



**1058, 1062, 1066 Silver Street & 1305, 1295, 1291  
Summerville Avenue**

Planning Rationale  
Zoning By-law Amendment  
August 8, 2024



Prepared for Concorde Properties

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

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# 1.0 Introduction

Fotenn Planning + Design (“Fotenn”), has been retained by Concorde Properties (“the owner”), to prepare a Planning Rationale in support of the Zoning By-law Amendment application for the property legally described as Part of Lot 31, Registered Plan 294 and municipally known as 1291-1305 Summerville Avenue and 1058-1066 Silver Street (“the subject property”) in the City of Ottawa.

## 1.1 Application Summary

To permit the development as planned, applications for a Site Plan Control and a Zoning By-law Amendment are required. The Site Plan Control application was submitted July 2, 2024.

The owner proposes the construction of a new low-rise apartment building generally located on the Silver Street fronting portion of the lots that are to become part of the existing Planned Unit Development (PUD). The existing PUD is located on Summerville Street portion of the properties and the addition of the Silver Street lots will result in a larger PUD that would include four separate low-rise apartment buildings.

The intent of this Planning Rationale is to assess the proposed applications against the applicable policy and regulatory framework and to demonstrate how the applications are appropriate for the subject property and compatible with surrounding land uses and existing infrastructure.

To facilitate the proposed development, it is anticipated that revisions to the site specific Zoning Exception will be required. The details of this Exception will be established collaboratively with City Planning Staff.

### 1.1.1 Public Consultation Strategy (ZBA + SPC)

In partnership with the City of Ottawa, all public engagement activities will comply with *Planning Act* requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities have already been undertaken in preparation of this application submission or will be undertaken in the following months after the application has been submitted.

- / **Pre-Application Consultation Meeting with the City of Ottawa and the Community Association.**
  - A pre-application consultation meeting was held with city staff, the development team, members of the Community Association, on October 10, 2023.
  
- / Notification to residents and local registered Community Associations
  - The Dalhousie Community Association joined the pre-application consultation meeting on March 17, 2022. Ongoing engagement with the Community Association and local residents will be an important aspect of the community consultation process for this proposal.
  
- / **Community Information Session (If Requested)**
  - A community information session will be held to discuss the proposed development following this submission if requested by the Community Association or Ward Councillor.
  
- / **Statutory Public Meeting - Planning Committee or Committee of Adjustment**
  - Committee meeting advertisement and report mail out to public (City of Ottawa)
  - The statutory public meeting will take place at the City of Ottawa Planning Committee or Committee of Adjustment.



## 2.0 Subject Property & Surrounding Context

The subject property is located at the intersection of Silver Street and Summerville Avenue on the north side of Summerville Avenue, a local street in the Carlington neighbourhood of the City of Ottawa, and is municipally known as 1291-1305 Summerville Avenue and 1058-1066 Silver Street. The subject property has a frontage of 122 metres along Summerville Avenue and 37 metres along Silver Street with a total area of 5,349 square metres.

The Summerville addresses were jointly owned and developed as a PUD dating to the 1960's with the original 3-storey building at the west end being retained while two (2) more recent 3-storey low-rise apartment buildings have been constructed on the east half of the property. The existing apartments contain 50 units that are divided evenly between the buildings with separate driveways at the east and west ends of the landholding leading to shared rear parking and amenity areas.

The Silver Street landholdings contain 3 detached dwellings that are to be replaced with a new low-rise apartment building containing 46 units. The newly proposed apartment is the subject of an active Site Plan Control application that proposes to expand the existing PUD to include the new apartment and utilize the existing driveway extending from Summerville, expanding the existing parking lot in the rear of the lot such that there will be a total of 35 shared resident parking spaces and 8 visitor parking spaces. One of the existing parking spaces in the northwest corner of the site behind the existing apartment building will be removed in favour of additional soft landscaped area.



Figure 1: Aerial image of subject property, outlined in orange.



## 2.1 Site Location and Context

The subject property is located in the Carlington neighbourhood, a predominantly low-rise residential community consisting of a mix of dwelling types, including detached dwellings, semi-detached dwellings, townhouse dwellings, and low-rise apartment buildings. The following provides a brief description of the uses adjacent to the subject property:

**North:** To the north of the subject property are residential properties fronting on Dorchester Avenue, with a mix of unit types including detached dwellings, semi-detached dwellings, townhouse dwellings, and an apartment building. The abutting apartment building has a surface parking lot adjacent to the shared property line. Further north is a continuation of the Carlington neighbourhood.

**South:** Immediately to the south of the subject property is Summerville Avenue, a local street, on the south side of which are a mix of detached dwellings, semi-detached dwellings, and townhouse dwellings. The Experimental Farm is located approximately 200 metres south of the subject property.

**East:** Immediately to the east of the subject property are low and mid-rise multi-unit buildings. Further east is the continuation of the Carlington neighbourhood including detached, semi-detached, and low-rise apartment dwellings.

**West:** Immediately to the west of the subject property is a 2-storey semi-detached dwelling beyond which is the continuation of the Carlington neighbourhood. Merivale Road, a busy north-south arterial road with a mix of residential, commercial, institutional, and office uses, is located approximately 300 metres to the west of the subject property.



Figure 2. Aerial images of the surrounding area.  
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Figure 3: View of the subject property from Summerville Avenue facing northeast across the face of the existing PUD.



Figure 4: View of the subject property from the corner of Summerville and Silver, facing northwest.

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Figure 5: View of the subject property from Silver Street looking northwest from the corner of Summerville and Silver.



Figure 6: View southwest along Silver Street from the corner of Silver and Dorchester Avenue.

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## 2.2 Transportation

Merivale Road to the west of the subject property is identified as an Arterial Road on Schedule C4 – Urban Road Network of the Ottawa Official Plan (Figure 7). Fisher Avenue to the east is also an Arterial Road and north of the subject property is Shillington Avenue, a Collector Road.

Per Schedule C2 – Transit Network of the Official Plan, Merivale Road and Fisher Avenue are both identified as a Transit Priority Corridor (Figure 8).

Schedule C3 – Active Transportation Network of the Official Plan identifies that there is a major pathway south of the subject property along the Experimental Farm Pathway, connecting to Merivale Road to the west and the Experimental Farm Pathway system to the east (Figure 9).

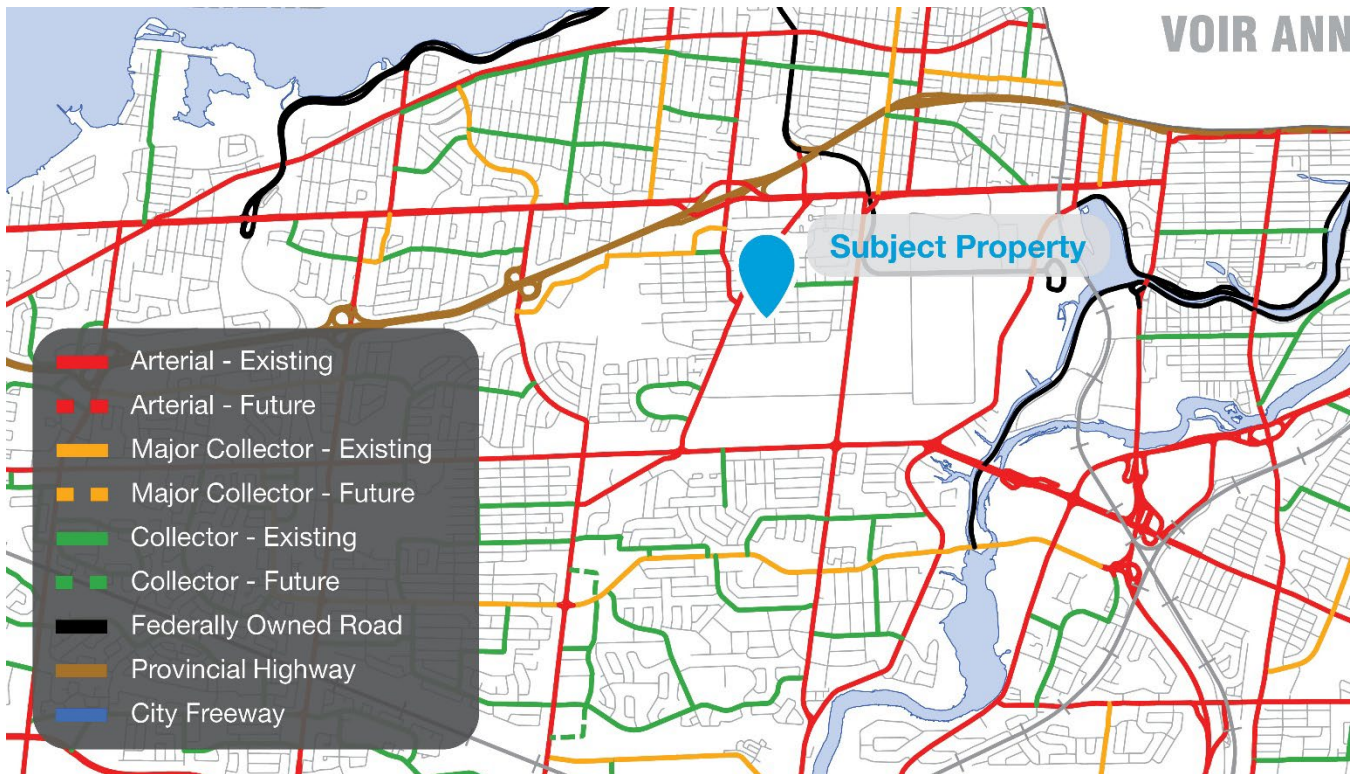


Figure 7: Excerpt of Schedule C4 – Urban Road Network from the City of Ottawa Official Plan.

