policy:

1. A Design Brief will be required as part of a complete application, except where identified in the Design Brief Terms of Reference. The focus of this Brief will vary depending on the nature of the development. The Brief shall evaluate consistency and demonstrate that the following content is considered and/or incorporated into the development proposal with:
 - a) The provisions of this Plan that affect the design of a site or building;
 - b) Design Guideline(s) approved by Council that apply to the area or type of development; and
 - c) The design provisions of a community design plan or secondary plan.

It is relevant however to look at the following policies as part of overall assessment of the development proposal:

14. High-Rise Buildings are a form of high-density development that can contribute to intensification, housing and employment opportunities and provide new view, skyline and landmark possibilities. High-Rise buildings should be designed to achieve the objectives of this Plan and avoid or reduce impacts or disruptions associated with:
 - a) pedestrian comfort, safety and usability resulting from changes to wind and shadow patterns in outdoor amenities and adjacent public and private spaces surrounding the building;
 - b) public views, including view planes and view-sheds referred to in Policy 3 above
 - c) proximity to heritage districts or buildings,
 - d) reduced privacy for existing building occupants on the same lot or on adjacent lots,
15. Generally, High-Rise buildings, which consist of three integrated parts, a base, a middle and a top, can achieve many of the urban design objectives and address the impacts described above in the following ways;

- a) The base of a high-rise building should respect the scale, proportion, and character of the surrounding buildings, adjacent streets, parks, and public or private open spaces and animate such spaces.
 - b) The tower, which typically includes a middle and a top, should step back from the base where possible. The tower design can reduce the building impacts identified above by incorporating an appropriate separation from existing or future adjacent towers located on the same lot or on an adjacent lot. The responsibility for providing an appropriate tower separation shall generally be shared between owners of abutting properties where high-rise buildings are permitted. A separation distance of 23 m has been the City's general guidance but actual separation requirements may vary in different parts of the City depending on the context.
 - c) Floor plates may also vary depending on the uses and the context. Generally, towers with a larger floor plates may require a greater separation from adjacent towers.
16. Secondary Plans may provide area-specific directions for the design of high-rise buildings.
17. The Zoning By-law will establish performance measures such as minimum tower separation distances and yard setbacks and may require minimum lot sizes for High-Rise buildings. Proposals for a high-rise building that include performance measures that deviate from the Zoning By-law shall demonstrate that the impacts identified in policy 14 can be satisfactorily avoided or reduced.
18. The Urban Design Guidelines for High-Rise Buildings may establish general principles for the design of high-rise buildings, including the design of the base and guidance for tower separation distances.
19. Applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s). Design measures include the use of transitions or terracing and the use of screening, lighting, landscaping, or other design measures that achieve the same objective.
20. Applications to develop residential or mixed-use buildings incorporating residences will include well-designed, usable amenity areas for the residents that meet the requirements of the Zoning By-law, and are appropriate to the size, location and type of development. These areas may include private amenity areas and communal amenity spaces such as: balconies or terraces, rooftop patios, and communal outdoor at-grade spaces (e.g. plazas, courtyards, squares, yards). The specific requirements for the private amenity areas and the communal amenity spaces shall be determined by the City and implemented through the Zoning By-law and site plan agreement.

Opinion

The location of the subject property is in close proximity to the intersection of Montreal Road and the Vanier Parkway making this a landmark or gateway site and supporting the creation of a visual focal point for the area. By grouping the buildings around a central public amenity area creates opportunities for pedestrian interaction and community activities. The podium base of Towers A and B provide a pedestrian transition element to this amenity area and frame the space at a scale that addresses its intended use as a gathering place.

By-law 2016-381 established performance standards as required by Policy 17 and the proposed revisions to those standards reflect the changes in the site design necessary to support an overall reduction in number of buildings from the previous scheme. Tower separation distances exceed the suggested guideline of 23 metres in Policy 15 (b). The tallest buildings at 19 storeys or 57 metres have been massed along the Vanier Parkway with a transition down to 16 storeys or 49 metres as you move westward towards the lower profile community along Palace and Selkirk Streets.

The overall site has been interconnected with the adjacent areas through multiple pedestrian links. This will encourage access into and through the site integrated with the adjacent community and street network.

