



## **1619 & 1655 Carling Avenue**

Planning Rationale  
Site Plan Control & Zoning By-law Amendment  
November 12, 2020



Prepared for Surface Developments

Prepared by Fotenn Planning + Design  
396 Cooper Street, Suite 300  
Ottawa, ON K2P 2H7

November 2020

© Fotenn

The information contained in this document produced by Fotenn is solely for the use of the Client identified above for the purpose for which it has been prepared and Fotenn undertakes no duty to or accepts any responsibility to any third party who may rely upon this document.

<b>1.0</b>	<b>Introduction</b>	<b>1</b>
1.1	Application Summary	1
<b>2.0</b>	<b>Surrounding Area and Site Context</b>	<b>2</b>
2.1	Subject Lands	2
2.2	Surrounding Area Context	2
2.3	Transit Network	3
2.4	Road Network	4
2.4.1	Right-of-Way Reduction	4
2.5	Cycling Network	5
<b>3.0</b>	<b>Proposed Development</b>	<b>6</b>
<b>4.0</b>	<b>Policy &amp; Regulatory Framework</b>	<b>11</b>
4.1	Provincial Policy Statement (2020)	11
4.2	City of Ottawa Official Plan (2003, as amended)	11
4.2.1	Land Use Designation	11
4.2.2	Managing Growth	12
4.2.3	Urban Design and Compatibility	13
4.3	Urban Design Guidelines for Transit Oriented Development	16
4.4	Urban Design Guidelines for Development Along Arterial Mainstreets	17
4.5	Urban Design Guidelines for High-Rise Buildings	18
4.6	City of Ottawa Comprehensive Zoning By-law (2008-250)	20
4.7	High-rise Zoning Provisions	23
4.8	Relief Required	23
<b>5.0</b>	<b>Conclusion</b>	<b>26</b>

# 1.0 Introduction

## 1.1 Application Summary

Fotenn Consultants Inc., acting as agents for Surface Developments, is pleased to submit the enclosed Planning Rationale in support of a Site Plan Control application for the lands municipally known as 1619 and 1655 Carling Avenue (the 'subject lands') in the City of Ottawa.

This Planning Rationale report is an addendum to an existing application that was submitted in the fall of 2019 for a Zoning By-law Amendment, being Application #D02-02-19-0126. The property owner has purchased the adjacent property at 1619 Carling Avenue and intends to include this additional property as part of the proposed development at 1655 Carling Avenue. This application and number will remain valid going forward, however, a revision to the application is required and this document will serve to update the Planning Rationale to reflect the additional property and new design as well as the required Planning Rationale for the Site Plan Control application to be submitted concurrent to this document.

In addition to this Planning Rationale, additional studies and reports have been updated and submitted in support of the Zoning By-law Amendment and Site Plan Control applications.

## Surrounding Area and Site Context

### 2.1 Subject Lands

The subject lands are located at 1655 and 1619 Carling Avenue, also legally described as PLAN 492 BLK 1PT, in the Kitchissippi ward of the City of Ottawa. The subject lands are currently occupied by a surface parking lot and a two-storey commercial building that is now vacant.

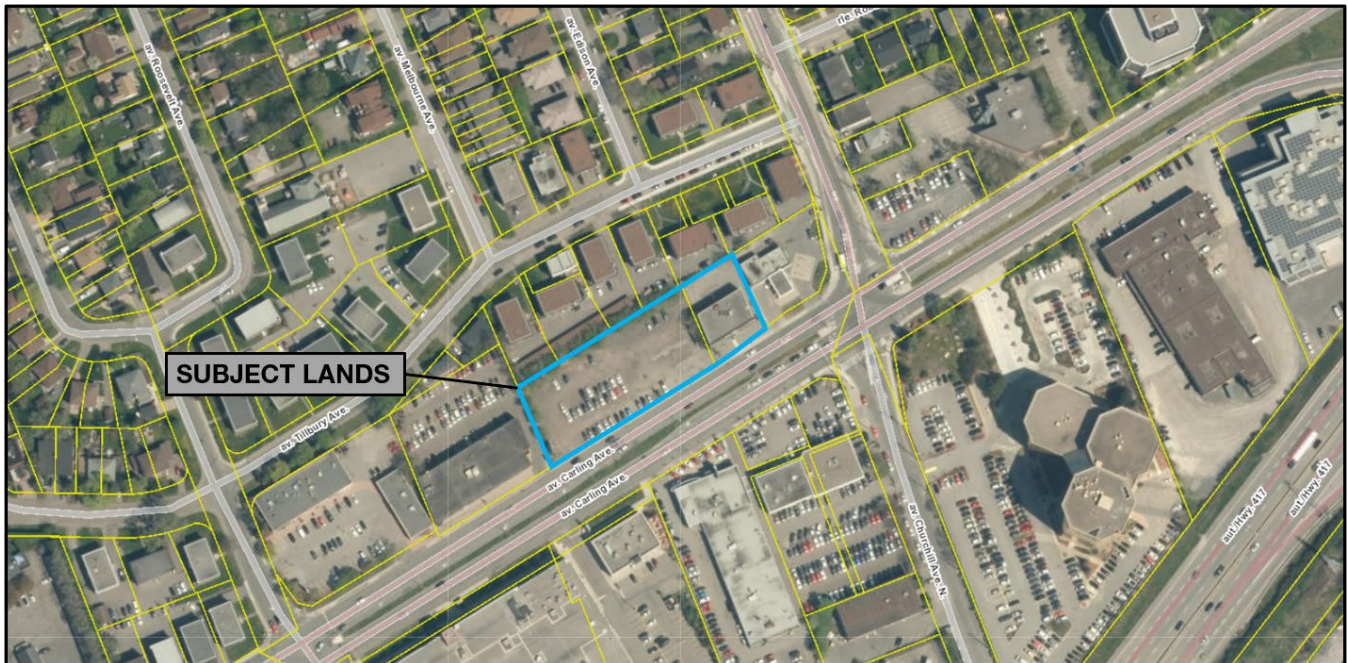


Figure 1: 1619, 1655 Carling Avenue.

### 2.2 Surrounding Area Context

The subject lands are located along Carling Avenue, near the intersection with Churchill Avenue North. The subject lands are within the Westboro neighbourhood of the City of Ottawa; however, the Carlingwood West neighbourhood is located immediately south across Carling Avenue. This section of Carling Avenue can be characterized by many types of commercial uses in a variety of formats and sizes including automobile dealerships, automobile service stations, gas bars, big box retail stores, offices, strip malls, retail and restaurants. Additionally, a small number of residential uses are dispersed along Carling Avenue as mostly low-rise typology. The area north of Carling Avenue and the subject lands is a low-rise residential neighbourhood known as Highland Park. This area contains several schools, parks, and recreation areas to serve the residents. South of the subject lands between Carling Avenue and the Queensway are a number of commercial, office, retail, light industrial and institutional uses.

#### North

The area north of the subject lands is characterized by low-rise residential dwellings. The majority of dwellings are three (3) to four (4) storey low-rise apartment buildings, which are generally located closer to Carling Avenue and along collector roads such as Churchill Avenue North. Notre Dame Highschool, Nepean Highschool, and Broadview Public School are located within 850 metres of the subject lands as well as the Dovercourt Recreation Centre.

#### East

Along Carling Avenue are a number of commercial uses such as gas bars, retail stores, car dealerships, storage facility, and office complexes. Further east, Carling Avenue intersects with Highway 417 before continuing eastward. This section of Carling Avenue is similarly characterized by commercial uses such as automobile dealerships and small businesses, however, there also exists some residential uses in the form of low-rise three (3) storey walk up apartments, high-rise apartments, a senior living facility, and hotels. Pockets of low-rise residential dwellings are located north and south of Carling Avenue going east. The Royal Ottawa Hospital and the Westgate Shopping Centre are also located east of the subject lands.

**West**

Similar to the eastern portion of Carling Avenue, a number of small businesses and commercial uses are located along Carling Avenue going westward from the subject lands. There are also residential uses in the form of detached and semi-detached dwellings as well as three (3) to four (4) storey low-rise walk up apartment dwellings that front directly onto Carling Avenue and spread north and south of the street in the communities of Glabar Park and Carlingwood.

**South**

The area immediately south of the subject lands along Carling Avenue is characterized by a variety of commercial uses including car dealerships and ancillary automotive uses. Southeast there is a high-rise office development and southwest is a Canadian Tire department store, some smaller restaurant and retail stores, and the former Saputo plant which is now vacant. Beyond this is Highway 417 which eventually intersects with Carling Avenue east of the subject lands. Abutting the south side of Highway 417 are many small businesses, light industrial operations, and commercial uses and beyond that is a small pocket of greenspace known as Clyde Woods. The neighbourhoods of Carlington and McKellar Heights are located just beyond Clyde Woods and consist mostly of low-rise residential dwellings with some small pockets of mid to high-rise apartment buildings.

