



PLANNING RATIONALE

861 Clyde Avenue

Applications for Official Plan Amendment and Zoning By-law Amendment

November 2020



URBAN
STRATEGIES
INC

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1. INTRODUCTION

SUMMARY OF THE PROPOSAL

This Planning Rationale Report has been prepared to support Official Plan Amendment and Zoning By-law Amendment applications for a high-density development at 861 Clyde Avenue (“the Site” or “the Subject Property”). The Site, formerly occupied by a dairy plant, is located just south of Carling Avenue, adjacent to Highway 417. The proposed development will become a unique self-contained neighbourhood with an identity and public realm all its own, while setting the stage for future redevelopments to the north along Carling Avenue and the west. It will support the continual transformation of the area into a new mixed-use neighbourhood integrated with the surrounding established community. As explained in this report, redevelopment of the Subject Site will support the City of Ottawa’s city-building objectives to increase population density along higher-order transit corridors, enhance the public realm for pedestrians, and achieve complete, walkable communities.

The Planning Rationale Report includes the following:

- A description of the Subject Property and its surroundings;
- A description of the proposed site master plan and future land use context;
- A review of the applicable provincial and City of Ottawa policies, and an analysis of how the proposed development conforms to key policies;
- A summary of supporting technical studies; and,
- A planning opinion on the merits of the proposal.

The proposed development will feature:

- Seven residential buildings ranging in height from 9 to 30 storeys resting on 2-storey podiums and linked by 6-storey buildings;
- Grade-related townhouse units oriented to a private street and common amenity spaces;
- Approximately 1,740 residential units in total;
- A range of residential unit sizes to accommodate households of all sizes, including units suitable for families with children;
- A new neighbourhood park on Clyde Avenue as a front yard for the development and a gathering space;
- Active uses, including neighbourhood amenities, facing the park;
- A multi-use trail and landscaped open space between the development and Highway 417 to provide a green active transportation link between Churchill Avenue and Clyde Avenue;
- A through-street from Clyde Avenue to Churchill Avenue to enhance connectivity through the block.

PROPOSAL STATISTICS:

Total Number
of Units:

~1,740

Total Floor Area:

~165,000 sm /

~1,679,200 sf

Non-Residential Floor Area: ~9,000 sm

Car Parking:

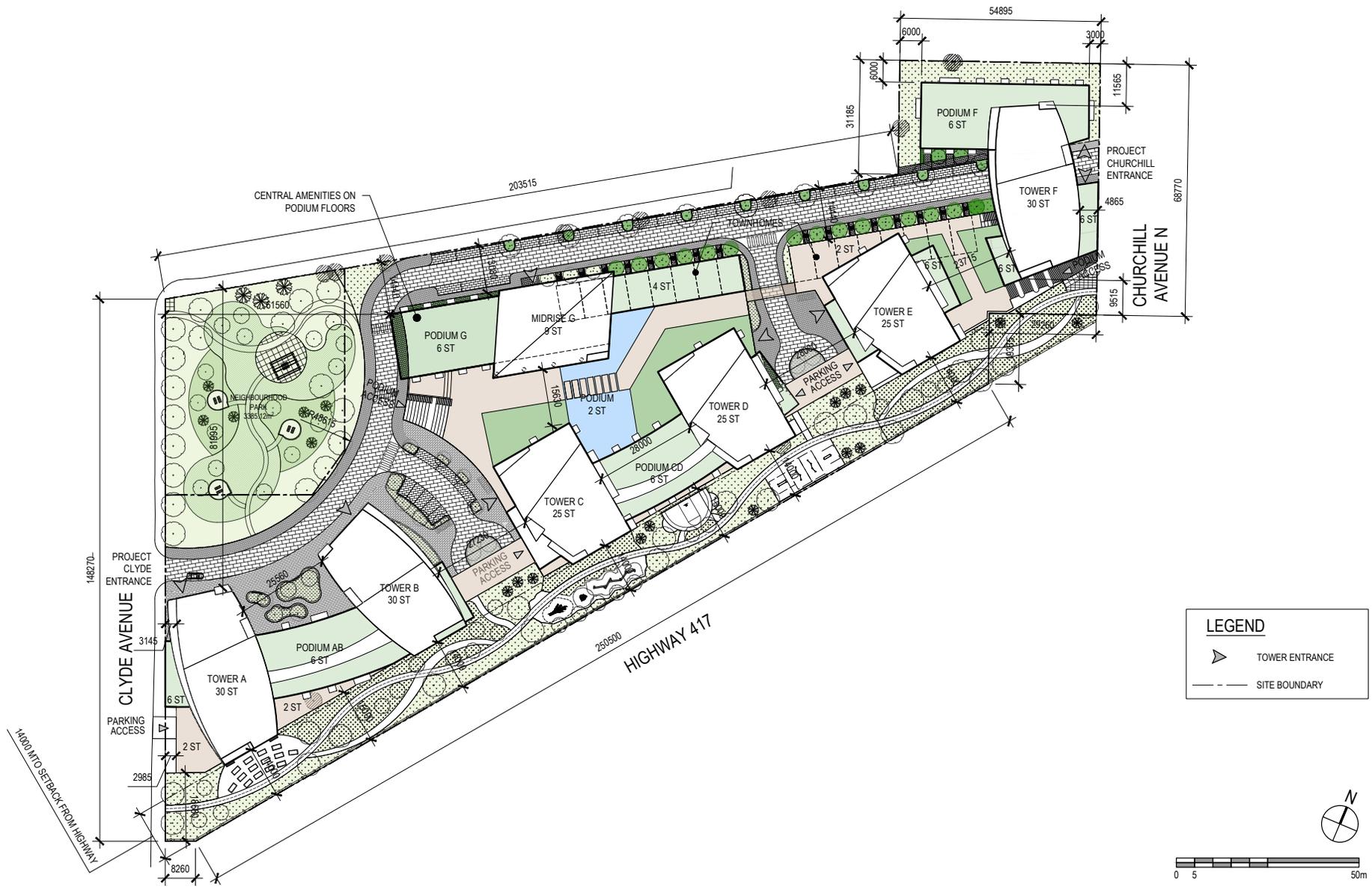
~1,650

Bicycle Storage:

~1,060



RENDERING OF PROPOSED DEVELOPMENT - Aerial View Looking Southeast



Master Site Plan Concept

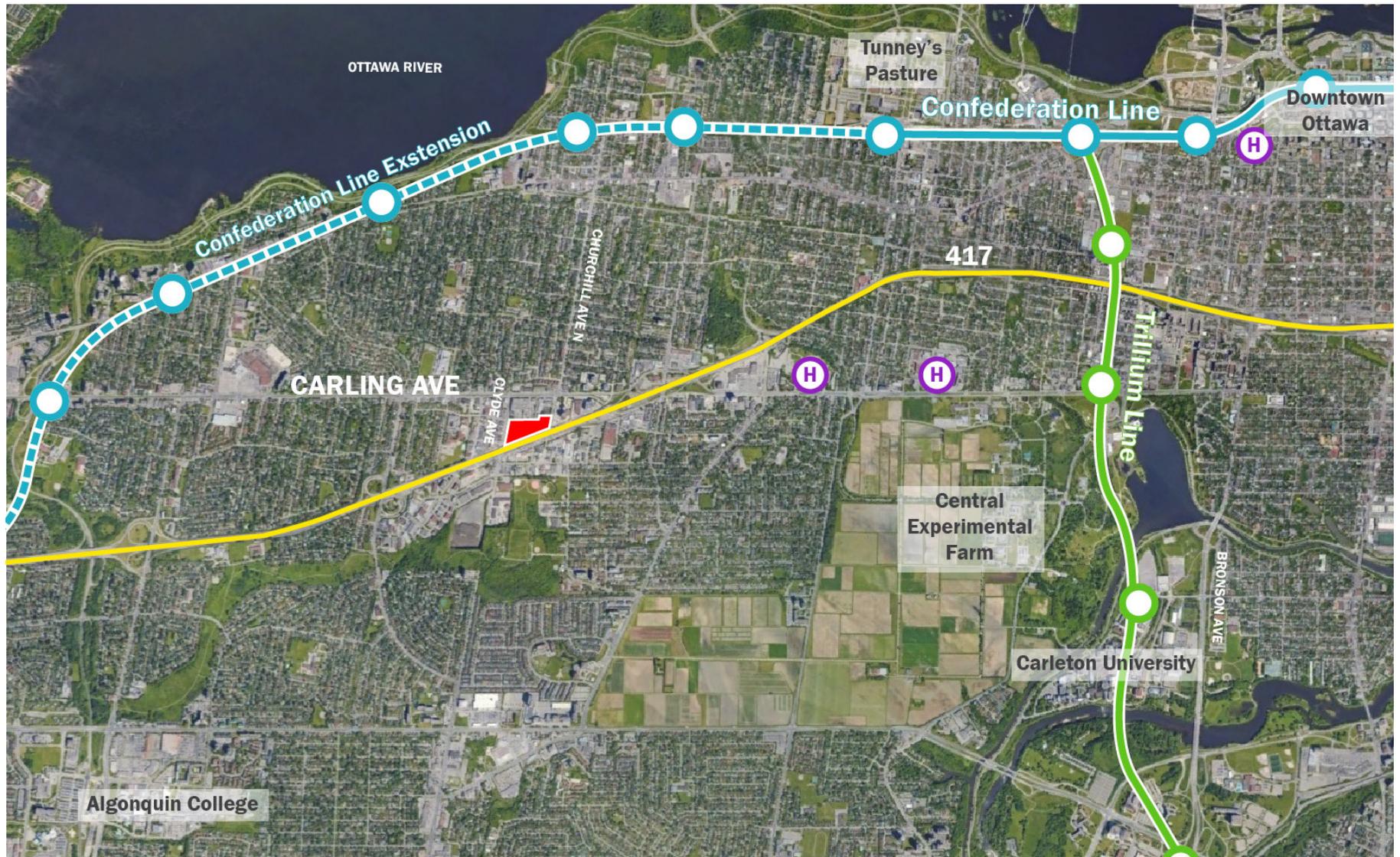
Planning Process

An initial concept for the proposed development was presented to City staff at a Pre-Application Consultation Meeting on August 19, 2020, and was further discussed with Planning staff on October 20, 2020. Meetings were also held with Councillor Jeff Leiper for his feedback. A community meeting is scheduled for November 30, 2020, and a presentation of the proposed master plan to the Ottawa Urban Design Review Panel will be made early in 2021.

Summary of Proposed OPA and ZBA

The Official Plan and Zoning By-law currently permit mix-used intensification of the Subject Property under the applicable General Urban Area policies and Arterial Mainstreet zoning. Amendments are needed, however, to permit the proposed building heights. Because the Site technically is not adjacent to Carling Avenue or within 400 metres of a planned rapid transit station, heights greater than 9 storeys are not currently permitted. In all other respects, the proposal is aligned with the Official Plan as well as guidelines applicable to high-rise development. The proposed Zoning amendment would set density and height limits in accordance with the proposed master plan.

2. THE SITE & SURROUNDING CONTEXT



Location Map

SITE DESCRIPTION

The Subject Property stretches from Clyde Avenue to Churchill Avenue, on the north side of Highway 417. Its irregular shape has an area of 2.74 hectares. Until 2017, the Site was occupied by a dairy plant, initially operated by Neilson Dairy and then, after 2008, by Saputo Dairy Products Ltd. It is part of a block fronting Carling Avenue that contains retail uses (Canadian Tire, Boston Pizza) and two car dealerships immediately north of the Site (Mazda, Volvo).



Aerial of Site

100m



Google Earth

Looking South East onto Site from Clyde



Google Earth

Looking South onto Site from Churchill

IMMEDIATE SURROUNDINGS

The Subject Site is surrounded by car-oriented commercial uses characterized by big box retail stores, strip malls, automobile dealership/service stations/ rental and gas bars, office buildings, restaurants, and light industrial uses.

NORTH

To the north, beyond the Canadian Tire and car dealerships, on the north side of Carling Avenue, are commercial buildings of 1-2 storeys, behind which are a cluster of 3-storey apartment buildings along Tillbury Avenue.

EAST

To the east, is a 10-storey office building accessed from Churchill Avenue, and beyond that is a 2-storey commercial building and a 6-storey storage facility. On the north side of Carling Avenue, across from the storage facility, is Executive Park, which comprises three 7-storey office buildings.