4.3 MONTREAL ROAD DISTRICT SECONDARY PLAN (OPA 127)

The subject property forms part of **Section 1.3 West Sector** in the **Montreal Road District Secondary Plan**, a sector identified as the gateway from downtown into the district. In this sector, the south side of Montreal Road is expected to provide opportunities for residential intensification, mixed-use developments and the potential for taller buildings, while maintaining the intent of the Traditional Mainstreet OP designation along Montreal Road.

Notwithstanding By-law 2016-381 provided for a maximum building height of 57 metres, there remains additional design guidance for high-rise buildings in **Section 1.3 Policies 2 and 3** and pedestrian and vehicular access specifically for the subject property in **Section 1.3.5 Vanier Parkway**. The following are the relevant policies:

Section 1.3 West Sector

Policy 2 ... building height up to a maximum of 18 storeys may be permitted provided that the following criteria are met:

- a) The criteria in Policy 3 below.
- b) All high-rise buildings will have a limited floor plate and minimum separation distances of 20 metres between high-rise buildings to address the impacts on shadowing, the micro-climate and public views. For those high-rise buildings with a podium or base, the minimum separation distance is required between the tower portions of the high-rise buildings. All high-rise buildings are oriented towards either the Traditional Mainstreet or the Vanier Parkway.
- c) The design of the site will include setbacks from adjacent low-rise uses.

Policy 3 - The design of the site will:

- a) Include a maximum six storey building height along the Traditional Mainstreet. For high-rise buildings a maximum six storey podium height will be permitted along the Traditional Mainstreet.
- b) Provide for adequate setbacks and built form transition to adjacent low-rise residential and institutional uses including:
 - i. maintaining the provisions for incremental changes in building height for the first six storeys from the rear lot line as contained in the TM Zone.
 - ii. maintaining the minimum interior side yard setback provisions as contained in the TM Zone.
 - iii. providing incremental changes in building height which begins at the maximum building height permitted in the abutting zone, or other similar building design techniques.
- c) Address shadowing impacts and overlook onto residential and institutional areas by orienting high-rise buildings away from low-rise uses.

Section 1.3.5 Vanier Parkway

The Vanier Parkway is a Scenic Entry Route in the City's Official Plan. Schedule 1 of this Plan illustrates a proposed connection to the Vanier Parkway in alignment with Jeanne Mance Street on the east side of the Vanier Parkway. This proposed connection can be a private access to the property at 112 Montreal Road or a public road. The location of the access is flexible however the intent of the connection is to provide a mid-block connection from the Vanier Parkway to the Interior of the West Sector. The Vanier Parkway Agreement of 1974 and associated restrictive covenant between the National Capital Commission and the City governs all new accesses to the Vanier Parkway.

The Vanier Parkway has an existing vegetative buffer and the priorities are the preservation and enhancement of this buffer and providing pedestrian connections to the Vanier Parkway.

The following policies apply to those lots which have frontage on the Vanier Parkway:

Policies

1. New non-residential use buildings, mixed-use buildings or mid- to high-rise residential use buildings will provide direct pedestrian access to Vanier Parkway.
2. Development or redevelopment will include enhanced streetscaping and the preservation of the existing vegetative buffer. Any reduction of the vegetative buffer along the Vanier Parkway for specific site design requirements or to increase pedestrian access to the Parkway will be at the City's discretion.
3. Development or redevelopment will include public art that reflects the historic route of the Vanier Parkway or the history of the former City of Vanier.
4. Development or redevelopment of the site at 112 Montreal Road will include a publicly accessible pedestrian walkway from the Vanier Parkway to Palace Street.

Opinion

*The proposed development conforms to the **Montreal Road District Secondary Plan** for the following reasons:*

- *The floor plates for the three towers have been limited to 896 square metres excluding balconies and the separation distance exceeds the suggested 20 metres.*
- *The orientation of Towers A and B, the tallest towers at 57 metres is towards the Vanier Parkway while Tower C steps down to 49 metres as it transitions towards Palace Street.*
- *Setbacks from the low-rise development along the westerly property limits towards Palace Street as well as southerly towards Gardner Street exceed those approved in By-law 2016-381.*
- *While the current site plan proposes a community space suitable for active uses and site gateway from Montreal Road, there is consideration in a subsequent phase for a building immediately adjacent Montreal designed at a pedestrian scale to animate and complete the frontage along the traditional mainstreet.*
- *A vehicular access and roadway will link the Vanier Parkway with Palace Street. Whether this roadway will be a private access or dedicated as a public road will be determined through the development review process.*
- *In addition to the vehicular access, two new pedestrian accesses will be provided to the Vanier Parkway which will provide for pedestrian movement into and through the site to Palace Street and to Montreal Road.*
- *To the extent possible, existing vegetation along the Vanier Parkway will be retained and enhanced through on-site plantings. Where vegetation will be impacted through construction, this will be replaced with similar scale and quantity of plantings.*