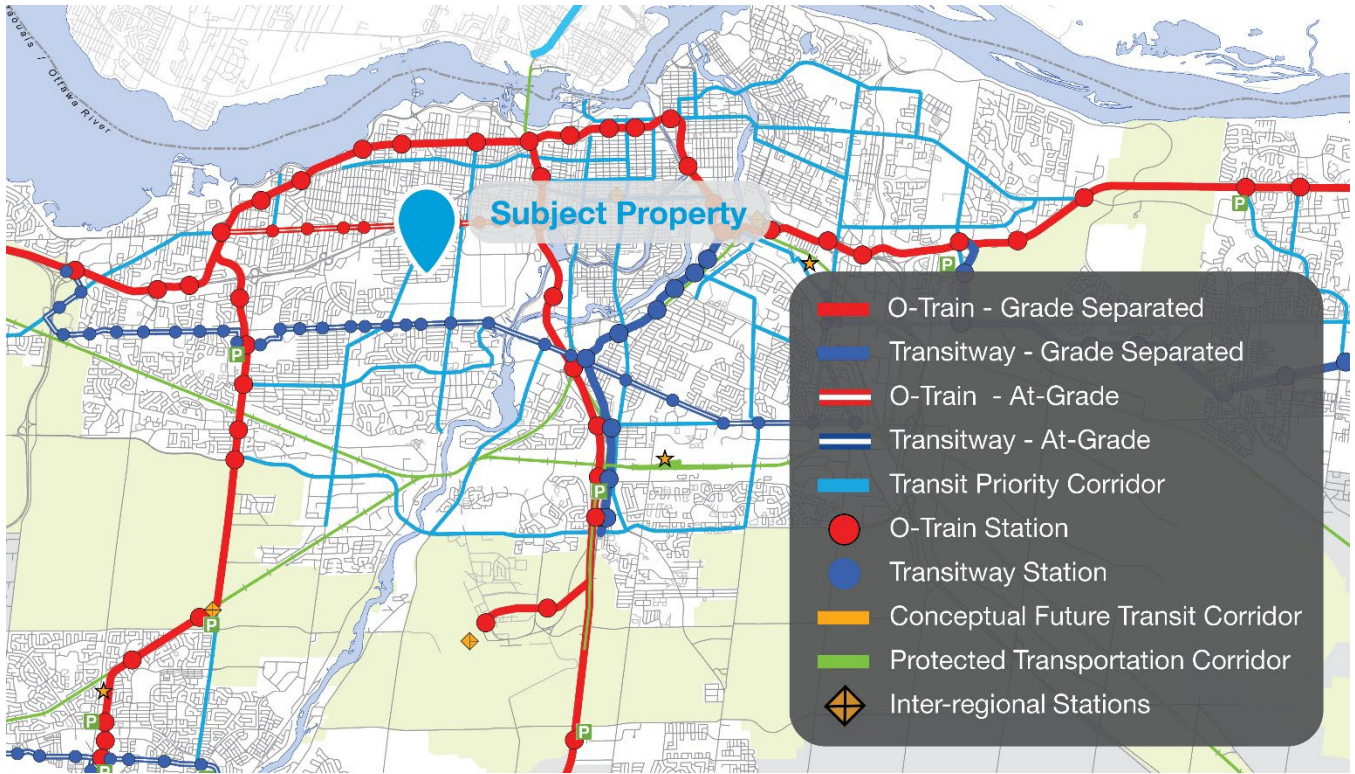


Figure 8: Excerpt Schedule C2 – Transit Network from the City of Ottawa Official Plan.



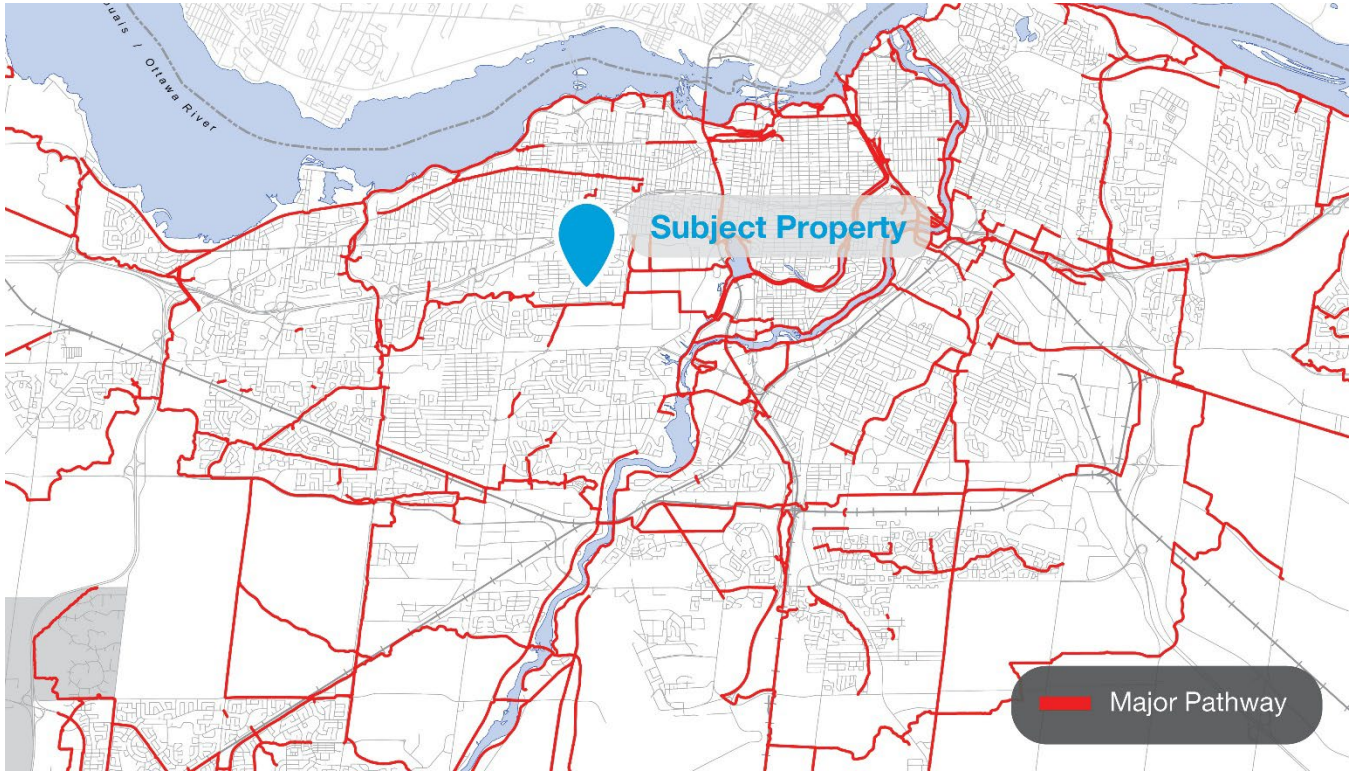


Figure 9: Excerpt from Schedule C3 – Active Transportation Network from the City of Ottawa Official Plan.

### 3.0 Proposed Development

The proposed development is in the form of a 4-storey low-rise apartment building. The residential building is proposed to have 46 units, increasing the total of the Planned Unit Development to 96 units. The three existing buildings within the PUD located on Summerville Avenue are 16 units (2 buildings, 3 storey structures) and 18 units (1 building, 4 storey structure). The proposed building is 10.7 metres in height, consisting of primarily 1-bedroom and 2-bedroom units.



Figure 10 Overall PUD area with shared parking, access/egress. Newly proposed building at far right.