SOUTH

To the south, on the other side of Highway 417, is an area of light industrial and commercial uses, beyond which is a large City works yard, Carlington Park and Clyde Woods.

WEST

On the west side of Clyde Avenue are restaurants, an equipment rental business and other commercial services. Beyond these are more small-scale commercial and light industrial uses, including several auto repair facilities.



CARLING AVE & CANADIAN TIRE



3 - STOREY APARTMENTS AT COLE AND CARLING AVENUE



NORTHWEST CORNER OF DOHENY AND CLYDE AVENUE



SOUTH ON CLYDE STREET



5 EAST ON CARLING



6 CAR DEALERSHIPS



7 SOUTH ON CHURCHILL AVE



8 CHURCHILL OFFICE PARK



9 VIEW FROM HWY 417



KEY MAP

BROADER CONTEXT

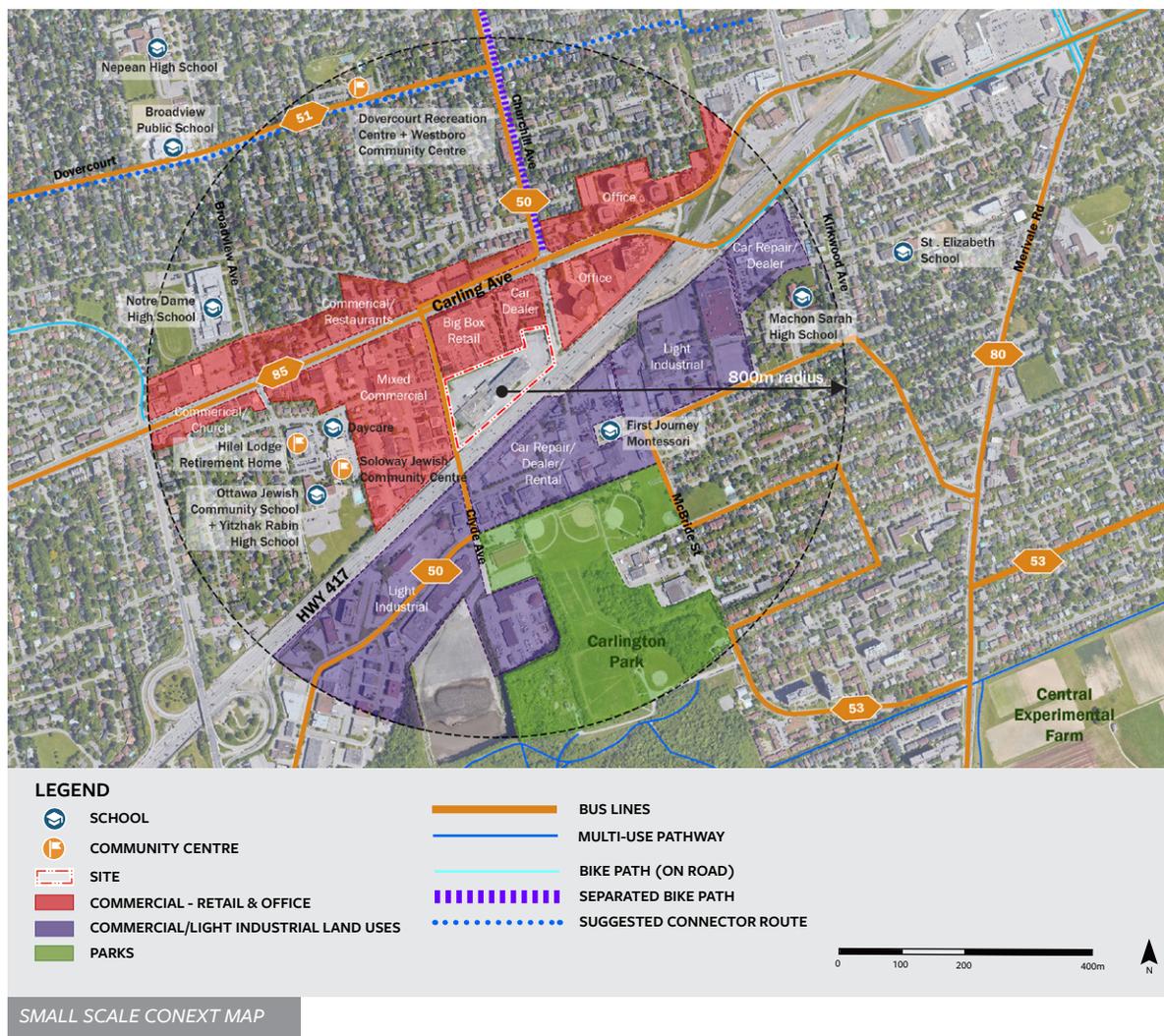
The Site is located within the Kitchissippi Ward of the City of Ottawa. Beyond the Site's immediate commercial and industrial context are established neighbourhoods, including Glabar Park to the west, Carlingwood to the northwest, Highland Park to the north, Westboro to the northeast, and Carlington to the southeast. Carlingwood Shopping Centre and Westgate Shopping Centre are two major retail nodes within two kilometres of the Site, to the west and east, respectively. The Royal Ottawa Mental Health Centre and the Civic Campus of the Ottawa Hospital are 1.8 and 2.5 kilometres east of the Site, respectively.