5. Urban Design Guidelines

5.1 DEVELOPMENT ALONG TRADITIONAL MAINSTREETS

The Urban Design Guidelines for Development along Traditional Mainstreets were approved by Council in 2006 and their purpose is to provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development along Traditional Mainstreets. These guidelines are to be applied throughout the City for all streets identified as a Traditional Mainstreet within the Official Plan.

The following guidelines are relevant and are being achieved through the proposed development:

- *Guidelines 3, 4, 5 and 6 relate to sidewalks and adjacent areas along the frontage. The proposed development will allow for a much wider sidewalk across the frontage with site lighting to animate the frontage. The entire frontage along Montreal Road will be designed as a gateway feature to encourage and facilitate pedestrian traffic into the development. The area will also be large enough to host community activities such as street markets and vendors.*

- *Guideline 15 relates to access to sunlight. With the open amenity area along the frontage, there will be significant opportunities for sunlight to penetrate and make the area very suitable for seating and walking areas to further animate the Montreal Road frontage.*
- *Guidelines 28 to 31 relate to landscape design and plantings. The central courtyard design and multiple pedestrian access points has allowed for approximately 30% of the site to be soft landscaping features with significantly more trees. The existing vegetation along the Vanier Parkway will be retained to the extent possible and enhanced or replaced with additional plantings in accordance with these guidelines. For additional details on the landscape approach to the site please refer to **Appendix E – Preliminary Landscape Plan**.*
- *Guidelines 37, 38, 40 and 41 relate to the placement and sharing of utilities; lighting types; and loading/service locations. The proposed development will have all loading and service functions shared and located underground. Pedestrian level lighting will be used to animate the central courtyard and pedestrian access points to ensure safe and comfortable use.*

5.2 HIGH-RISE HOUSING

The Urban Design Guidelines for High-Rise Housing were approved by Council in October, 2009 and are to be used during the review of development proposals to promote and achieve appropriate high-rise development. These guidelines are to be applied wherever high-rise residential and mixed-use buildings are proposed.

Opinion

The following guidelines are relevant and are being achieved through the proposed development:

- *Guideline 1a relates to development sites within existing urban areas. The proposed design reflects the intent of the guideline by massing the height along the Vanier Parkway away from the existing low-rise community to the west and south. A significant community amenity area is provided at grade to support activities. As well, a new vehicular link between the Vanier Parkway and Palace Street will provide improved access to the interior of the neighbourhood. New pedestrian links are provided into and through the site from the Vanier Parkway, Montreal Road and Palace Street.*
- *Guideline 2a relates to ‘landmark’ buildings and their placement and Guideline 7 relates to wayfinding. Given the prominence of the Montreal Road and the Vanier Parkway intersection as well as the designation of the Vanier Parkway as a scenic entry route, the subject property is an appropriate location for a landmark building or group of buildings as proposed. The proposed height of the buildings and exterior design treatments will serve as a wayfinding symbol for the historic Vanier community. These building and site design elements also address Guidelines 12 and 13.*
- *Guidelines 4, 5 and 6 provide direction on site design, building massing and height and the use of podiums and building transitions to mitigate the impact on adjacent low-rise neighbourhoods. As described previously these techniques have been used to address this transition in this proposal.*
- *Guidelines 10, 11 and 44 relate to designing for local microclimate impacts. The Pedestrian Level Wind Assessment has been used to ensure that wind tunnels have not been created and that comfortable pedestrian and seating areas have been designed. As well, a Shadow Analysis has been used to minimize impacts both on adjacent lands as well as within the proposed courtyard area.*