**2.3 Transit Network**

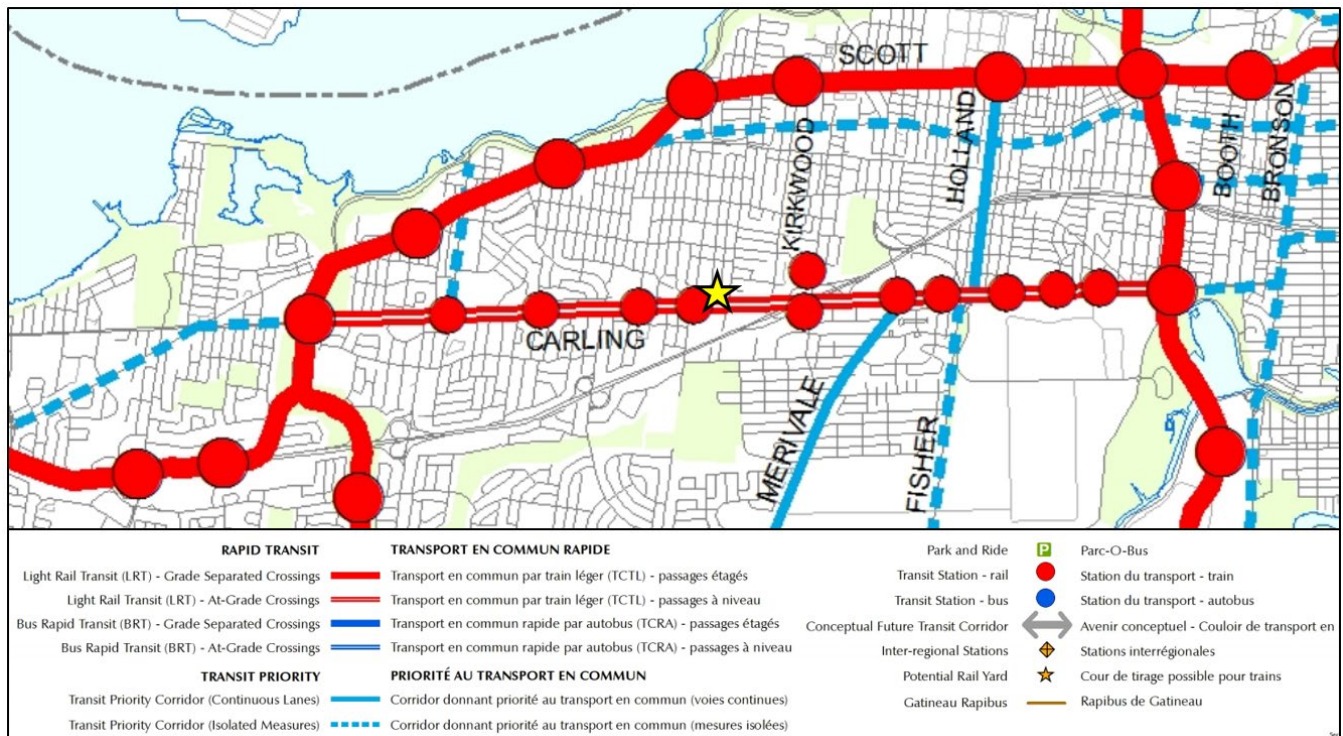


Figure 2. City of Ottawa Official Plan - Schedule D (Rapid Transit Network)

The proposed development is located along Carling Avenue, which is identified as a planned Light Rail Transit corridor with at-grade crossings and a stop approximately 175 metres away at Carling Avenue and Clyde Avenue North (see Figure 2).

## 2.4 Road Network



Figure 3. City of Ottawa Official Plan - Schedule E (Urban Road Network).

As per Schedule E – Urban Road Network of the City of Ottawa’s Official Plan (Figure 3), Carling Avenue is identified as an arterial road. The arterial roads are the major roads of the city that carry large volumes of traffic over the longest distances.

### 2.4.1 Right-of-Way Reduction

Annex 1 of the City of Ottawa’s Official Plan provides direction for protection of rights-of-way for the development of transportation networks throughout the city. The section of Carling Avenue where the subject lands are located is identified as an arterial road with a right-of-way protection of 44.5 metres. This right-of-way protection would result in approximately 7.25 metres of the subject lands being dedicated to the City of Ottawa for road widening and transportation infrastructure.

The subject lands are approximately 40 metres in depth, therefore if the full 7.25 metres of right-of-way is required to be dedicated it would effectively reduce the developable area of the site by over 18%. Following discussions with City of Ottawa planning staff in April 2019, a request was made to reduce the right-of-way protection. It was agreed that the right-of-way dedication could be reduced to 4 metres. This was determined to be sufficient width to introduce transportation infrastructure while maintaining a reasonable amount of the developable area for the subject lands. Furthermore, this will result in a setback that is consistent with the buildings on adjacent properties and result in a more contiguous street wall (see Figure 4).



Figure 4. Reduced right-of-way dedication at 4 metres.

### 2.5 Cycling Network

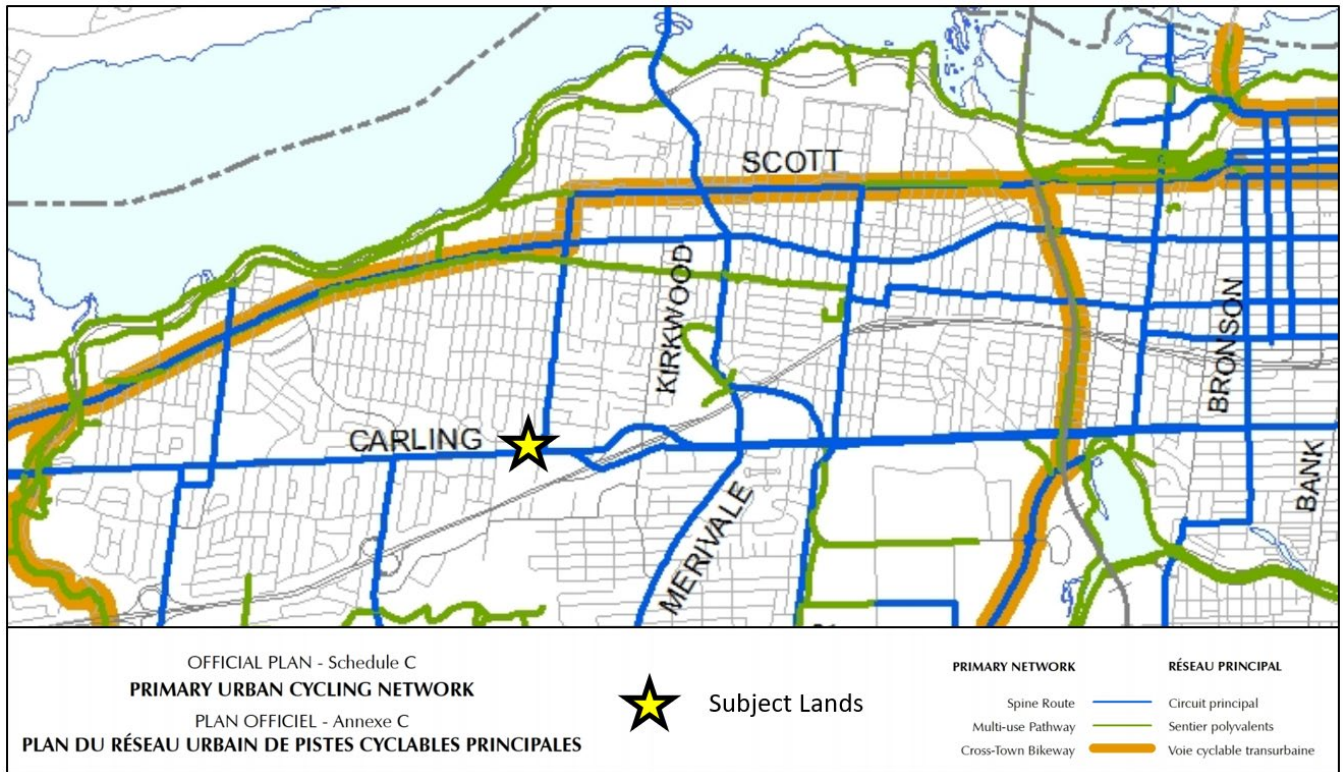


Figure 5. City of Ottawa Official Plan - Schedule C (Primary Urban Cycling Network).

The subject lands are well connected to the City of Ottawa's cycling network as Carling Avenue is identified as a roadway with on road cycling infrastructure, per Schedule C – Primary Urban Cycling Network of the City of Ottawa's Official Plan (Figure 5).