Table 1: Unit Statistics

Unity Type	Quantity	Percentage
1-Bedroom	25	54%
1-Bedroom + Den	4	9%
2-Bedroom	16	35%
Studio	1	2%
Total	46 units	100%

The proposed building is set back from Silver Street and Summerville Avenue, and features soft landscaping around the building.





Figure 11: Ground level perspective, looking east from Summerville Avenue. Building design by Project1 Studio.

Surface parking is provided behind the proposed building with the driveway located between 1066 Silver Street and 1291 Summerville Avenue. 10 parking spaces, including two accessible parking spaces, are planned behind the apartment building. As it is part of the Planned Unit Development, additional parking is located on the site.

There are 37 bicycle parking spaces proposed; a portion of which are indoors in a bike room located on the ground floor of the building. Refuse storage is located indoors on the south corner of the building, adjacent to the private driveway.

The building design borrows from the palette of materials and style of the other buildings in the PUD to create continuity within the development. The building is a ground-oriented design, with entrances on both of the abutting streets. Recessed balconies are articulated within the street facing elevations as well as ample windows. The proposed design uses masonry and frequent material changes to subdivide the building volume and respond to the surrounding low-rise urban fabric.

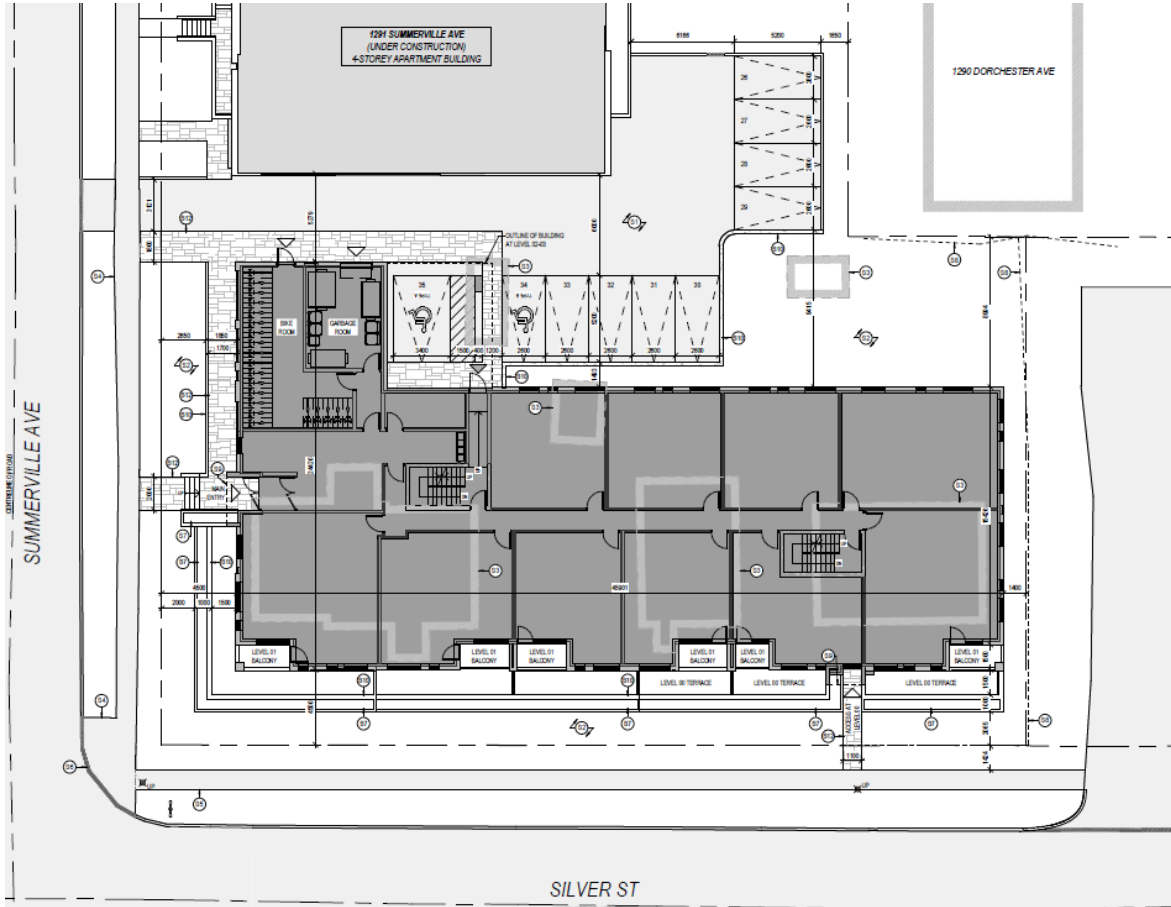


Figure 12: Proposed Site Plan. Building design by Project1 Studio





Figure 13: View from Summerville Avenue facing north. Building design by Project1 Studio.



Figure 14: View from Silver Street facing south. Building design by Project1 Studio.  
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Figure 15: View from rear yard facing west. Building design by Project1 Studio.

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Figure 16: View of site looking west with proposed building included.

The building setback from Silver Street and Summerville Avenue allow for adequate space to plant a number of deciduous trees along the perimeter. The site's location on two street frontages makes it possible to contribute to the public realm by implementing natural shade and visual appeal in the form of trees and landscaping. Additional trees and landscaping are also proposed behind the building.





Figure 17 View of site looking west with proposed building included.



### 4.1 Provincial Policy Statement (2020)

The Provincial Policy Statement, 2020 (PPS) provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act, which includes the PPS.

The PPS supports the goal of enhancing the quality of life for residents of Ontario, including the protection of public health and safety, the quality of the natural and built environment, and resources of provincial interest. The PPS also recognizes that the “long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages...”. The policies of the PPS support building strong healthy communities, wise use and management of resources, and protecting public health and safety. The following PPS policies are applicable to the proposed development and subject property, among others:

**Policy 1.1.1** – Healthy, liveable and safe communities are sustained by:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) Accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, park and open space, and other uses to meet long-term needs;
- c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) Avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- f) Improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participations in society;
- g) Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;

**Policy 1.1.3.1** Settlement areas shall be the focus of growth and development.

**Policy 1.1.3.2** Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) Efficiently use land and resources;
- b) Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;

**Policy 1.4.3** Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:

- b) Permitting and facilitating:
  1. 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
  2. All types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;

- c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) 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;

**The proposed development is consistent with the PPS, promoting efficient development and land use patterns in a settlement area where infrastructure already exists. The proposal is sensitive to surrounding land uses and promotes intensification through the efficient use of land and provides a greater diversity of housing options addressing the needs of current and future residents.**

## 4.2 City of Ottawa Official Plan (2022, as amended)

The City of Ottawa Official Plan provides a framework for the way that the City will develop until 2046, when it is expected that the City's population will surpass 1.4 million people. The Official Plan directs how the City will accommodate this growth over time and sets out the policies to guide the development and growth of the City.

### 4.2.1 Strategic Directions

The Official Plan proposes five (5) broad policy directions as the foundation to becoming the most liveable mid-sized city in North America over the next century. These moves include the following:

1. **Achieve, by the end of the planning period, more growth by intensification than by greenfield development.** Ottawa is projected to grow by 402,000 people by 2046, requiring 194,800 new households. The Official Plan assigns a 60 per cent share of future growth within Ottawa's existing built-up area by putting in place zoning and other mechanisms that avoid or delay further boundary expansions.

**The proposed development provides for residential intensification within proximity to existing transit along Merivale, Fisher, and Kirkwood, and within an established and previously built-up community with access to existing services and community amenities.**

2. **By 2046, the majority of trips in the city will be made by sustainable transportation.** The mobility goal of the Official Plan is that by 2046, more than half of all trips will be made by sustainable transportation. 40 per cent of Ottawa's current greenhouse gas emissions are transportation related. Sustainable transportation options are fundamental to 15-minute neighbourhoods and vibrant communities.

**The proposed development provides the opportunity for sustainable transportation by promoting bicycle and transit use.**

3. **Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.** A goal of the Official Plan is to contribute towards stronger, more inclusive and more vibrant neighbourhoods and Villages. The Official Plan introduces a transect approach to distinguish Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city.

**The proposed development is consistent with the existing context and is appropriate for the Neighbourhood Designation in the Inner Urban Transect.**



4. **Embed environmental, climate and health resiliency and energy into the framework of our planning policies.** The Official Plan contains policies to encourage the evolution of neighbourhoods into healthy, inclusive and walkable 15-minute neighbourhoods with a diverse mix of land uses. It also includes policies to help the City achieve its target of 100 per cent greenhouse gas emissions reduction by 2050, its target of a 40 per cent urban forest canopy cover and to increase the City's resiliency to the effects of climate change.