- *Guideline 20 relates to the separation of buildings on the site. In this proposal the buildings have been separated in excess of the 20 metre recommendation found in the Secondary Plan and the 23 metre distance found in the Parent Plan.*
- *Guideline 29 relates to accessibility and outdoor areas. The proposed development incorporates at grade pedestrian links to all external sidewalk areas as well as providing significant areas of community accessible space for neighbourhood activities.*
- *Guidelines 35 to 41 and 50 relate to open space, amount of green space and amenities. Given that open and accessible communal space is an organizing element of this proposed development, these guidelines have been addressed.*
- *Guidelines 42 and 44 relate to building orientation for solar gain and managing microclimate issues like winds. All of the towers have been oriented on a north-south axis so that solar access has been maximized. As noted previously, a Pedestrian Level Wind Assessment has been used to ensure that wind tunnels have not been created and that comfortable pedestrian and seating areas have been designed.*
- *Guidelines 51 to 56 and 58 to 59 relate to site circulation. With respect to pedestrian access and safety, the site has been design as primarily vehicle free with only a service road across the southern portion that accesses the underground parking. Short term bicycle parking has been provided near the entrances to each building while resident and visitor longer term storage has been provided in climate controlled areas in the underground garage. The access to the parking garage is located away from the Montreal road frontage where pedestrian and cycling activities will be the greatest.*

6. Zoning By-law

The subject property was rezoned by By-law 2016-381 to Traditional Mainstreet with Exception [2363]; a Floor Space Index of (3.5); a height and setback Schedule S365; and a holding provision – h. The abbreviation for this site specific zone is **TM [2363] F (3.5) S365-h**. A full copy of By-law 2016-381 can be found in **Appendix A**. The primary purpose of this by-law was to consolidate the subject property into one lot for zoning purposes and to establish a site specific height and setback schedule related to a previous site plan application (File D07-12-14-0155).

The intent of the current application is to amend the existing zone to in the following areas:

- to revise Urban Exception 2363 to:
 - increase the allowable FSI from 3.5 (43,257.9 square metres) to 3.71 (45,855.94 square metres)
 - lift the ‘h’ holding provision by seeking approval of the proposed site plan described in this Rationale and supporting documents; approval of the closure of a portion of Gardner Street; and the creation of either an approved private right-of-way or an approved road opening for the proposed link between the Vanier Parkway and Palace Street
- to replace Schedule 365 with a new site specific schedule based on:
 - a maximum height of 57 metres for Towers A and B and a maximum height 49 metres for Tower C along with establishing a maximum height for the 8 storey podium linking Tower A and B
 - new setback and building articulation requirements as detailed on the proposed site plan revision application



Opinion

The general intent of By-law 2016-381 will be maintained with the proposed amendments and these amendments would still be in conformity to the Official Plan and Secondary Plan as outlined in this Rationale and supporting documents. In effect this proposal is essentially a redistribution of the already approved high-rise building form to achieve a similar density while providing significantly more open space at grade; a greater separation between the towers; removed vehicular access from Montreal Road; and created a new road link between the Vanier Parkway and Palace Street which was a goal of the Secondary Plan.

7. Summary Opinion

In summary, it is my professional planning opinion that:

- The proposal capitalizes on an infill opportunity of an underutilized site within the City's built-up area where services are readily available.
- The proposed development proposes to intensify a site situated in proximity to employment, rapid transit, active transportation, infrastructure and community amenities, contributing to the creation of complete communities and development patterns that are sustainable over the long term.
- The proposed development promotes densities that contribute to more sustainable land use patterns and contribute to the range and mix of residential housing types.
- The proposed development is consistent with the Traditional Mainstreet policies of the Official Plan in that:
 - The proposal is for a dense, mixed-use development in a location that is walkable, accessible for bicycles, and transit-oriented.
 - The proposed uses residential and non-residential uses are permitted in the Traditional Mainstreet designation.
 - The proposed maximum height of 57 metres was established in By-law 2016-381.
- The proposed development conforms to Sections 2.5.1 and 4.11 policies in that:
 - The location of the subject property is in close proximity to the intersection of Montreal Road and the Vanier Parkway making this a landmark or gateway site and supporting the need for the creation of a visual focal point for the area.
 - By grouping the buildings around a central public amenity area creates opportunities for pedestrian interaction and community activities.
 - The 8 storey podium base of Towers A and B provide a pedestrian transition element to this amenity area and frame the space at a scale that addresses its intended use as a gathering place.
 - The overall site has been interconnected with the adjacent areas through multiple pedestrian links. This will encourage access into and through the site integrated with the adjacent community and street network.
- The proposed development conforms to the Montreal Road District Secondary Plan in the following ways:
 - The floor plates for the three towers have been limited to 896 square metres excluding balconies and the separation distance exceeds the suggested 20 metres.
 - The orientation of Towers A and B, the tallest towers at 57 metres is towards the Vanier Parkway while Tower C steps down to 49 metres as it transitions towards Palace Street.