## Proposed Development

The proposed development includes two towers of 18 and 16 storeys in height joined by a five-storey podium in the centre of the 4,552.5 square metres site. The ground floor of the podium is proposed to contain approximately 667.8 square metres of commercial retail space and a total of 370 residential dwelling units above divided as 243 one bedroom units and 127 two bedroom units. A total of 263 parking spaces are proposed with 36 of these spaces for visitors and eight reserved for the commercial retail tenants. The majority are proposed as a below grade parking garage with 27 of the visitor and commercial spaces proposed at grade to the rear of the development. A total of 188 bicycle parking spaces are proposed. The main vehicular access is proposed at the east edge of the site along Carling Avenue and leads to the rear yard drive aisle that wraps around the building and to the underground parking access at the north west corner of the building. A garbage and delivery truck access is proposed at the north east corner of the site where an existing easement provides access to Churchill Avenue North from the abutting rear yard of 1607 Carling Avenue.

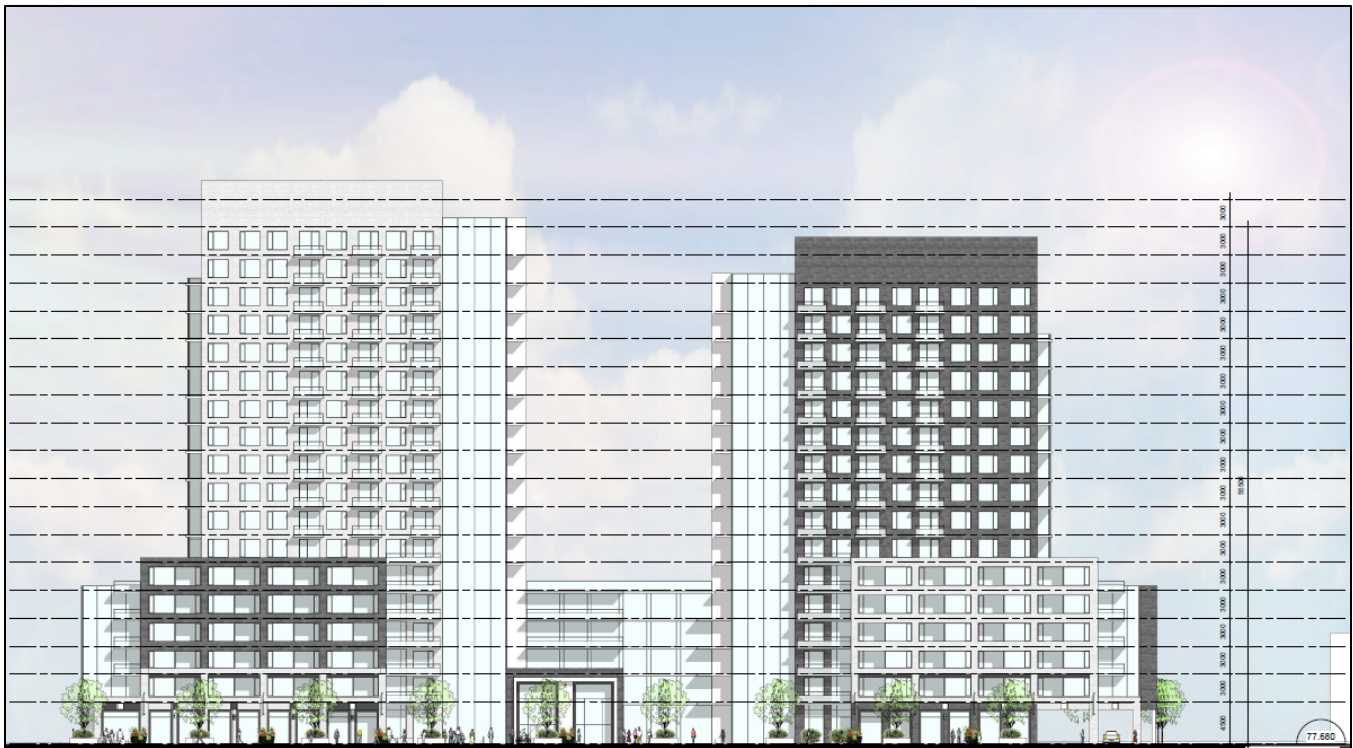


Figure 6. South facing elevations of the proposed development at 1619, 1655 Carling Avenue.

Access to the lobby of the residential building as well as the commercial units is proposed central to the building, directly from Carling Avenue. Landscaping and large trees are proposed in the rear yard to provide some buffering and screening from adjacent properties, particularly those residential properties to the rear of the subject lands. Trees are proposed within the rear yard surface parking lot to break up spaces and provide some additional screening and tree canopy to the site. Most residential units are proposed to have access to a private balcony in their unit and all residents will have access to communal amenity spaces on the ground floor and the sixth-floor amenity spaces and terraces above the podium (see Figure 7).

The building's design can be described as two modern style point towers with a podium base that provides transition in height while still being compatible with the existing and planned street wall of adjacent buildings. The varying materiality of the building includes light and dark tones of grey brick, glass, and white cladding which are used to highlight portions of the building and subdue others. The towers are designed with matching materials and colours but each is different from the other with light and dark materials mirroring each other to

provide contrast and accentuation. Each tower has a six-storey podium that transition down to five storeys on the east and west edges of the building to provide transition to abutting properties. The podium also drops to five storeys between the two towers and the materials change to glazing and windows creating a linkage between the massing of the towers. This also helps to break up the massing of the street wall and make the pedestrian experience more comfortable. Additionally, the recessed entrances at grade along Carling Avenue create an intentional public respite space for pedestrians and residents to congregate while also breaking up the massing (see Figure 8, 9). Vertical articulations along the upper floors of the point towers and changes in materiality help to define it and reduce the visual impact of the massing.

A 0 metre front yard setback is proposed, bringing the building façade right up to the edge of the right-of-way dedication. An additional setback to the main entrance area, up to 5.3 metres at its widest point, creates a lively space where residents and commercial patrons can gather or rest around patio spaces and pedestrian amenities (see Figure 11). Side yard setbacks are proposed at 0 metres for the podium up to the 5<sup>th</sup> storey, with a 10 metre tower setback on the west side yard and tower setback on the east side ranging from 9.11 metres at its closest point to greater than 10 metres at and above the 7<sup>th</sup> storey. The setback from the rear property line to the nearest point of the ground floor is proposed at 11.53 metres. The setback to the podium is proposed at 11.2 metres while the setback to the main building wall of floors 7-12 is proposed at 11.53 metres. Finally, the rear yard setback to floors 13-18 is proposed at 13.5 metres.

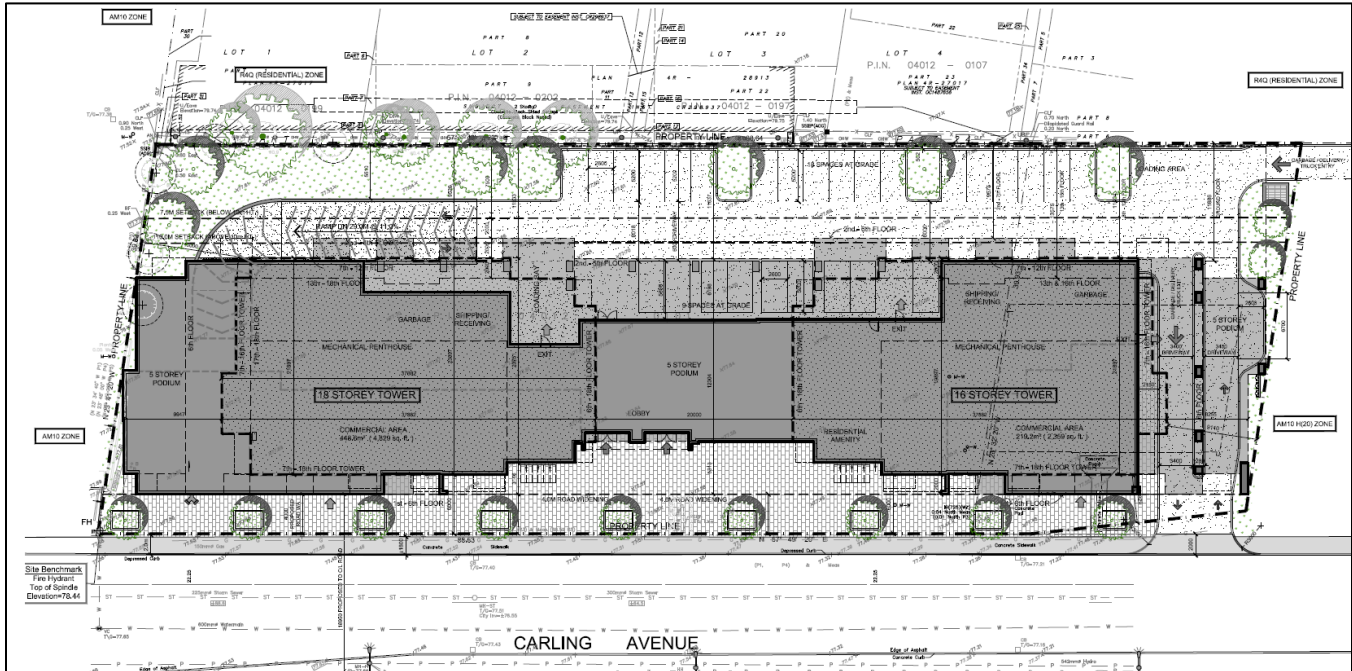


Figure 7. Proposed site plan for 1619, 1655 Carling Avenue.