There are a number of amenities within 800 metres of the Site such as the Dovercourt Recreation Centre and Westboro Community Centre to the northwest and, just 400 metres to the west, the Soloway Jewish Community Centre and Hillel Academy. Other nearby schools, all within 800 metres, include Nepean High School, Broadview Public School, Notre Dame High School and St. Elizabeth School. Private schools/daycare such as the Early Beginnings Multicultural Child Development Centre of Ottawa, Ottawa Jewish Community School, Yitzhak Rabin High School, Machon Sarah High School, and First Journey Montessori are also located within 800 metres. Carlington Park, less than 400 metres to the south, contains baseball diamonds, an ice arena, hills popular for tobogganing and snowboarding, and multi-use trails.



Transportation Context

The Site has good accessibility for pedestrians, cyclists and vehicles via Clyde Avenue and Churchill Avenue. The Site is also highly accessible by transit. Route 85 offers frequent service along Carling Avenue and intersects with the Trillium Line at Carling Station and the Confederation Line at Pimisi Station. Planned dedicated bus lanes on Carling will significantly improve travel times on the route. Local route 50 travels by the Site on Clyde Avenue and terminates at Tunney's Pasture station.



DEVELOPMENT ACTIVITY IN THE AREA

In recent years, development activity has increased in the area surrounding the Site, particularly along Carling Avenue, where a number of projects will begin to transform the corridor with intensification that supports higher-order transit and contributes to a more urban, pedestrian-friendly streetscape.



Approved Developments

1309 CARLING AVENUE – PHASE 1 OF WESTGATE REDEVELOPMENT

An official plan amendment and zoning by-law amendment was submitted on December 23, 2015, to facilitate the redevelopment of the site, which will consist of six mixed-use buildings that range from 15 to 36 storeys. The full build-out of the site will be phased and will ultimately result in the demolition of the existing shopping centre. A site plan control application was submitted on November 8, 2018, for Phase 1 of the project, a 24-storey mixed-use building with ground-floor commercial/retail within a 4-storey podium and 216 residential units above. Two levels of underground parking with 224 parking spaces were also proposed.

The official plan amendment and zoning by-law amendment was approved by Council on 28 March 2017. The site plan control application for Phase 1 of the development was approved on 24 October 2019.



1354 & 1376 CARLING AVENUE

A zoning by-law amendment and site plan control application were submitted on April 12, 2017, for approval of three mixed-use, high-rise buildings of 20-storeys and two mid-rise residential buildings of 9-storeys located at the rear of the properties. Phase 1 of the two-phase development consists of the eastern portion of the site and contains one of each of the high-rise and mid-rise buildings, with 218 units and 124 units, respectively. A single-level underground parking garage for 202 vehicles as well as bicycle parking was proposed for Phase 1.

The zoning by-law amendment was approved by Council on August 29, 2018 and the site plan control application was subsequently approved on January 15, 2019.