- Setbacks from the low-rise development along the westerly property limits towards Palace Street as well as southerly towards Gardner Street exceed those approved in By-law 2016-381.
- A vehicular access and roadway will link the Vanier Parkway with Palace Street.
- In addition to the vehicular access, two new pedestrian accesses will be provided to the Vanier Parkway which will support pedestrian movement into and through the site to Palace Street and to Montreal Road.
- To the extent possible, existing vegetation along the Vanier Parkway will be retained and enhanced through on-site plantings. Where vegetation will be impacted through construction, this will be replaced with similar scale and quantity of plantings.

The proposed development represents, in my opinion, good land use planning and reflects appropriate development for the site that is consistent with the Provincial Policy Statement 2014; conforms to the City of Ottawa Official Plan and the Montreal Road District Secondary Plan; and maintains the intent of the City of Ottawa Zoning By-law 2008-250.

Prepared and Submitted by:

Signed final copy on file

Dennis Jacobs MCIP, RPP
Principal Planner

Appendix

- A. Topographic Survey of Subject Property**
- B. By-law 2016-381**
- C. Proposed Development**
- D. Excerpt from Schedule B Urban Policy Plan**
- E. Preliminary Landscape Plan**

Appendix B – By-Law 2016-381

BY-LAW NO. 2016 - 381

A by-law of the City of Ottawa to amend By-law No. 2008-250 of the City of Ottawa to change the zoning of the lands known municipally as 112 Montreal Road and 314 Gardner Street.

The Council of the City of Ottawa, pursuant to Section 34 of the *Planning Act*, R.S.O.1990, enacts as follows:

1. The Zoning Map of By-law No. 2008-250, entitled the "City of Ottawa Zoning By-law" is amended by rezoning the lands shown in Attachment 1 to this by-law as follows:

- (a) Area A from TM3 to TM[2363] F(3.5) S365-h;
- (b) Area B from TM3 H(42) to TM[2363] F(3.5) S365-h; and,
- (c) Area C from GM[2076] H(12) to TM[2363] F(3.5) S365-h.

2. Section 239 – Urban Exceptions of the said By-law No. 2008-250 is amended by adding the following exception:

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
2363	TM[2363] F(3.5) S365-h	-townhouse dwellings	-All uses except existing uses until the holding symbol is removed	-maximum building heights and minimum required setbacks as per Schedule 365 -Table 197 does not apply -The landscaping requirement when abutting R4 zones is 1.2 metres. -For the purposes of Parts 4 and 5 of this By-law, all lands zoned TM [2363] F(3.5) S365-h are considered one lot for zoning purposes. -Where a public street is created connecting Gardner Street and Vanier Parkway, despite Schedule 365 there is no minimum setback from a lot line abutting this public street. -Permitted projections under Section 65 are not subject to the maximum height limits of Schedule 365.