Figure 8. View of proposed development from Carling Avenue looking north at the main entrance.



Figure 9. View of active entrances and frontage along Carling Avenue.



Figure 10. Main entrance plaza area along Carling Avenue viewed from above.

## 4.0 Policy & Regulatory Framework

### 4.1 Provincial Policy Statement (2020)

The Province of Ontario recently released a revised Provincial Policy Statement, which came into effect on May 1, 2020. The policies of the new PPS are generally similar to the 2014 policies. New or revised policies that influence the proposed development include:

- / Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- / Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- / Permitting and facilitating: all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
- / Requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

**The proposed development is in conformity with the intent and policies of the Provincial Policy Statement (2020).**

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

#### 4.2.1 Land Use Designation

The subject lands are designated Arterial Mainstreet on Official Plan Schedule B (Urban Policy Plan). The Arterial Mainstreet designation is planned to provide a mix of uses and have the potential to evolve, over time, into more compact, pedestrian-oriented and transit-friendly places; potentially through redevelopment of parking areas. An extract from Schedule B is shown as Figure 11 below.

Policy 5 states that a broad range of uses is permitted on 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 10 states that redevelopment and infill are encouraged on 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.

Policy 12 permits building heights up to nine storeys as of right on Arterial Mainstreets, except where a secondary plan states otherwise, however, high-rise buildings above nine storeys will only be permitted subject to a zoning amendment and where the building will be located at one or more of the following nodes:

- / within 400 metres walking distance of a Rapid Transit Station on Schedule D of this Plan; or
- / directly abutting an intersection of the Mainstreet with another Mainstreet or a Transit Priority Corridor on Schedule D of this Plan; or
- / directly abutting a Major Urban Facility

and where the development provides a community amenity and adequate transition is provided to adjacent low-rise.

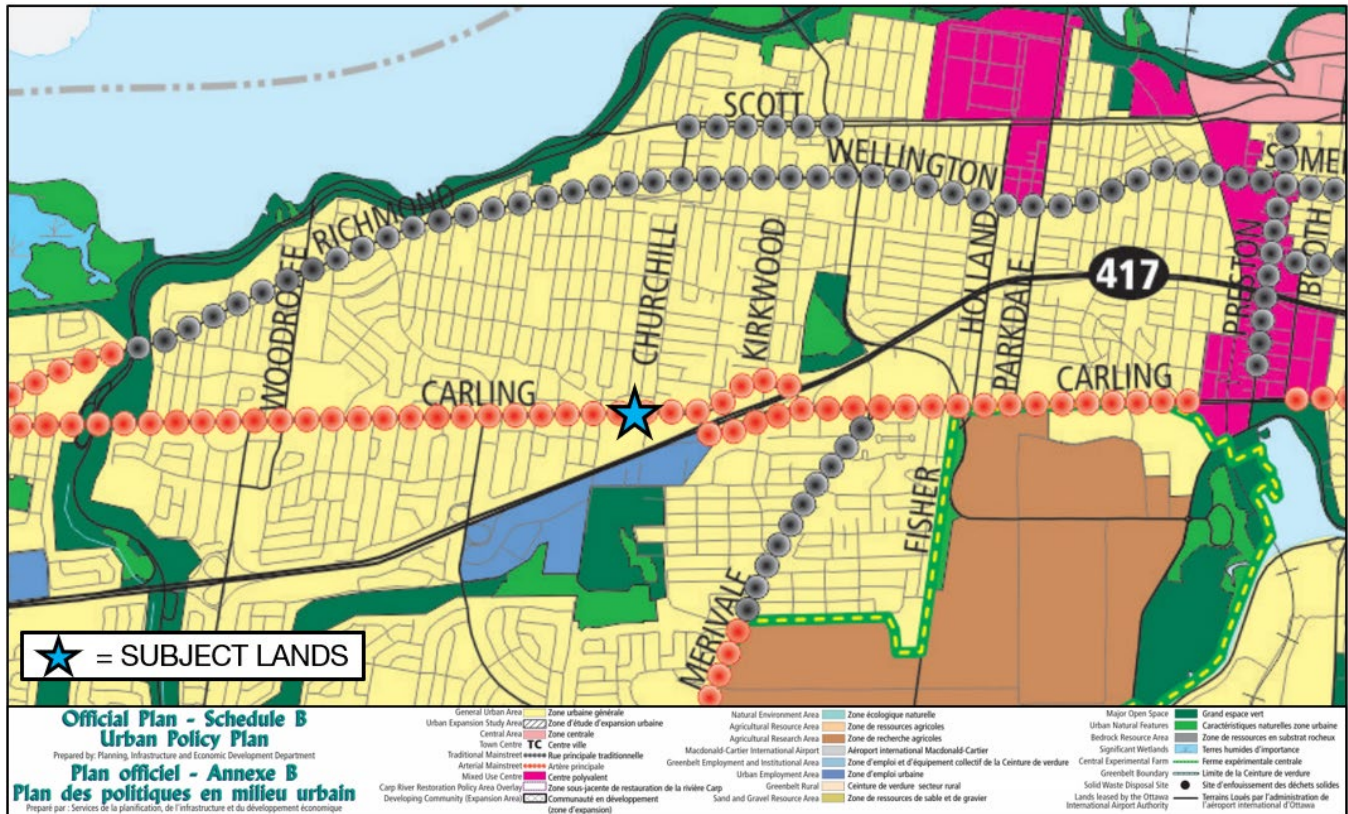


Figure 11. City of Ottawa Official Plan - Schedule B (Urban Policy Plan).

The Zoning By-law may establish as-of-right building heights lower than nine storeys where site conditions, existing character and compatibility with adjacent development dictate that a lower building form is appropriate.

The Official Plan directs growth towards areas recognized as nodes and corridors. Nodes are activity areas built at higher density than their surroundings to accommodate a mix of uses or concentration of community activities, whereas corridors are identified as linear routes that move people and goods through multiple modes of transportation, such as Arterial Mainstreets. In all areas, the density, mix of uses, and land use pattern will work together to make the most efficient use of transit. Transit service is to be accessible by other active modes of transportation (i.e. walking and cycling) and densities will be highest adjacent to transit stations.

**The proposed development meets the policy objectives of Section 3.6.3 – Mainstreets. The subject lands are currently underutilized as a surface parking lot and vacant commercial building and their location along an Arterial Mainstreet in proximity to transit makes for a highly compatible site for high density, mixed-use residential development. The proposed development provides adequate transition to adjacent low-rise residential areas and is approximately 175 metres away from a planned Rapid Transit Station. Additionally, the provision of a community amenity is being accomplished through the enhanced frontage and pedestrian amenities along Carling Avenue.**

#### 4.2.2 Managing Growth

Approximately 90% of the growth in the City of Ottawa is to be accommodated within the urban boundary where services are readily available or can be easily provided. This approach efficiently uses existing facilities and infrastructure while providing the least impact on agricultural lands, mineral resources, and environmental areas. This growth strategy is to be implemented through:

- / Intensification and infill; and
- / New development on vacant lands in designated growth areas.

Policy 1 of Section 2.2.2 defines residential intensification as the intensification of a property, building or area that results in a net increase in residential units or accommodation and includes [among others]:

- / Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
- / 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; and
- / Infill development.

Policy 3 of Section 2.2.2 identifies Arterial Mainstreets as target areas for intensification.

Policy 5 identifies the Minimum Density Targets for areas with the greatest potential to support the Rapid Transit and Transit Priority Networks. Carling Avenue, being an Arterial Mainstreet, has a density target of 200 people and jobs per gross hectare.