**The proposed development of a dense, context sensitive residential intensification within proximity to existing transit and active transportation routes promotes the evolution towards a walkable 15-minute neighbourhood. The proposed development promotes active transportation over private automobile use to help the city achieve its climate change targets.**

5. **Embed economic development into the framework of our planning policies.** In the Official Plan, an economic development lens is taken to policies throughout. In the Plan, flexible land use designations are adaptable to changing economic conditions, new industries and ways of doing business. The Official Plan also supports a broad geographic distribution of employment so that people have the choice to work closer to where they live.

**As a residential development in an established community in close proximity to employment areas, and transit leading directly to downtown Ottawa, the proposal supports economic development by providing for residential intensification in close proximity to employment areas.**

#### 4.2.2 Cross-Cutting Issues

Many of the City's policy goals require implementation policies that span multiple themes and fall under a number of other City policies, plans, by-laws and practices. Six cross cutting issues have been identified that are essential to the achievement of a liveable city, which are implemented through the policies in multiple sections of the Official Plan:

- / Intensification
- / Economic Development
- / Energy and Climate Change
- / Healthy and Inclusive Communities
- / Gender Equity
- / Culture

Many of these cross-cutting issues are addressed in other City policy documents and plans, and consequently, the Official Plan needs to be read in conjunction with those other policy documents.

**As discussed above, the proposed development implements and complements several of the Official Plan's Cross-Cutting Issues. The proposed development intensifies an underutilized property within the Inner Urban Area that is within close proximity to transit infrastructure and established walkable amenities and services. Further, the development will significantly contribute towards the creation of 15-minute neighbourhoods as directed by the OP with opportunities to walk to suite many of future resident's day-to-day needs. The unit make-up also includes variety of unit-type options offering potential to attract a wide-selection of new tenants to the community.**

**Through a commitment to first-rate design accomplishments and diversity of unit types within this established neighbourhood, the development will become an attractive place for people that live and work. In summary, these merits facilitate the above-mentioned cross cutting issues and promote the overall objectives of the Official Plan.**

### 4.2.3 Inner Urban Transect

The subject property is located within the Inner Urban Transect, as identified on Schedule A – Transect Policy Areas, of the City of Ottawa Official Plan (Figure 13). The Inner Urban Transect includes the pre-World War II neighbourhoods that immediately surround the Downtown Core, and the earliest post-World War II areas directly adjacent to them. Generally, the older neighbourhoods reflect urban built form characteristics (per Table 6 of the Official Plan, Section 5), while the post-war neighbourhoods reflect suburban characteristics.

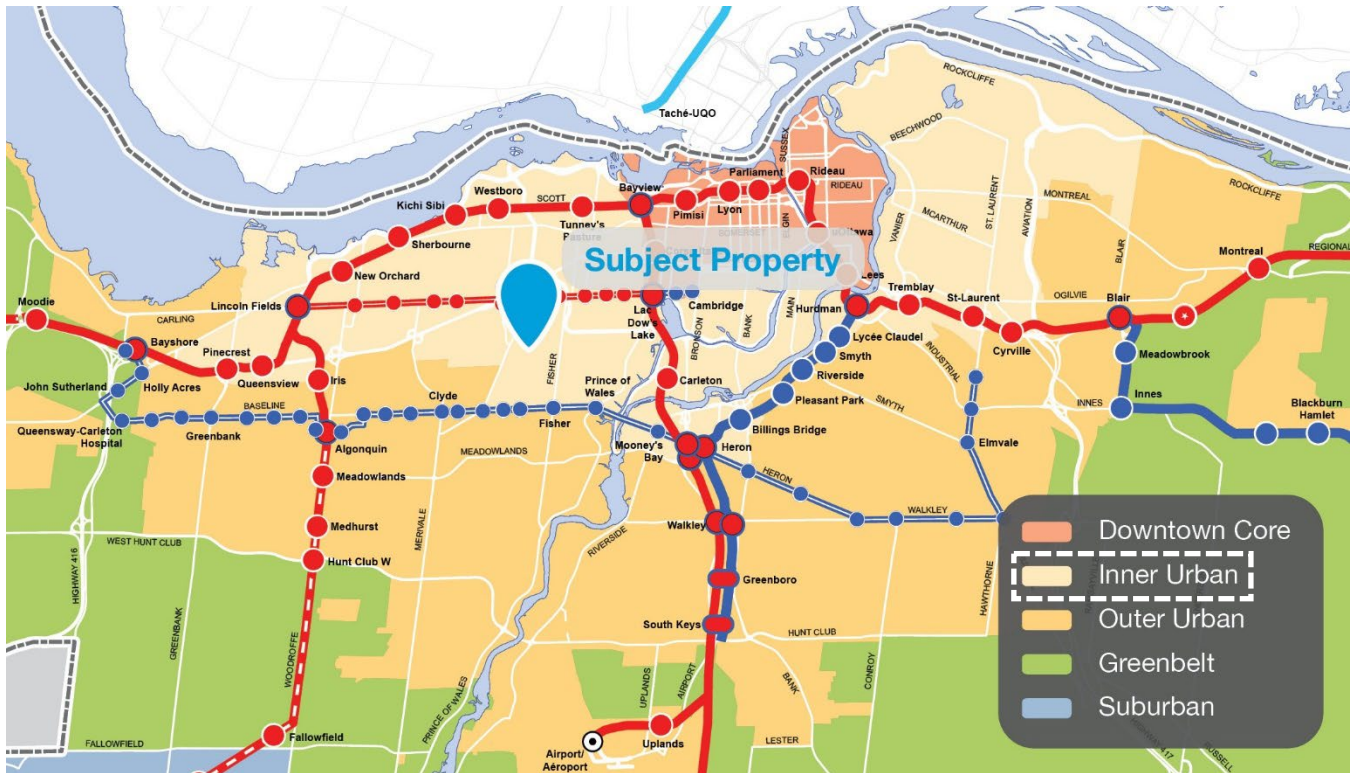


Figure 18: Excerpt of Schedule A - Transect Policy Areas, from the City of Ottawa Official Plan.

The following policies are applicable to the proposed development:

**Policy 5.2.1.3** The Inner Urban Transect is generally planned for mid- to high-density development, subject to:

- Proximity and access to frequent street transit or rapid transit;
- Limits on building heights and massing, as per the underlying functional designation, and the separation of tower elements, established through secondary plans or area-specific policy, the functional designations and urban design policies in Subsection 4.6, or as a result of the application of heritage conservation policies in Subsection 4.5; and
- Resolution of any constraints in water, sewer and stormwater capacity.

**Policy 5.2.4.1** Neighbourhoods located in the Inner Urban area and within a short walking distance of Hubs and Corridors shall accommodate residential growth to meet the Growth Management Framework as outlined in Subsection 3.2, Table 3b. The Zoning By-law shall implement the density thresholds in a manner which adheres to the built form requirements as described in Subsection 5.6.1, as applicable and that:

- a) Allows and supports a wide variety of housing types with a focus on missing-middle housing, which may include new housing types that are currently not contemplated in this Plan;
- b) The application of Zoning By-law development standards to be applied as one lot for zoning purposes to support missing middle housing;
- c) Provides for a low-rise built form, by requiring in Zoning a minimum built height of 2 storeys, generally permitting 3 storeys, and where appropriate, will allow a built height of up to 4 storeys to permit higher-density low-rise residential development;
- d) Provides an emphasis on regulating the maximum built form envelope that frames the public right of way rather than unit count or lot configuration; and
- e) In appropriate locations, to support the production of missing middle housing, lower-density typologies may be prohibited.

**The proposed development provides an increased variety in housing types in a transect characterized by a mix of suburban and urban built form. As the subject property is located in a Neighbourhood and within walking distance of Merivale Road, a Mainstreet Corridor, four-storey structures are permitted to allow for higher-density low-rise residential development.**

#### **4.2.4 Neighbourhood Designation**

The subject property is designated as “Neighbourhood” on Schedule B2 – Inner Urban Transect, of the City of Ottawa Official Plan (Figure 14). Neighbourhood designations are contiguous urban areas that constitute the heart of communities. It is the intent of the Official Plan that Neighbourhoods, along with Hubs and Corridors, permit a mix of building forms and densities. The City recognizes that Neighbourhoods are not all at the same stage of development, maturity, and evolution, and as such, the Official Plan will reinforce those that have all elements of and presently function as 15-minute neighbourhoods; guide those that have a few missing elements into gaining them; and to seed the conditions for future 15-minute neighbourhoods into those that currently are not.