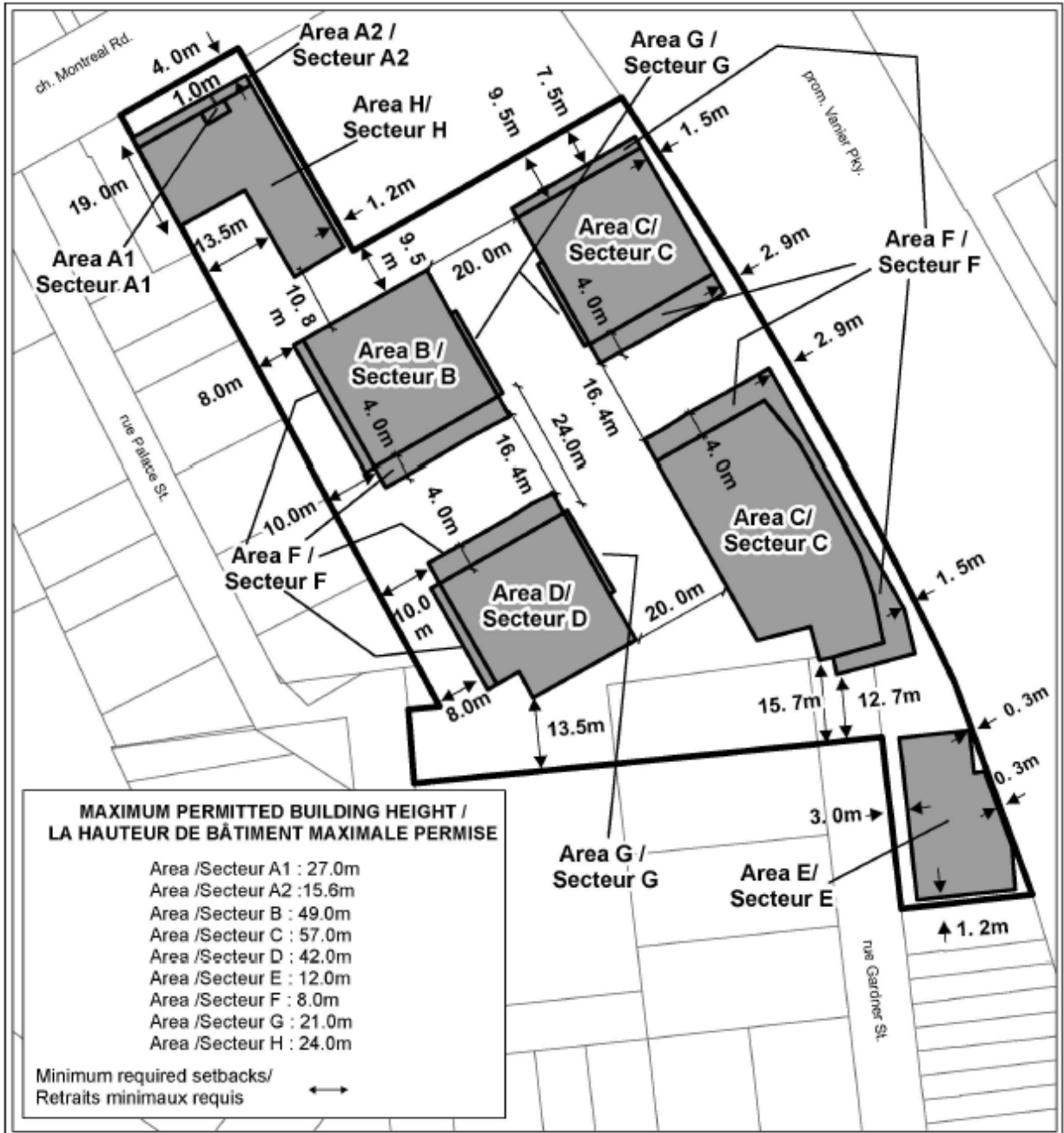
				<p>-Only townhouse dwellings are permitted within Area E on Schedule 365.</p> <p>-The holding symbol may only be removed until the following have been undertaken:</p> <ul style="list-style-type: none"> i) an approved site plan with conditions for ground floor animation including ground level access to units along the central corridor and provision of a public easement to pathways and a private park; ii) an approved road closing; and, iii) an approved road opening.
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3. Part 17 – Schedules of the said By-law No. 2008-250 is amended by adding attachment 2 to this by-law as Schedule 365.

ENACTED AND PASSED this 23rd day of November, 2016.