**The proposed development will introduce approximately 1415 jobs and people per hectare, which exceeds the minimum density target for the area. Given that the proposed development is exceeding the minimum density target for this area, it is important to note that there are other sites in the vicinity which are unlikely to redevelop in the near term (e.g. Canadian Tire, office complex at 1600 Carling Avenue, etc.) and which will not meet the density targets. Because of this, a higher density at the proposed development is appropriate in this case and will achieve the overall density objective at full build out.**

Policy 10 states that intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met. Taller, denser developments should be located in areas where Rapid Transit can be supported and in areas where there are a mix of uses. Determination of the distribution of building heights should be based on the following criteria outlined in Policy 11:

- a) The location in a Target Area for Intensification identified in policy 4 above or by proximity to a Rapid Transit station or Transit Priority corridor, with the greatest density and tallest building heights being located closest to the station or corridor; and
- b) 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.

Policy 16 of this section speaks to adequate separation between existing and potential future high-rise buildings and that consideration should be given to adjacent sites and their potential to one day develop high-rise buildings.

**The proposed development conforms to the policies listed above. The subject lands are within a target area for intensification and meet the definition of residential intensification. The proposed development will contribute to transit supportive densities and meet the Design and Compatibility objectives of the Official Plan, discussed in greater detail below. Appropriate tower separation is provided as per the City of Ottawa’s High-rise Zoning Provisions.**

**4.2.3 Urban Design and Compatibility**

Section 2.5.1 sets out design and compatibility objectives, principles, and policies applicable to intensification and infill development within the urban area. The proposal meets the applicable objectives:

<p><b>To enhance the sense of community by creating and maintaining places with their own distinct identity.</b></p>	<p>The proposed development is an example of intensification and redevelopment of an underutilized brownfield property and an older, vacant commercial building. It will significantly enhance the streetscape along Carling Avenue and provide housing and commercial uses to the site. High quality design and architecture will</p>
--	--



	aid the development in acting as a focal point for this neighbourhood and for users of Carling Avenue.
<b>To define quality public and private spaces through development</b>	In proposing a mixed-use development, the frontage along Carling Avenue will be enlivened by commercial uses and entrances. The proposed configuration of the main entrance will create a comfortable environment for outdoor use. Landscaping and an animated street wall will create a space that is attractive and comfortable for pedestrians. Private spaces, such as the communal amenity terraces, are proposed to be designed with high quality elements and will be a highlight of the development for residents.
<b>To create places that are safe, accessible and are easy to get to.</b>	Located on an arterial road and within approximately 175 m of a planned rapid transit stop, the proposed development will be easily accessible by car, transit, bike or foot.
<b>To ensure that new development respects the character of existing areas.</b>	Consideration has been given to the design of the frontage and street wall to be compatible with existing front yard setbacks and the planned function of Carling Avenue. Setbacks along the main entrance will aid in providing a pedestrian oriented streetscape while corresponding to existing built form. Appropriate separation distances to the rear property line and setbacks to adjacent low-rise residential dwellings have been provided through stepbacks at the west and east edges of the podium and the reduced height of the east tower.
<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>	This portion of Carling Avenue is characterized by automobile-oriented uses, surface parking lots, and large light industrial properties, which make it a prime location for redevelopment in proximity to transit services. The proposed development will catalyze positive change in the area towards the growth and intensification policy objectives of the Official Plan.
<b>To understand and respect natural processes and features in development design.</b>	Landscaping and stormwater infrastructure will serve to manage post development flows of water runoff on the property.
<b>To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.</b>	A high degree of glazing is proposed for the residential components of the building which will aid in capturing natural light and heat. The provision of bicycle parking and proximity to transit provides alternate modes of transportation. Other sustainable design measures will be explored as the project progresses.

Policy 2 of Section 4.11 provides compatibility criteria used for evaluating the compatibility of development applications, as follows:

### Views

- / The proposed development at 18 and 16-storeys in height will not adversely impact any protected views.

### Building Design

- / The building fronts directly onto Carling Avenue with a 0 m setback providing direct access to both the residential lobby and commercial units from the street.
- / The ground floor height is proposed at 4.5 metres with a high degree of glazing facing the public realm. Communal amenity spaces and commercial spaces at grade create a lively ground floor with active entrances for the commercial units.
- / The podium of the proposed building is broken up physically and visually through articulation and varying materials to lessen the impact of its massing at the street level. Additionally, the podium is dropped to five storeys at the east and west edges of the building as well as in the centre podium connecting the two towers to create a transition to abutting properties from the tower portion.
- / Punched in windows and balconies, terraces above the second floor, the recessed main entrance and landscaped areas all create texture and depth, particularly at the ground floor.
- / Access to parking, loading, and servicing areas is to be provided at the rear of the building accessed from the driveway off Carling Avenue at the east edge of the subject lands and the easement in the rear yard from Churchill Avenue North.
- / A mechanical penthouse is proposed above the 18<sup>th</sup> and 16<sup>th</sup> storey of each building, while a rooftop communal amenity area is proposed above the 6<sup>th</sup> storey.

### Massing and Scale

- / The proposed towers above a six-storey podium represents a design that conforms to the planned function of Carling Avenue.
- / The proposed design of the building establishes a front yard setback in keeping with prevailing patterns along Carling Avenue. Side yard setbacks reflect and respect the planned function of adjacent properties by incorporating a ten (10) metre tower separation between adjacent properties on the west side and 9.11 metres on the east side.
- / Some shadow impacts are anticipated to fall north towards properties along Tillbury Avenue but the nature of the abutting lands as a rental complex is such that at grade amenity areas are all common (as opposed to private) and are largely located north of the various buildings where privacy and shadowing impacts are substantially reduced. In fact, the interfaces with the proposed development is that of a detached parking garage and paved parking area. Regardless, the slim design of the towers and the proposed stepbacks will minimize the impacts to any one property at a given time of the year.
- / Transition to low-rise residential areas north of the subject lands is provided via an articulated podium up to the 5<sup>th</sup> and 6<sup>th</sup>-storey, and a minimum 11.5 metre rear yard tower setback which increases to 13.5 metres above the 12<sup>th</sup> floor.

### High-rise Buildings

- / The proposed design includes a six-storey podium with a base that interacts well with the pedestrian realm at a scale that corresponds to the existing and planned character of an arterial mainstreet, such as Carling Avenue. The podium is stepped down to five storeys on each end of the building to provide transition as well as at the rear of the building where the connecting podium between the towers is also five storeys.
- / The six-storey podium corresponding to each tower is almost a faux podium as visually it reads more like a five-storey podium due to the stepping down and changing materials. This helps to break up the massing of the street wall.
- / Both towers are stepped back from the podium above the 5<sup>th</sup>, 6<sup>th</sup>, and 16<sup>th</sup> floors and located at the west and east extremities of the subject lands. This orientation creates a 20-metre separation between each tower as well as 10 metre setbacks to the rear and both side yard property lines.
- / The closest part of the main building wall is setback 11.53 metres from the rear property line. The closest wall of a residential dwelling in the rear adjacent to the proposed ground floor building wall is approximately 15 to 24 metres away, with parking and paved surface in between.

## Public Art

- / No public art is proposed for this development.

## Design Priority Areas

- / Arterial Mainstreets are designated as design priority areas.
- / The ground floor is proposed at 4.5 metres in height with glazing and is planned to accommodate ground floor commercial uses with active entrances.
- / The façade at the ground floor is setback 9.3 metres from the sidewalk at its widest where the main entrance area along Carling Avenue is located and provides an opportunity for outdoor usage by the commercial tenants as well as an area for residents and passersby to utilize the space.
- / Landscaping and surface treatments can improve the public realm and soften the interface with the street.
- / Recessed entrances, punched in window bays and balconies, vertical articulations, stepbacks, and terraced areas accentuate the transition between floors.

## Outdoor Amenity Areas

- / Setbacks and stepbacks are proposed to create enough separation from adjacent outdoor amenity areas of existing residential dwellings, particularly those along Tillbury Avenue.
- / Terracing and punched in balconies will reduce the overlook into the rear yards of adjacent residential dwellings.
- / The proposed development includes a large terraced area above the 6<sup>th</sup> floor which will serve all residents of the building. The proposed communal area meets the requirements of the zoning by-law.

## First Nations Peoples Design Interest

- / The proposed development is not located on public lands or First Nations Peoples lands.