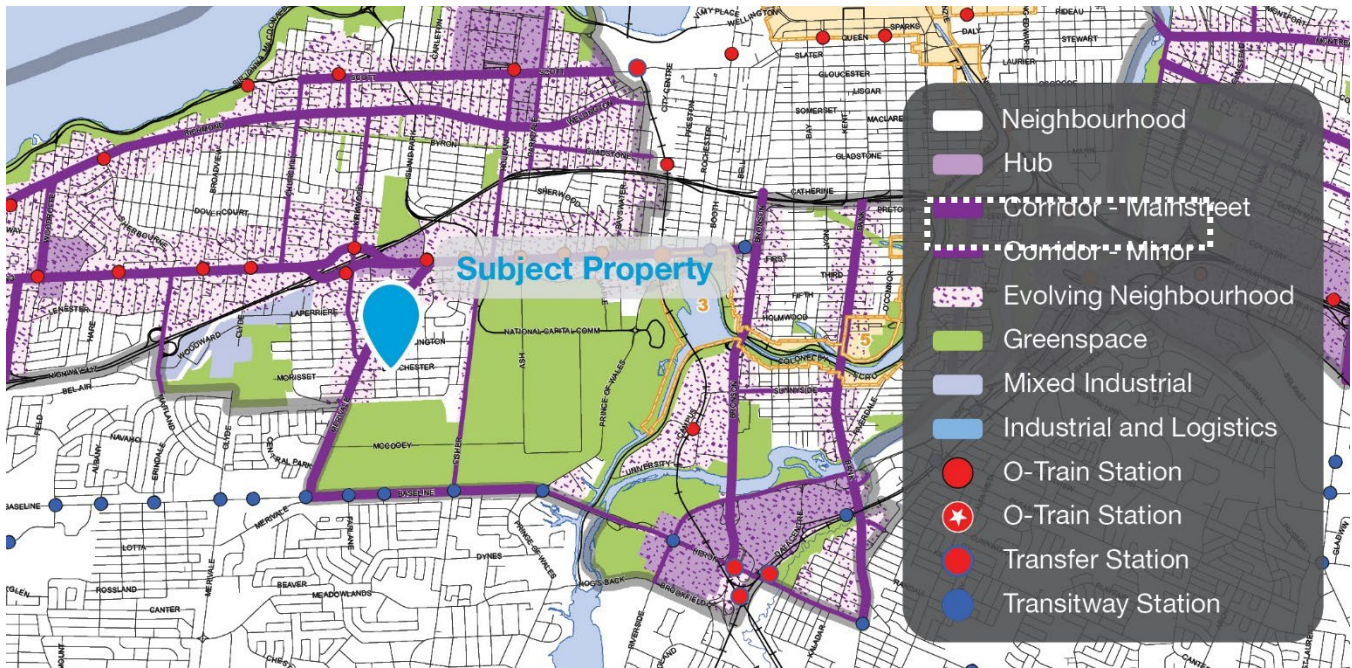


Figure 19: Excerpt of Schedule B2 - Inner Urban Transect, from the City of Ottawa Official Plan.

Neighbourhoods are planned for ongoing gradual, integrated, sustainable and context-sensitive development. The following policies are applicable to the subject property and the proposed applications:

**Policy 6.3.1.2** Permitted building heights in Neighbourhoods shall be Low-rise, except where existing zoning or secondary plans allow for greater building heights; or in areas already characterized by taller buildings.

**Policy 6.3.1.4** The Zoning By-law and approvals under the *Planning Act* shall allow a range of residential and non-residential built forms within the Neighbourhood designation, including;

- a) Generally, a full range of Low-rise housing options sufficient to meet or exceed the goals of Table 2 and Table 3b;

**Policy 6.3.1.5** The Zoning By-law will distribute permitted densities in the Neighbourhood by:

- b) Allowing lower densities and predominantly ground-oriented dwelling forms further away from rapid-transit stations, Corridors and major neighbourhood amenities;

**Policy 6.3.2.5** Further to Subsection 6.3.1, Policy 4 a), amenity areas that are provided outdoors for Low-rise residential development may be limited to balconies, terraces and/or rooftops in order to achieve the growth management density targets.

**The proposed development will introduce a new low-rise apartment building while expanding an existing PUD. The proposed application will provide an opportunity for missing-middle housing intensification in the Inner Urban Area, an area that has been identified to accommodate residential growth in the City of Ottawa. It will also contribute to the City of Ottawa's intensification targets as established in Table 2 and 3b. An appropriate range of amenity space is provided for the development including balconies, terraces, and outdoor landscaped space. Overall, the proposed applications are consistent with the policy direction of the Official Plan.**

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#### 4.2.5 Housing

Adequate, safe and affordable housing makes Ottawa a good place to live and do business. Housing that meets needs across ages, incomes and backgrounds and supports accessibility needs is a key requirement for health and well-being as well as attracting and retaining highly skilled labour and new businesses.

Market-based housing is the housing available in the city as a result of houses being sold by existing owners and housing that is constructed in new communities. As the city grows and changes with a larger population, more different types of housing will be needed. This includes housing units of different sizes and forms, some of which might not be common in Ottawa today.

The Official Plan strives to facilitate a diversity of housing options for both private ownership and rental. The City will promote a range of affordable and market-rate housing by providing a toolkit of planning incentives and direct supports that allows for a greater number of units within the permitted built form envelope; and application processing priority, and consider new policies or development application requirements through a housing- and mobility- affordability lens.

**Policy 4.2.1.1** states that a diverse range of flexible and context- sensitive housing options in all areas of the city shall be provided through the Zoning By-law, by:

- a) Primarily regulating the density, built form, height, massing and design of residential development, rather than regulating through restrictions on building typology;
- b) Promoting diversity in unit sizes, densities and tenure options within neighbourhoods including diversity in bedroom count availability;
- c) Permitting a range of housing options across all neighbourhoods to provide the widest possible range of price, occupancy arrangements and tenure;
- d) Establishing development standards for residential uses, appropriately balancing the value to the public interest of new policies or development application requirements against the impacts to housing affordability; and
- e) The City shall maintain, at all times, land with servicing capacity sufficient to provide at least a three year supply of residential units available through lands suitably zoned to facilitate intensification and land in draft approved and registered plans.

**Policy 4.2.1.2** states that the City shall support the production of a missing middle housing range of mid-density, low-rise multi-unit housing, in order to support the evolution of healthy walkable 15-minute neighbourhoods by:

- a) Allowing housing forms which are denser, small-scale, of generally three or more units per lot in appropriate locations, with lot configurations that depart from the traditional lot division and put the emphasis on the built form and the public realm, as-of-right within the Zoning By-law;
- b) Allowing housing forms of eight or more units in appropriate locations as-of-right within the Zoning By-law; and
- c) In appropriate locations allowing missing middle housing forms while prohibiting lower-density typologies near rapid-transit stations within the Zoning By-law.

**The proposed development provides for a diverse range of context sensitive housing options by providing a dense residential low-rise building that includes a diversity of unit sizes.**



#### 4.2.6 Urban Design

Urban Design is the process of giving form and context to a city to create the theatre of public life. It concerns the design of both the built form and the public realm. Urban design plays an important role in supporting the City's objectives such as building healthy 15-minute neighbourhoods, growing the urban tree canopy and developing resilience to climate change. New development should be designed to make healthier, more environmentally sustainable living accessible for people of all ages, genders and social statuses. Section 4.6 of the Official Plan provides a framework to outline the City's urban design program. The proposed development meets the following Urban Design policies among others:

**Policy 4.6.5.3** states that development shall minimize conflict between vehicles and pedestrians and improve the attractiveness of the public realm by internalizing all servicing, loading areas, mechanical equipment and utilities into the design of the building, and by accommodating space on the site for trees, where possible. Shared service areas, and accesses should be used to limit interruptions along sidewalks. Where underground parking is not viable, surface parking must be visually screened from the public realm.

**All proposed parking will be located to at grade to the rear of the building and screened from the public realm.**

**Policy 4.6.5.4** states that Development shall demonstrate universal accessibility, in accordance with the City's Accessibility Design Standards. Designing universally accessible places ensures that the built environment addresses the needs of diverse users and provides a healthy, equitable and inclusive environment.

**Policy 4.6.6.1** states that to minimize impacts on neighbouring properties and on the public realm, transition in building heights shall be designed in accordance with applicable design guidelines. In addition, the Zoning By-law shall include transition requirements for Mid-rise and High-rise buildings, as follows:

- a) Between existing buildings of different heights;
- b) Where the planned context anticipates the adjacency of buildings of different heights;
- c) Within a designation that is the target for intensification, specifically:
  - i) Built form transition between a Hub and a surrounding Low-rise area should occur within the Hub; and
  - ii) Built form transition between a Corridor and a surrounding Low-rise area should occur within the Corridor.

**The proposed development proposes a context sensitive 4-storey building height aligned with the existing and planned function of the neighbourhood.**

**Policy 4.6.6.6** states that Low-rise buildings shall be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate. Buildings shall integrate architecturally to complement the surrounding context.