Proposed

1995 CARLING AVENUE

A site plan control application was submitted on April 22, 2020, for a 27-storey residential high-rise apartment building containing 210 units. A 4-storey podium is also proposed for the development that will fill out most of the lot. All 168 vehicular parking as well as bicycle parking are provided in six below-grade levels.



1705 CARLING AVENUE

A zoning by-law amendment and site plan control application was submitted by Claridge Homes on April 29, 2020, for a 22-storey residential building and a 9-storey retirement home. The residential building will contain 194 units and the retirement home will contain 160 units, with both buildings sharing an underground parking lot with 234 parking spaces in addition to 19 surface parking spaces. The ground floor of the high-rise apartment building is proposed to contain commercial space of approximately 160 square metres fronting Carling Avenue, while the ground floor of the retirement home is proposed to contain a number of services and ancillary uses for the residents including a hair salon, library and computer room, multi-purpose room, gym, pool, sun room, game room, lounges, craft room, dining room, kitchen, and administrative offices.



1655 CARLING AVENUE

A zoning by-law amendment was submitted on October 17, 2019, for a 22-storey mixed use building with a 6-storey podium. It is anticipated that there will be a total of 260 units and 284 underground parking spaces at full build out. The ground floor of the building is proposed to accommodate 795 square metres of commercial space.

1330 CARLING AVENUE & 815 ARCHIBALD STREET

A zoning by-law amendment application and site plan control application were submitted on May 19, 2020 for a 24-storey mixed-use building, with commercial at grade and residential uses above. A total of 175 dwelling units, 54 below-grade parking spaces and 8 surface parking spaces are proposed.



Summary

The Subject Property is located in an area defined by low-density commercial uses, mid-rise office buildings and a mostly uninviting public realm. Just beyond the Site's immediate surroundings, however, are attractive residential neighbourhoods and a range of amenities within walking distance. The Carling Avenue corridor is ripe for change and intensification, as suggested by several approved or proposed redevelopments. The advantages of the Site for intensification and place-making are not only its close proximity to higher-order transit on Carling Avenue but also its separation from established neighbourhoods, which will not be affected by tall buildings on the Site. There is an opportunity to accommodate a critical mass of new residents along with enhancements to the public realm in a distinct high-density neighbourhood that encourages broader transformation of the immediate area.

3. PROPOSED MASTER PLAN

Redevelopment of the Subject Property will be guided by a master plan that positions buildings along Highway 417 and a new east-west street to frame and address new public spaces, private amenity space and future development to the north.

The master plan includes six towers spaced across the site, joined and anchored by mid-rise buildings. Two 30-storey towers at the west end of the Site are linked by a 6-storey building and overlook a new neighbourhood park. Three 25-storey towers will sit on 2-storey podiums containing parking and service areas, with common indoor and outdoor amenity spaces on the podium roof. On the north side of the Site, a stepped building ranging from 4 storeys to 9 storeys will help frame the elevated amenity space and accommodate townhouse units both at grade and facing the amenity space. A third 30-storey building at the east end of the site will bridge the private street and be anchored by 6-storey buildings on each side.

While the 6-storey elements of the master plan along the highway block noise from, and views to, the highway, the towers are slender, with widths of 20 or 24 metres and floorplates of 750-850 square metres, and they are spaced 23-28 metres apart to

ensure interior amenity spaces and residential units have access to sunlight and sky views. The massing will also give the development an interesting and elegant profile from distant views, marking the emergence of a new transit-oriented neighbourhood node in the Carling Avenue corridor.

The rooftops of the development's 6-storey buildings will accommodate both green roofs and additional common amenity space.

The proposed private street through the Site will accommodate visitor parking on one side and provide access to two short north-south streets that provide access to parking and accommodate pick-up and drop-off. A direct access to underground parking is also proposed on Clyde Avenue, south of the new street access. The new private streets within the Site will be designed for low vehicle speeds and with sidewalks to achieve a safe and comfortable environment for pedestrians and cyclists.