**The proposed development's design elements are compatible with the criteria and design objectives listed in Sections 2.5.1 and 4.11 of the Official Plan.**

## 4.3 Urban Design Guidelines for Transit Oriented Development

Transit Oriented Development (TOD) is generally considered to be medium or high-density development within 600 metres walking distance of a rapid transit stop or station. Given that the subject lands are within approximately 175 metres of a planned rapid transit stop, the following guidelines are applicable and have been met by the proposed design, among others:

- G. 1** Provide transit supportive land uses within a 600-metre walking distance of a rapid transit stop or station. Transit-supportive land uses encourage transit use and transportation network efficiency as they:
  - / Establish high residential and/or employee densities;
- G. 3** Create a multi-purpose destination for both transit users and local residents through providing a mix of different land uses that support a vibrant area community and enable people to meet many of their daily needs locally, thereby reducing the need to travel. Elements include a variety of different housing types, employment, local services and amenities that are consistent with the policy framework of the Official Plan and the City's Zoning By-Law. The mix of different uses can all be within one building and/or within different buildings within close proximity of one another;

- G. 7** Locate buildings close to each other and along the front of the street to encourage ease of walking between buildings and to public transit. Coordinate the location and integration of transit stops and shelters early in the design process to ensure sufficient space and adequate design;
- G. 8** Locate the highest density and mixed uses (apartments, offices, etc.) immediately adjacent and as close as possible to the transit station. This could be provided within one building or within several adjacent buildings. Consider the Official Plan's Implementation Mechanisms by Authority under the Planning Act;
- G. 9** Create transition in scale between higher intensity development around the transit station and adjacent lower intensity communities by stepping down building heights and densities from the transit station;
- G.11** Step back buildings higher than 4 to 5 storeys in order to maintain a more human scale along the sidewalk and to reduce shadow and wind impacts on the public street;
- G.14** Provide architectural variety (windows, variety of building materials, projections) on the lower storeys of buildings to provide visual interest to pedestrians;
- G.15** Use clear windows and doors to make the pedestrian level façade of walls facing the street highly transparent in order provide ease of entrance, visual interest and increased security through informal viewing.
- G.28** Design ground floors to be appealing to pedestrians, with such uses as retail, personal service, restaurants, outdoor cafes, and residences
- G.29** Provide convenient and attractive bicycle parking that is close to building entrances, protected from the weather, visible from the interior of the building and that does not impede the movement of pedestrians;
- G.35** Locate parking lots to the rear of buildings and not between the public right-of-way and the functional front of the building. For buildings on corner sites, avoid locating parking lots on an exterior side;
- G.39** Encourage underground parking or parking structures over surface parking lots. Locate parking structures so that they do not impede pedestrian flows and design them with active street-level facades, including commercial uses and/or building articulation, non-transparent windows or soft and hard landscaping;

**The proposed development incorporates many of the TOD urban design recommendations listed above and will contribute a transit supportive building and streetscape to this portion of Carling Avenue.**

#### 4.4 Urban Design Guidelines for Development Along Arterial Mainstreets

Arterial Mainstreets are generally characterised as post-1945 automobile-oriented streets with lower densities, larger buildings, varied setbacks, and single purpose commercial uses. The guidelines propose recommendations for urban design measures intended to support compatible development that respects the character of existing streets and adjacent neighbourhoods while promoting a gradual transformation to a more compact, pedestrian friendly pattern of development. This transformation is intended to be accommodated through a combination of higher density mixed-use and residential developments and the redevelopment of surface parking lots. The proposed development meets the following recommendations, among others:

- G.1** Locate new buildings along the public street edge;

- G.5** Provide streetscape elements such as trees, decorative paving, benches and bicycle parking between the building and the curb. These elements should match approved streetscape design plans for the area, or where there is no streetscape design plan, they should match and extend the existing context;
- G.6** Set new buildings 0 to 3.0 metres back from the front property line, and 0 to 3.0 metres back from the side property line for corner sites, in order to define the street edge and provide space for pedestrian activities and landscaping;
- G.11** Create intensified, mixed-use development, incorporating public amenities such as bus stops and transit shelters, at nodes and gateways by concentrating height and mass at these locations;
- G.13** Ensure that buildings occupy the majority of the lot frontage. If the site is on a corner, situate the building at the lot line with the entrance at the corner;
- G.14** Create a transition in the scale and density of the built form on the site when located next to lower density neighbourhoods to mitigate any potential impact;
- G.18** Use clear windows and doors to make the pedestrian level façade of walls, facing the street, highly transparent. Locate active uses along the street at grade, such as restaurants, specialty in-store boutiques, food concessions, seating areas, offices and lobbies;
- G.21** Provide unobstructed pedestrian walkways that are a minimum of 2.0 metres wide along any façade with a customer entrance, along any façade adjacent to parking areas, and between the primary entrance and the public sidewalk. Provide additional width where doors swing out and car bumpers can potentially interfere with the walkway. Make all other on-site pedestrian walkways at least 1.5 metres wide;
- G.27** Locate surface parking spaces at the side or rear of buildings. Provide only the minimum number of parking spaces required by the Zoning By-law;
- G.40** Landscape areas between the building and the sidewalk with foundation planting, trees, street furniture, and walkways to the public sidewalk

**The proposed design of the building includes many of the above-mentioned urban design recommendations appropriate for new development along Arterial Mainstreets.**

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

The City of Ottawa's Urban Design Guidelines for High-rise Buildings was approved by City Council on May 23, 2018 and provides recommendations for urban design and guidelines to be used during the review of development proposals. The proposed development meets the following recommendations, among others:

- G.1.12** Include base buildings that relate directly to the height and typology of the existing or planned streetwall context.
- G.1.16** When a proposed high-rise building abuts properties where a high-rise building is permitted, the lot should be of sufficient size to achieve tower separation, setback, and step back:
  - / 1,800m<sup>2</sup> for an interior lot or a through lot;
- G.1.17** When a proposed high-rise building abuts lots where only low-rise residential buildings are permitted, the lot should be of sufficient width or depth to establish the desirable transition:

- / in the Central Area and the emerging downtown districts the lot should be of sufficient size to establish a minimum 20m tower setback from the abutting low-rise residential properties

- G.2.1** Enhance and create the overall pedestrian experience in the immediate surrounding public spaces (including POPS) through the design of the lower portion, typically the base, of the building, which:
- / fits into the existing urban fabric, animates existing public spaces, and frames existing views; and
  - / creates a new urban fabric, defines and animates new public spaces, and establishes new views
- G.2.3** Depending on the function and context, high-rise buildings can take many different forms to serve both the experience and expression functions:
- / a high-rise building that includes three distinctive and integrated parts – base, middle, and top is generally accepted as a good approach to built form design in order to effectively achieve many urban design objectives (Diagram 2-2).
  - / a high-rise building that has a tower (middle + top) with a small floor plate can effectively achieve many design objectives in the urban environment.
- G.2.16** Additional height may be appropriate through the provision of step backs and architectural articulation, particularly on wider streets and deeper lots.
- G.2.18** Where there is an existing context of streetwall buildings with consistent height, the base of the proposed high-rise building should respect this condition through setbacks and architectural articulation.
- G.2.20** Respect the character and vertical rhythm of the adjacent properties and create a comfortable pedestrian scale by:
- / breaking up a long façade vertically through massing and architectural articulation to fit into the existing finer grain-built form context;
  - / introducing multiple entrances, where possible, through creative store layout and organization where a large format retail use is located on the ground floor
- G.2.23** The ground floor of the base should be animated and highly transparent. Avoid blank walls, but if necessary, articulate them with the same materials, rhythm, and high-quality design as more active and animated frontages.
- G.2.29** Step back the tower, including the balconies, from the base to allow the base to be the primary defining element for the site and the adjacent public realm, reducing the wind impacts, and opening skyviews:
- / a step back of 3m or greater is encouraged;
  - / the minimum step back, including the balconies, should be 1.5m; and
  - / where development lots are very narrow (less than 30m), such as in the Central Area and emerging downtown districts, and a step back is difficult to achieve, use various design techniques to visually delineate the tower from the base (Figure 2-16). Use other measures to mitigate shadow and wind impacts.
- G.2.32** Articulate the tower with high-quality, sustainable materials and finishes to promote design excellence, innovation, and building longevity, including:
- / orienting and shaping the tower to improve building energy performance, natural ventilation, and daylighting
- G.2.36** Integrate roof-top mechanical or telecommunications equipment, signage, and amenity spaces into the design and massing of the upper floors.

The proposed development is of a high-quality design and responds to the recommendations of the Urban Design Guidelines for High Rise Buildings.

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

The subject lands are zoned AM10H(20) or Arterial Mainstreet – Subzone 10, height limit of 20 metres. Additionally, the subject lands are within the Mature Neighbourhoods Overlay of the Zoning By-law, however, as the proposed development is a high-rise apartment dwelling, these provisions are not applicable.