**The proposed four (4) storey building responds appropriately to the surrounding built-form and existing context, while providing for areas for soft landscaping, and main entrances at-grade. The proposed building along with the other buildings in the PUD have been designed with a cohesive aesthetic theme and integrate well from an architectural standpoint to complement the surrounding context.**

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

The subject property is zoned Residential Fourth Density, Subzone UC (R4UC). Exception 2812 is applied exclusively to the lands fronting onto Silver Street in the City of Ottawa's Comprehensive Zoning By-law.

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The purpose of the R4 zone is to:

- / Allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings, in some cases limited to four units, and in no case more than four storeys, in areas designated as General Urban Area in the Official Plan;
- / Allow a number of other residential uses to provide additional housing choices within the fourth density residential areas;
- / Permit ancillary uses to the principal residential use to allow residents to work at home;
- / Regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced: and
- / Permit different development standards, identified in the Z subzone, primarily for areas designated as Developing Communities, which promote efficient land use and compact form while showcasing newer design approaches.

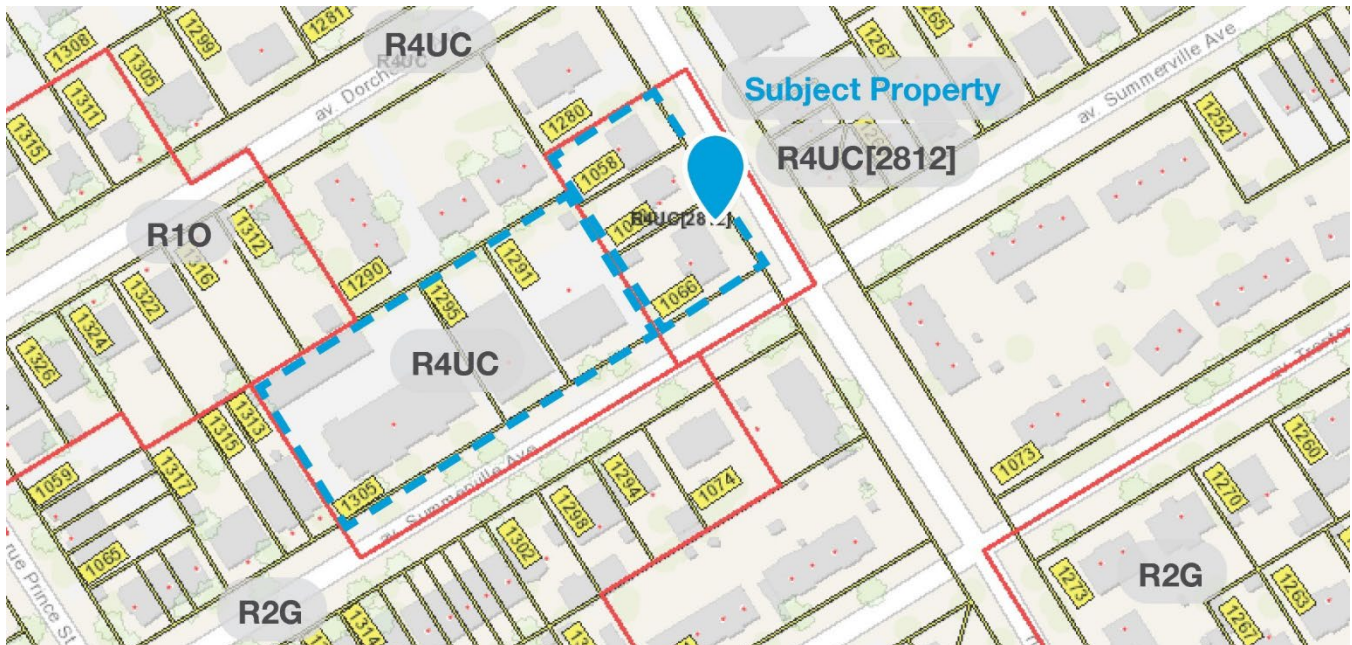


Figure 20: Zoning Map.

The permitted uses within the R4UC zone include Low-rise Apartments and PUD's. The table below demonstrates the proposed development's compliance with the existing provisions of the Zoning By-law including Exception 2812.

Table 2: R4UC [2812] & R4UC – Zoning Provisions Table.

Low-Rise Apartment (9+ units) - Table 162A	Required	Provided	Compliance
<b>Minimum Lot Width</b>	15 m	51.8 m	<b>YES</b>
<b>Minimum Lot Area</b>	450 m <sup>2</sup>	5349.4 m <sup>2</sup>	<b>YES</b>
<b>Maximum Lot Area Exception 2812</b>	1,580m <sup>2</sup> for portion of lands subject to exception 2812	1,580m <sup>2</sup>	<b>YES</b> , for that portion of lands

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			under Exception 2812.
<b>Maximum Building Height</b>	11 m	10.7 m	<b>YES</b>
<b>Minimum Front Yard Setback</b>	4.5 m	4.5 m	<b>YES</b>
<b>Minimum Corner Side Yard Setback</b>	4.5 m	4.5 m	<b>YES</b>
<b>Minimum Rear Yard Setback</b> Sec. 144(5b)	1.2 m	8.7 m	<b>YES</b>
<b>Minimum Interior Side Yard Setback</b> Table 162 (1b)	1.5 m increasing to 7.5 m after 18 metres from front lot line)	1.4 m + 7.5 m (21.5 m from front lot line)	<b>NO</b>
<b>Interior Yard Area</b> Sec. 144 (6) & (7)	<p>6. Where dwellings containing multiple principal dwelling units are developed on a corner lot with the dwelling units fronting on and facing different streets, a minimum interior yard area is required, whether the lot is to be severed or not, that abuts the rear yard and interior side yard, by extending a parallel line from the minimum required rear yard setback affecting the abutting lot, across the longest shared common lot line into the affected site for a distance equal to 30% of the affected lot's actual width, as noted in the Illustration below.</p> <p>7. Despite the requirements for minimum interior side yards and rear yards on a corner lot where dwelling units face different streets, only one interior yard is required.</p>	No Interior yard provided.	<b>NO</b>
<b>Amenity Area</b> Table 137(3)	Does not apply to R4UC zones.	192.22 m <sup>2</sup> (private)	<b>N/A</b>
<b>Maximum Building Height</b> Table 162B	11 m	10.7 m	<b>YES</b>
<b>Maximum Lot Width</b> Table 162B Footnote 11,13	38 m	51.8 m	<b>NO</b> (superseded by Footnote 13 and PUD)
<b>Maximum Lot Area</b> Table 162B Footnote 11,13	1070 m <sup>2</sup>	5349.4 m <sup>2</sup>	<b>NO</b> (superseded by Footnote 13 and PUD)

<b>Minimum 2-Bedroom Unit Rates</b> Sec. 161 (16)(b)(i)	12 Units ( <i>Minimum 25% of units</i> )	16 Units	<b>YES</b>
<b>Front Facade Minimum Glazing</b> Sec. 161 (15)(g)	129.16m <sup>2</sup> ( <i>25% of front facade</i> )	239.21m <sup>2</sup>	<b>YES</b>
<b>Corner Side Facade Minimum Glazing</b> Sec. 161 (15)(g)(i)	38.34m <sup>2</sup> ( <i>15% of front facade</i> )	92.49m <sup>2</sup>	<b>YES</b>
<b>Facade Articulation / Balconies</b> Sec. 161 (15)(h)(j)(ii)	N/A as balconies are provided as per the by-law.	Porches and balconies provided as required	<b>YES</b>
<b>Front Pathway</b> Sec. 139 (4)	<ul style="list-style-type: none"> <li>/ Where a walkway extends from the right-of-way, it must be separated from any driveway by at least 0.6m of soft landscaping.</li> <li>/ In the case of a low rise apartment building the width of a walkway may not exceed: 1.8 m.</li> <li>/ A walkway giving access to a storage area for containerized waste may not exceed 2.2m in width.</li> </ul>	2 m (main entry)  1.1m (other access)	<b>NO</b>  <b>YES</b>
<b>Planning Unit Development (PUD)</b>	<b>Required</b>	<b>Provided</b>	<b>Compliance</b>
<b>Minimum Lot Width</b> Table 162A	N/A	—	—
<b>Minimum Lot Area</b>	1,400 m <sup>2</sup>	5349.4 m <sup>2</sup>	<b>YES</b>
<b>Maximum Lot Width</b> Table 162B (13)	Does not apply	51.8 m	<b>N/A</b>
<b>Maximum Lot Area</b> Table 162B (13)	Does not apply	5349.4 m <sup>2</sup>	<b>N/A</b>
<b>Maximum Building Height</b>	Per dwelling type (Low-rise Apartment) – 11 m	10.7 m	<b>YES</b>
<b>Minimum Front Yard Setback</b> Sec. 144	4.5 m	4.5 m	<b>YES</b>
<b>Minimum Corner Side Yard Setback</b> Sec. 144	4.5 m	4.5 m	<b>YES</b>
<b>Minimum Rear Yard Setback</b> Table 162B (1); Sec. 144 (5b)	An amount equal to the minimum required rear yard setback for the dwelling type proposed,	8.7 m	<b>YES</b>