CITY CLERK

MAYOR



Ottawa

D02-02-14-0117 16-1052-X


M:\Zoning_Bylaw\Schedules\

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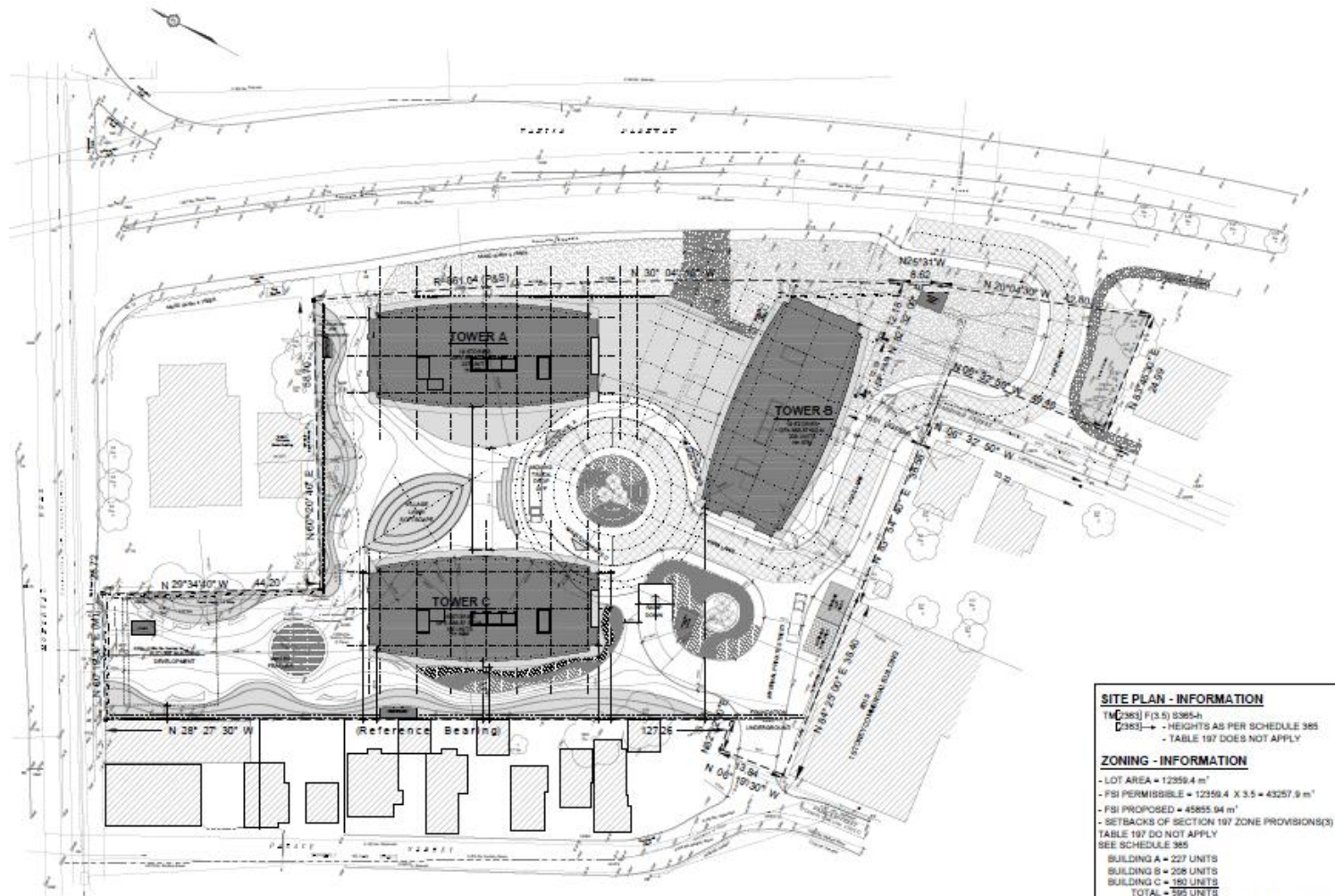
**This is Schedule 365 to Zoning By-law No. 2008-250
Annexe 365 au Règlement de zonage n° 2008-250**

This is Attachment 2 to By-law Number 2016-381, passed November 23, 2016
Pièce jointe n° 2 du Règlement municipal n° 2016-381, adopté le 23 novembre, 2016


NOT TO SCALE



Appendix C - Proposed Development



SITE PLAN - INFORMATION	
TM(283) F(3.5) S365-h	
D(363) →	HEIGHTS AS PER SCHEDULE 365
	TABLE 197 DOES NOT APPLY
ZONING - INFORMATION	
- LOT AREA = 12359.4 m ²	
- FSI PERMISSIBLE = 12359.4 X 3.5 = 43257.9 m ²	
- FSI PROPOSED = 45855.04 m ²	
- SETBACKS OF SECTION 197 ZONE PROVISIONS(3)	
TABLE 197 DO NOT APPLY	
SEE SCHEDULE 365	
BUILDING A = 227 UNITS	
BUILDING B = 208 UNITS	
BUILDING C = 155 UNITS	
TOTAL = 590 UNITS	
PARKING - AREA X - INNER URBAN MAIN STREET	
NUMBER OF PARKING = 55 X UNIT = 0.5 X 590 = 297.5 = 298 PARKING	
IF ALL PARKING IS BELOW GRADE = 298 REDUCES BY LOSSER OF 10% OR 30 SPACES 268 - 30 = 238 REQUIRED	
VISITOR PARKING = 0.1 X DWELLING = 0.1 X 590 = 59.5 = 60 PARKING	
TOTAL REQUIRED PARKING = VISITOR = 298 PARKING	
PARKING PROVISIONS:	
+ FIRST PARKING LEVEL = 255 PARKING	
+ SECOND PARKING LEVEL = 255 PARKING	
+ THIRD PARKING LEVEL = 255 PARKING	
TOTAL = 765 PARKING	
NETCSA = 0.5 X (DWELLING) = 297.5 = 298 NETCSA	
AVAILTY PARKS = 0.5 X (DWELLING) = 297.5	
COMMUNAL AREA 30% OF NETCSA = 119.25	