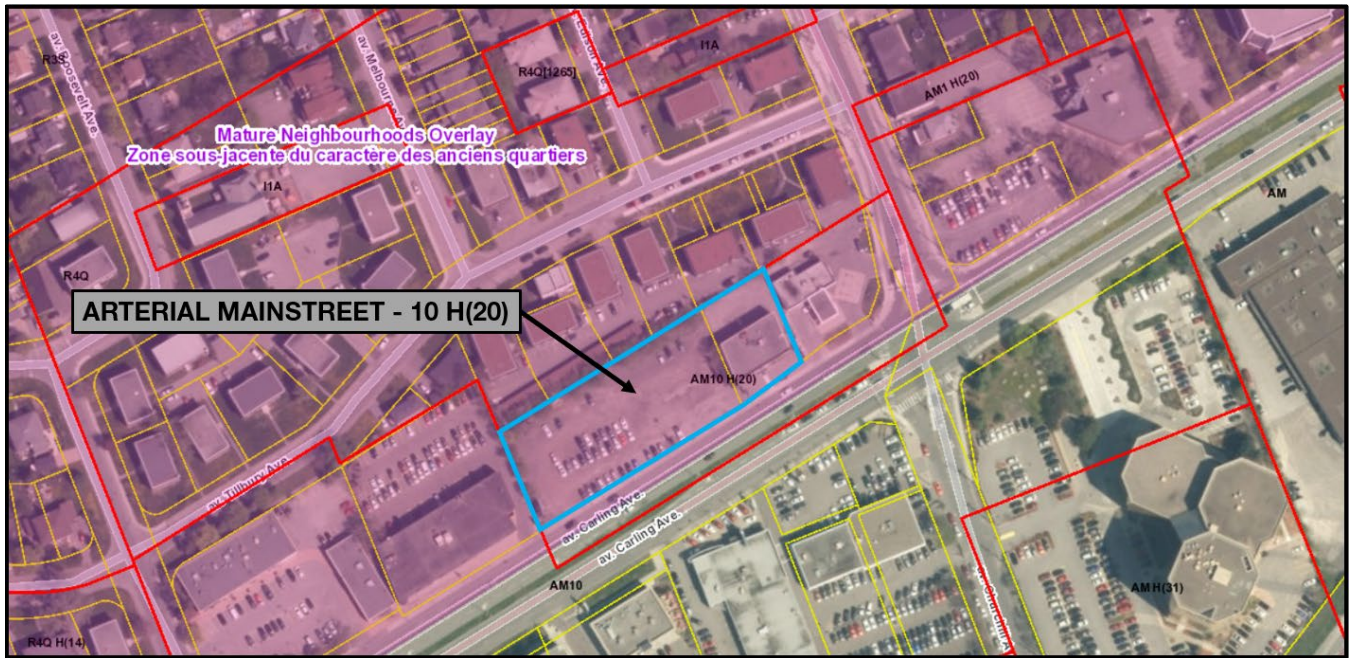


Figure 12. Applicable zoning for 1619 and 1655 Carling Avenue.

An **apartment dwelling, high-rise** is not a permitted use in the Arterial Mainstreet zone. The Zoning By-law Amendment application is intended to add this permitted use and address other zoning deficiencies resulting from the design of the proposed development, as discussed below.

The table below demonstrates a comparison of existing zoning provisions applicable to the subject lands and what is proposed.

Zoning Mechanism	Arterial Mainstreet - Subzone 10 H(20)	Proposed	Compliance
Minimum Lot Area	No minimum	4,552.5 m <sup>2</sup>	✓
Minimum Lot Width	No minimum	116.4 m	✓
Minimum Front and Corner Side Yard	The minimum front and corner side yard setback for all buildings is 0 metres, and at least 50% of the frontage along the front lot line and corner side lot line must be occupied by building walls located within 4.5 metres of the frontage for a Residential use building,	0 m	✓
		>50% located within 3 m	✓

Zoning Mechanism		Arterial Mainstreet - Subzone 10 H(20)	Proposed	Compliance
		and within 3.0 metres for Non-residential and Mixed use buildings.		
<b>Minimum Interior Side Yard Setback</b>		Abutting a residential zone: 3.0 metres for the first 20 metres back from the street, 7.5 metres beyond 20 metres back from the street, All other cases: No minimum	N/A N/A 0 m (east and west)	✓
<b>Minimum Rear Yard Setback</b>		(i) 3.0 metres for any building wall within 20 metres of a lot line abutting a public street; (ii) 7.5 metres in all other cases	N/A 11.6 m	✓
<b>Permitted Height</b>	<b>Minimum</b>	Any portion of a building located within 10 metres of a front lot line or corner lot line must satisfy the following minimum building heights: (i) if the building is a non-residential or mixed-use building, the ground floor requires a minimum height of 4.5 metres; and (ii) the minimum building height required is 7.5 metres, and must contain at least two storeys.	4.5 m Ground Floor	✓
	<b>Maximum</b>	Maximum Height: 20 m	55.5 m	✗
<b>Minimum Required Resident Parking (Area Y)</b>		After the first 12 units, 0.5 spaces per dwelling unit $370 - 12 = 358 \times 0.5 = 179$ spaces	219 spaces	✓
<b>Minimum Required Visitor Parking (Area Y)</b>		0.1 per dwelling unit, after first 12 units No more than 30 spaces $370 - 12 = 358 \times 0.1 = 35.8$ spaces = 36	36 spaces	✓
<b>Required Commercial Parking **</b>		Not required for units under 500 m <sup>2</sup>  1.25 spaces per 100 m <sup>2</sup> $667.8 \text{ m}^2 / 100 \times 1.25 = 8.3$ spaces	8 spaces	✓
<b>Minimum Parking Space Dimensions</b>		2.6 m x 5.2 m	2.6 m x 5.2 m	✓
<b>Aisle and Driveway Provisions</b>		in the case of a parking garage, 6.0 metres for a double traffic lane. (aa) Despite clause 107(1)(a), in the case of an apartment dwelling, low-rise, stacked dwelling, or an apartment mid-rise, or	Driveway Entrance: 3.4 m each way  Aisle: 6 m	✓



Zoning Mechanism	Arterial Mainstreet - Subzone 10 H(20)	Proposed	Compliance
	apartment high-rise, the maximum permitted width for a double traffic lane that leads to: (i) Less than 20 parking spaces: 3.6m (ii) 20 or more parking spaces: 6.7m		
<b>Minimum Number of Bicycle Parking Spaces</b>	0.5 per dwelling unit $370 \times 0.5 = 185$ spaces  1 per 250 m <sup>2</sup> of Commercial GFA $667.8/250 = 2.67 = 3$ spaces	Underground: 200 spaces  Exterior at grade: 12 spaces	✓
<b>Minimum Required Private Amenity Area</b>	6 m <sup>2</sup> per dwelling unit, and 10% of the gross floor area of each rooming unit $370 \times 6 \text{ m}^2 = 2,220 \text{ m}^2$	2,580 m <sup>2</sup>	✓
<b>Minimum Required Communal Amenity Area</b>	A minimum of 50% of the required total amenity area $= 1,110 \text{ m}^2$  Aggregated into areas up to 54 m <sup>2</sup> , and where more than one aggregated area is provided, at least one must be a minimum of 54 m <sup>2</sup>	1,280 m <sup>2</sup>	✓
<b>Percentage of Lot Area for Landscaping</b>	None	25.3%	✓
<b>Landscaping Provisions for Parking Lots</b>	A minimum of 15% of the area of any parking lot, whether a principal or an accessory use, must be provided as perimeter or interior landscaped area.  Minimum required width of a landscaped buffer of a parking lot: For a parking lot containing more than 10 but fewer than 100 spaces, (b) Not abutting a street: 1.5 m	25.5%  0 m	✓  ✗
<b>Ground Floor Façade</b>	The ground floor façade facing a public street of a building located within 4.5 metres of the front lot line or corner side lot line must include: (i) a minimum of one active entrance from each individual occupancy located immediately adjacent to the front lot line or corner side lot line in the case of non-residential uses; and (ii) a minimum of one active entrance in the case of a residential use building; where an active entrance is angled on the corner of the building, such that it faces the intersection of the arterial mainstreet and a side street	Individual Active Entrances	✓

Zoning Mechanism	Arterial Mainstreet - Subzone 10 H(20)	Proposed	Compliance
	<p>intersecting the arterial mainstreet, it is deemed to face both streets;</p> <p>A minimum of 50% of the surface area of the ground floor façade, measured from the average grade up to a height of 4.5 metres, facing a public street must be comprised of transparent glazing and active customer or resident entrance access doors.</p>	>50% of ground floor façade is transparent glazing	✓

\*\*Though commercial parking is not required, a parking rate of 1.25 spaces per 100 m<sup>2</sup> is proposed at this time. Should more parking be required as a result of the proposed use, the parking rate will be revised.

#### 4.7 High-rise Zoning Provisions

The City of Ottawa is in the process of implementing new High-Rise Zoning Provisions. The initial staff report was presented to Planning Committee on September 26<sup>th</sup>, 2019, however, appeals have been filed and the provisions are not technically in effect. Although Fotenn understands that these provisions are not applicable, the provisions are listed and compared to the proposed development in the table below.