	from a lot line where it abuts a rear yard on an abutting lot but need not exceed 7.5 metres; 1.2 m		
<b>Minimum Interior Side Yard</b> Table 162B (1b)	Varies; an amount equal to the minimum required interior side yard setback for the dwelling type proposed, from a lot line where it abuts a side yard on an abutting lot for the first 18 metres back from the street and 25 percent of the lot depth for the remainder, to a maximum 7.5 metres	1.4 m + 7.5 m (21.5 m from front lot line)	<b>NO</b>
<b>Minimum separation area between buildings within a planned unit development</b> Table 131 (4)(a)	where the height of abutting buildings within the PUD is less than or equal to 14.5 metres - 1.2 m	5.2 m	<b>YES</b>
<b>Minimum setback for any wall of a residential use building to a private way</b> Table 131 (2)	Notwithstanding any front yard setback requirement associated with any zone or subzone, the minimum setback for any wall of a residential use building to a private way is 1.8 m	>1.8 metres	<b>NO</b>
<b>Parking &amp; Landscaping Provisions</b>	<b>Required</b>	<b>Provided</b>	<b>Compliance</b>
<b>Minimum Width of Driveway</b> Table 131	6 m	3.1 m	<b>NO</b>
<b>Parking Space Rates (Residents)</b> Sec. 101 (Sch. 1A - Area X)	24 spaces  0 spaces for first 12 units – S.101(3)(a) 0.5 per dwelling unit after 12 units - Table 101: R11  <u>1305 Summerville - 16 Units</u> 0 spaces for first 12 units 0.5 spaces / unit for 4 units = 2 Spaces  <u>1295 Summerville - 18 Units</u> 0 spaces for first 12 units 0.5 spaces / unit for 6 units = 3 Spaces  <u>1291 Summerville - 16 Units</u> 0 spaces for first 12 units 0.5 spaces / unit for 4 units = 2 Spaces  <u>1066 Silver - 46 Units</u> 0 spaces for first 12 units 0.5 spaces / unit for 34 units	35 spaces	<b>YES</b>

	<b>= 17 spaces</b>		
<b>Minimum Visitor Parking Rates</b> Sec. 102 (Sch. 1A - Area X)	8 spaces  0 spaces for first 12 units - S.102(2)  No more than 30 spaces per building - S.102(3)  0.1 spaces / dwelling unit for 84 units - Table 102 = 8.4	8 spaces	<b>YES</b>
<b>Bicycle Parking Rates (Residents)</b> Table 111A (Sch. 1 - Area X)	0.50 / dwelling unit 46 units = 23 spaces	37 spaces	<b>YES</b>
<b>Minimum Area of Soft Landscaping</b> Sec. 161(8)	30% for lots greater than 450 m <sup>2</sup> = 1,604.8 m <sup>2</sup>	1690.98 m <sup>2</sup>	<b>YES</b>
<b>Minimum Front Yard Soft Landscaping</b> Table 161	40% of front yard area = 93.25 m <sup>2</sup>	113.89 m <sup>2</sup>	<b>YES</b>
<b>Minimum Rear Yard Soft Landscaping</b> Sec. 161(15)(b)(iii)	50% of rear yard for lots equal to or greater than 450 m <sup>2</sup> = 178.92 m <sup>2</sup>  and at least one rectangle of 25 m <sup>2</sup>	113.04 m <sup>2</sup> (32%)	<b>NO</b>

#### 4.3.1 Proposed Amendment

For a Planner Unit Development (PUD), the applicable by-law provisions are as per the dwelling type, in this case a low-rise apartment building along with the PUD provisions. As listed above, a Planned Unit Development is permitted within the R4UC Zone and the by-law includes provisions for a low-rise apartment building within a Planned Unit Development.

**As noted in the zoning tables, the proposed development requires an amendment to the existing zoning provisions to amend certain site-specific provisions of the Zoning By-law.**

In Fotenn's opinion, the requested Zoning By-law Amendment to facilitate the development a low-rise apartment building is consistent with the Provincial Policy Statement, conforms to the Official Plan, and is both compatible and appropriate for the development of the lands in this area. The requested amendments to the zoning provisions are discussed below.

**The Zoning By-law Amendment proposes to address specific provisions of the R4UC zone through the application of a site specific zoning exception to the lands. The special exception would provide relief from specific provisions of the zone.**

#### 4.3.2 Amendment Rationale

##### 4.3.2.1 Official Plan

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The subject property is designated Neighbourhood within the Inner Urban Transect in the City of Ottawa Official Plan. The minor zoning by-law amendment application is consistent with the policies related to the transect and designation, as well as the growth management framework and urban design direction.

The proposed development contributes to the vision of a gradual evolution of existing neighbourhoods towards a denser urban fabric by expanding an existing Planned Unit Development through the addition and construction of a new Low-rise Apartment building.

Within the Neighbourhood designation, a range of residential and non-residential uses are permitted. The proposed Apartment Building and expanded PUD are consistent with the designation policies, as residential intensification will be introduced in an existing neighbourhood within an existing context that includes some similar Low-rise Apartments but a greater amount of lower density built form.

The Growth Management Framework in the City’s Official Plan provides direction for intensification to be located within the built-up portion of the urban area. The subject property’s location within the Carlington neighbourhood is within the built-up urban area and is an appropriate location for intensification and growth.

The Urban Design policies of the City’s Official Plan provide direction for low-rise buildings, stating that they should be designed to respond to context and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, and that buildings shall integrate architecturally to complement the surrounding context. The Development plans for the new Low-rise Apartment Building exhibit all of these characteristics.

**4.3.2.2 Zoning By-law**

The subject property is zoned Residential Fourth Density, Subzone UC (R4UC) with Exception 2812 in the City of Ottawa’s Comprehensive Zoning By-law. The stated purpose of the R4 zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings and regulate development in a manner that is compatible with existing land use patterns. As noted above, the requested amendments will facilitate a new four (4)-storey apartment building that will be added to an existing and adjacent Planning Unit Development that consists of low-rise apartment buildings.

Considering the proposed uses (residential) and built-form (low & mid-rise), the application reflects the general intent and purpose of the Zoning By-law. However, as indicated in the zoning conformance tables above, to proceed, the proposal requires modest amendments from certain by-law provisions.

The proposed development meets the majority of the zoning by-law standards including maximum height, permitted uses on the lands, and required parking. The proposed development seeks to amend various provisions predominantly intended to address the interface with the public realm and ensure appropriate scale, massing, and rhythm on outward facing portions of the redevelopment and the Planned Unit Development classification.

Further, as noted, the footprint, scale, and massing of the proposed buildings were designed to respect the direction of the Zoning-Bylaw Amendment and Official Plan. The design presented in this application responds to the feedback from engaged stakeholders as well as the surrounding community context and planned function.

A zoning compliance table has been provided in Section 4.3 of this report which summarizes the provisions of the R4UC zone. The following table is provided to offer important insight into the zoning amendments sought.

Section	Provision	Required	Provided	Considerations
131 (1)	Width of private drive Aisle	6 m	3.12 m	The request pertains to the existing drive aisle between 1291 Summerville Ave and the proposed new building.