Preliminary Site Plan



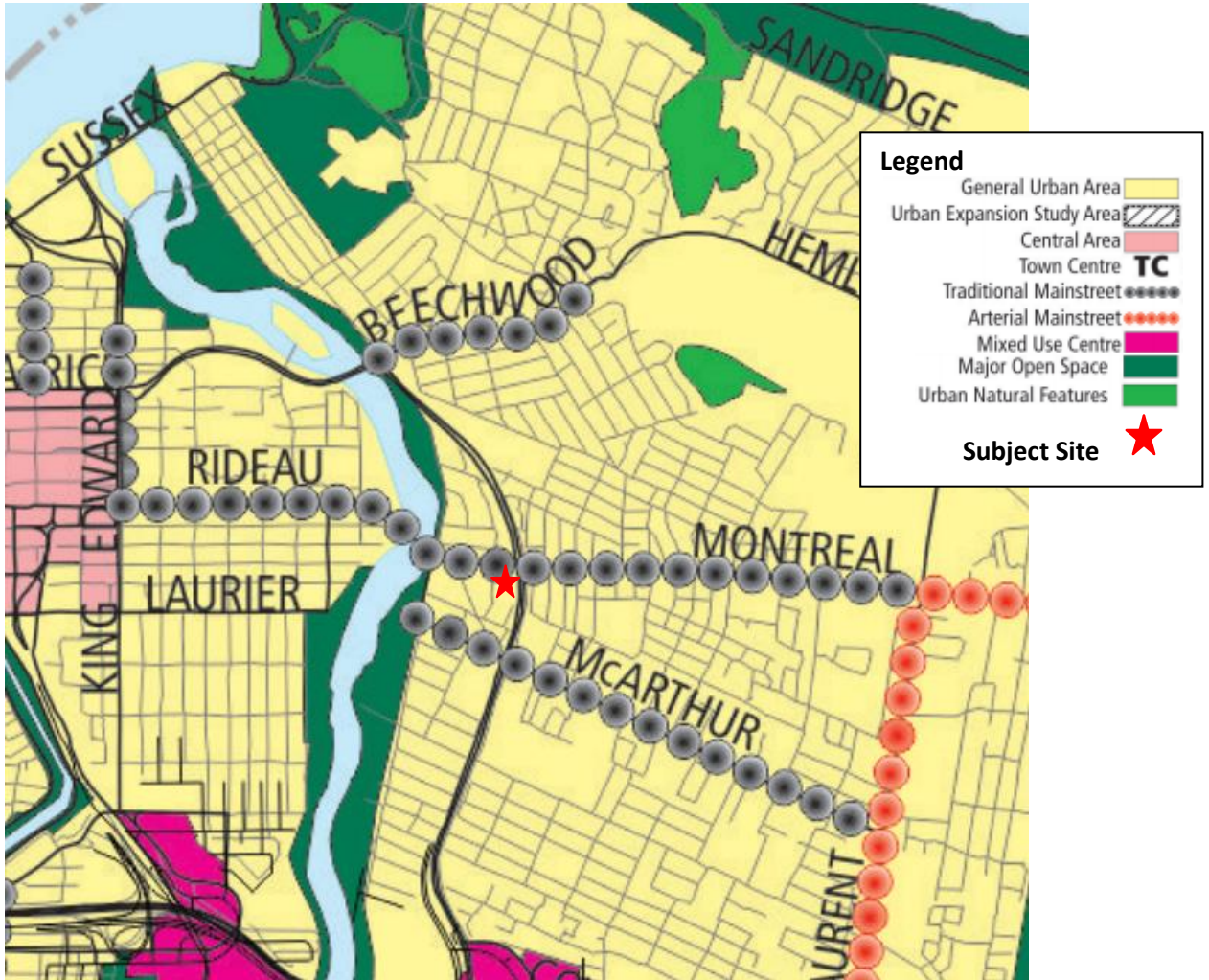


Preliminary rendering looking north-west along the Vanier Parkway



Preliminary rendering looking south-west along the Vanier Parkway from Montreal Road intersection

Appendix D – Excerpt from Schedule B Urban Policy Plan



Appendix E – Preliminary Landscape Plan