Proposed Provisions		Area A Outside MD Zone but within Greenbelt	Proposed	Compliance
Minimum Lot Area	Corner Lot	1,150 m <sup>2</sup>	N/A	N/A
	Interior Lot	1,350 m <sup>2</sup>	4,552.5 m <sup>2</sup>	✓
Definition of Tower		That portion of a building over 9 storeys or a height equal to the width of the widest public street abutting a lot line, whichever is less		
Minimum Interior Side and Rear Yard Setbacks for a Tower		10 m	Rear: 11.53 m Interior: 10 m (west) / 9.11 m (east)	✓ ✗
Minimum Separation Distance Between Towers on the Same Lot		20 m	20 m	✓

#### 4.8 Relief Required

Per this Major Zoning By-law Amendment Application, relief is required from the following zoning provisions:

##### **Addition of Apartment Dwelling, High Rise to the list of permitted uses.**

- / The proposed development includes two 18-storey towers, which, under the definitions of the Zoning By-law, is considered to be a high-rise building. This use is not listed under the permitted uses of the Arterial Mainstreet zone, however, given the context of the area surrounding the site as well as the proposed development's compatibility with adjacent existing and planned development, and its

conformity to Official Plan policies, we are of the opinion that an Apartment Dwelling, High Rise is an appropriate use.

**A maximum building height of 55.5 metres when 20 metres is permitted.**

- / Existing zoning on the property limits the height of a building to a maximum of 20 metres, however, the Arterial Mainstreet designation of the Official Plan contemplates building heights up to nine storeys; above what is permitted by the Zoning By-law. Furthermore, the policies of the Official Plan identify criteria for permitting development above nine storeys including the following which apply:
  - within 400 metres walking distance of a Rapid Transit Station on Schedule D of this Plan; or
  - directly abutting an intersection of the Mainstreet with another Mainstreet or a Transit Priority Corridor on Schedule D of this Plan; or
  - and where the development provides a community amenity and adequate transition is provided to adjacent low-rise.

The proposed development is located within approximately 175 metres of a planned rapid transit station on Schedule D of the Official Plan, as discussed above. Additionally, the proposed design of the building provides adequate separation to adjacent low-rise buildings in the rear yard, for the reasons discussed in this report. Provision of a community amenity is being negotiated and will be included as part of Section 37 Community Benefits. The urban design and compatibility criteria of Section 2.5.1 and 4.11 have been met.

**A 0-metre-wide landscape buffer when 1.5 metres is required.**

- / For the rear yard surface parking area, a 1.5 metre landscape buffer is required to be provided between the parking spaces and the rear lot line. Given the proposed dimensions of the building and the size of the lot, it was not possible to accommodate this buffer in the design of the site. The rear yard surface parking spaces will directly abut the portion of the rear lot line that is adjacent to the existing 2-storey concrete garage structure. This structure will act in part as a physical buffer to the parking area and prevent spill over of lights, sound, and snow into the neighbouring property. An excess of landscaping is proposed for both the rear yard parking area and for the overall site. Trees and landscaped islands are proposed in the rear yard parking area to break up the number of adjacent parking spaces and provide additional screening.

**A 9.11 metre interior side yard setback for a tower when 10 metres is required.**

- / Though currently under appeal, the proposed High-Rise Zoning Provisions required a 10-metre separation between a tower and the rear or interior side yard property line. Due to the proposed orientation and design of the towers as well as other setback requirements of the High-Rise Zoning Provisions, the interior side yard tower setback on the east side is deficient from the 10-metre requirement by approximately 0.89 metres. The 10-metre tower setback is maintained on the west side of the building and the recommended 20 metre separation distance between individual towers on the same site is achieved. The resulting deficiency on the east side of the building corresponds to only a small portion of the tower's façade that breaches the setback requirement, as demonstrated in Figure 13. It is our opinion that this represents a minor deviation from the requirement and continues to maintain the general intent of the zoning provision.

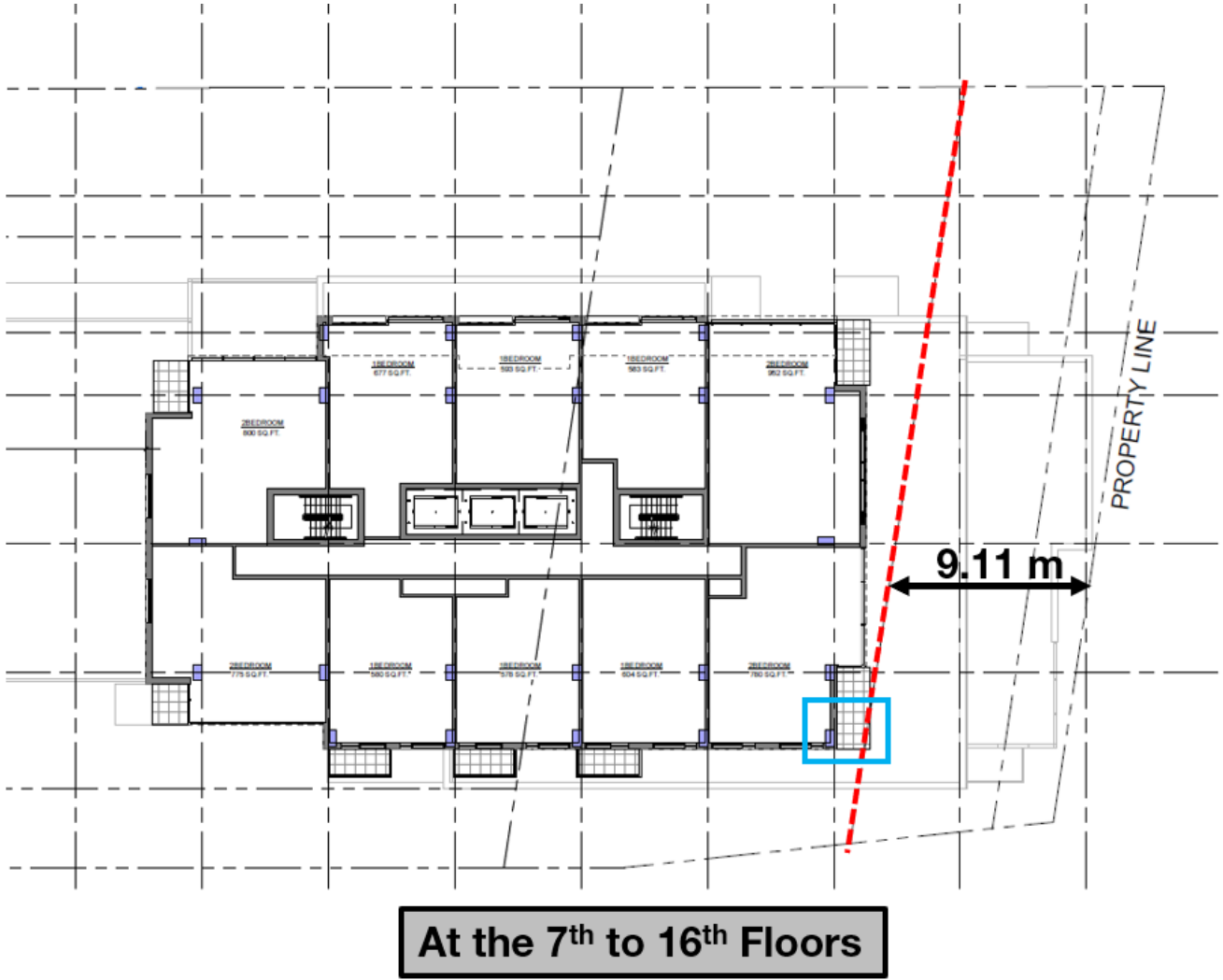


Figure 13. Demonstration of deficient tower setback on east side.

## 5.0 Conclusion

It is our professional opinion that the proposed Major Zoning By-law Amendment and Site Plan Control applications are appropriate, represent good planning, and are in the public interest.

The proposal is consistent with the Provincial Policy Statement (PPS) by providing efficient and appropriate development on lands within the urban boundary and in an intensification target area which can support transit and contributes to the range of housing options available in the community.

The proposed development conforms to the Official Plan's vision for managing growth in the urban area and meets the policies for Arterial Mainstreets. The proposal responds to its context by respecting the existing residential dwellings of the area and contributing to the planned built form and minimum density targets along Carling Avenue. The development meets the urban design and compatibility objectives, principles, and policies in Sections 2.5.1 and 4.11 of the Official Plan.

The proposed development meets the majority of the applicable provisions of the Comprehensive Zoning By-law 2008-250. The requested amendments are appropriate and will not create undue negative impacts on the community or surrounding properties.

Supporting studies confirm that the proposal is functional and appropriate.

Sincerely,



Nick Sutherland, MCIP RPP, LEED GA  
Planner



Brian Casagrande,  
MCIP RPP  
Partner



Kersten Nitsche, MCIP RPP  
Senior Planner