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				<p>As this is an existing condition, the request is to narrow the easternmost driveway from 3.92 m to 3.12 m. The existing driveway was used to accommodate pedestrian and vehicular access from the parking area to the City sidewalk.</p> <p>However, this area is being expanded through the new development such that it will more comfortably accommodate and separately define a 3.12 m driveway and a 1.8 m walkway to a parking lot with 10 spaces interior to the site.</p> <p>The provision originates in the Planned Unit Development section of the by-law (S. 131).</p> <p>It is important to note that in Zoning By-law 2008-250, a Low-rise apartment is permitted to provide a 3 metre wide driveway which is not permitted to exceed 3.6 metres in width when accessing less than 20 spaces. These standards have been reduced in 2014 and 2016 but the PUD provisions were not considered or amended at the time of amendment to the drive aisle provisions the by-law.</p> <p>It is also important to note that this amendment could have been removed in favour of removing the driveway and only using the westernmost driveway, however this would have resulted in more asphalt and less landscaping / amenity space in the parking lot.</p> <p>Further, the addition of a walkway along this drive aisle will aid in connectivity to the sidewalk system in the area and improve resident safety.</p>
162 (1b)	<b>Interior side yard</b>	1.5 m + 7.5 m (18 m from front lot line)	1.4 m + 7.5 m (21.5 m from front lot line)	<p>The purpose of this side yard setback is to allow sufficient space for egress and maintenance of buildings and the additional setback at 18 m is to avoid issues of overlook and shadowing of rear yards from adjacent buildings.</p> <p>In this case the requested amendment of 0.1 m is negligible as the adjacent property has a parking lot abutting the lot line so stopping the building 3.5 m further from the rear yard would not better satisfy the intent of the requirement.</p>



				The low-rise profile of the proposed new building will also mitigate overlook, massing, and shadowing concerns potentially associated with the requested interior yard setback reduction.
161 (15) b iii	<b>Minimum Rear Soft Landscape Area</b>	50% of rear yard	32% or rear yard	<p>This proposed amended provision is the result of adding new lands to the existing PUD resulting in a new rear yard at the far western end of the PUD where a 6 m driveway and parking spaces currently exist.</p> <p>If the new apartment was owned and developed independently with only the shared driveway proposed and discussed above, this amendment would not be required. It is important to note that the proposal involves the removal of one existing parking space in order to increase and improve the soft landscaping in this yard.</p> <p>Further, two additional rear-yard, landscaped spaces are included behind the proposed new building and the buildings at 1291 &amp; 1295 Summerville Ave which measure 493.94m<sup>2</sup> in total area, providing ample outdoor, soft landscaped area for the PUD in it's entirety.</p>
Table 131.2	<b>Building Setback to a Drive Aisle</b>	The minimum setback for any wall of a residential use building to a private way is 1.8 metres in a PUD	0 metre setback (existing condition).	This is an existing condition included here as part of the minor zoning by-law amendment application to ensure transparency in the application and formalize the proposed zoning by-law amendment.
139.4	<b>Front Pathway</b>	Where a walkway extends from the right-of-way, it must be separated from any driveway by at least 0.6m of soft landscaping. /The width of a walkway may not exceed: 1.8 m.	2.0 metre walkway width proposed.	This condition is a minor variation from the requirements, does not cause adverse impacts, and improves the interface between the public ROW and private building and is consistent with the existing walkway widths in the existing PUD.

		/A walkway giving access to a storage area for containerized waste may not exceed 2.2m in width.		
<b>Section 144.6</b>	<b>Interior Yard</b>	Where dwellings containing multiple principal dwelling units are developed on a corner lot with the dwelling units fronting on and facing different streets, <b>a)</b> a minimum interior yard area is required, whether the lot is to be severed or not, that abuts the rear yard and interior side yard, <b>b)</b> by extending a parallel line from the minimum required rear yard setback (4 metres) affecting the abutting lot, across the longest shared	No Provided	Given the site dimensions and abutting lot fabric. This provision cannot be adhered to. The property as a whole provides ample interior landscaped areas that satisfy the intent of this provision.

		<p>common lot line  <b>c)</b> into the affected site for a distance equal to 30% of the affected lot's actual width, as noted in the Illustration below.</p>		
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**The proposal achieves the intent of the Residential Fourth Density Zone as follows:**

- / Proposing a low-rise townhouse built-form that is no more than four storeys; and
- / Ensuring the proposed development is compatible with existing land use patterns so that the mixed building form, residential character of the existing neighbourhood is maintained or enhanced.

Further, as indicated in the zoning map, the subject property is surrounded by similarly zoned properties in the Residential Fourth zone which will ensure long-term compatibility of the proposed building with the planned function of the area.

**The Minor Zoning By-law Amendment meets the general intent and purpose of the Zoning By-law, as the amendments sought are close to meeting the performance standard and more importantly allow for a development that is meeting the intent and purpose of the provisions and in the case of the soft landscape amendment is triggered simply by the inclusion of the new apartment into the existing development, otherwise it would be compliant with the Zoning By-law.**

**4.3.2.3 Impacts of the Proposed Amendments**

**In our professional opinion, the proposed Amendments are appropriate as follows:**

- / There are no increased shadowing, noise, or privacy impacts.
- / The buildings achieve conformity with the vast majority of the provisions of the Zoning By-law including those relating to, permitted uses, active entrances, maximum building height, and percentages of glazing along the front and corner lot lines.
- / The zoning is focused on ensuring building mass is at the street edge and so the proposed design has provided a prominent and active frontage.
- / The requested amendment for drive aisle width and building setback to drive aisle represent existing conditions.
- / The requested reduction to rear-yard landscaped area is a function of the layout of the Planned Unit Development. The entire development provides for 493.94m<sup>2</sup> behind the existing buildings and 113m<sup>2</sup> in the rear yard for a total of 606m<sup>2</sup> of landscaped area.
- / The two remaining areas included in the zoning by-law amendment application are for interior side-yard, and walkway width, represent only a minor departure from the requirements of the by-law and do not cause any new, undue negative impacts on the public ROW, or neighbouring private lands.



Given the complexity of the proposed development with the inclusion into the existing PUD, and the competing interests at play, the areas requiring modest amendments to the zoning by-law are considered minor in nature and do not adversely impact the overall successful execution of this project.

Of the five areas requiring relief, all pertaining to existing conditions on the site, or the misalignment in the zoning by-law for the PUD; each only requiring modest changes to the established zoning provision. The required amendments are spread evenly amongst the entire PUD area, ensuring no specific location or building is overburdened with non-conformance. Moreover, each zoning amendment is addressed with a complementary and mitigating design response such as additional landscaped amenity area, building materiality and articulation.

Additionally, the proposed Amendments to the existing zoning are both minor in nature and affect only specific locations on the site while continuing to promote the overall objectives of the Official Plan, and Zoning Bylaw including appropriate building height, massing and scale, facilitating positive and vibrant framing of the public realm with a building that interfaces well with the street, and high-quality architecture and building articulation to further animate the public realm. Building height, location, uses, and active frontage requirements as established in the Zoning By-law are all respected and adhered to in the proposed design and site layout.

#### **4.3.2.4 Appropriateness of Development**

The requested zoning by-law amendments allow for the introduction of a new low-rise apartment building with 46 units within an existing fully serviced neighbourhood adjacent to other low-rise apartment buildings. They are also allowing the new apartment building to form part of an existing PUD with other similar apartments allowing for the sharing of existing parking and rear amenity areas. The resultant intensification is significantly consistent with the intensification policies of the City of Ottawa Official Plan and those of the Provincial Policy Statement.

The objectives of the redevelopment plan include:

- / Providing new/increased housing units;
- / Increasing efficiency of land uses;
- / Replacing low-density building typologies;
- / Providing a range of housing units; offering flexible interior/exterior amenity spaces;
- / Minimizing and screening surface parking;
- / Successful height and massing transitioning to existing neighbourhoods; and
- / Using strategic articulation and materiality changes along the various street frontages to add interest to the streetscape and to provide space for activities adjacent to the sidewalk and especially to facilitate animating this portion of the public ROW.

The proposal is appropriate as it capitalizes on an infill opportunity within a built-up area where services are readily available, promotes intensification and increased missing-middle housing in an area that is close to public transit and active transportation routes, and promotes densities that contribute to more sustainable land use patterns and contribute to the range and mix of residential housing types.

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It is Fotenn's professional opinion that the proposed Plan of Subdivision and Zoning By-law Amendment applications represent good planning and are in the public interest for the following reasons:

### **Conforms to the Intent of the City of Ottawa Official Plan**

The proposed low-rise apartment building within the existing Planned Unit Development is permitted and encouraged within the Inner Urban Transect and in Neighbourhood designated lands. Official Plan policy states that development in Neighbourhoods within walking distance of a Corridors should provide a wide variety of housing types with a focus on missing-middle housing in accordance with the Growth Management Framework. The proposed development will replace three detached dwellings with 46 units in a context sensitive manner, within an area that has been identified to accommodate residential growth in the City of Ottawa.

### **Conforms to the Intent of the City of Ottawa Zoning By-law**

Although amendments to the zoning framework are required, it is our professional opinion that this application proposes appropriate Amendments to the Zoning By-Law.

### **Supported by Technical Studies**

The reports and studies required by the City of Ottawa for this submission were prepared and are submitted alongside this Planning Rationale. These materials are supportive of the proposed development subject to the recommendations and guidelines detailed therein.

### **Represents Good Planning**

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels including: optimizing the use of serviced lands within the existing urban boundary, encouraging growth within the urban boundary, and contributing to the range and availability of housing for all ages and incomes within the Inner Urban Transect.

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

Sincerely,



Genessa Bates, M.PI  
Planner



Tim Beed, MCIP RPP  
Associate, Planning