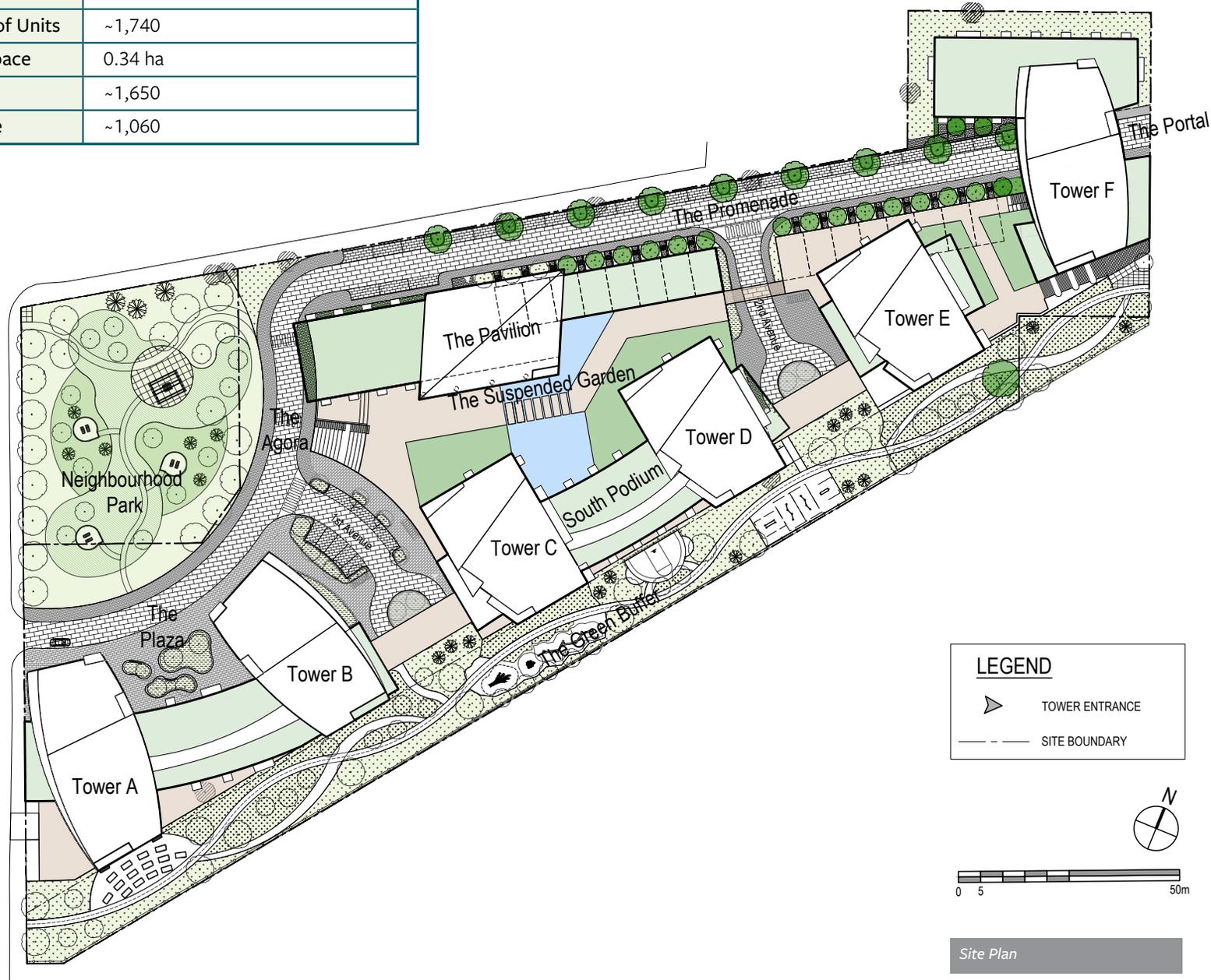
The proposed 0.34-hectare neighbourhood park at the northwest corner of the Site will give the development a strong address and identity, and over time will function as a central gathering place not

only for residents on the Site but also for the larger community as it evolves through redevelopment and intensification. The ground floors of the proposed buildings facing the park will contain active indoor amenity spaces and potentially space for small-scale commercial amenities facing the park. Amphitheatre-like steps and a small plaza between the two western-most towers will complement the park with more intimate hard-surface spaces for sitting and gathering.

Most of the park will be on land dedicated for such purposes; the south and east edges of the park, however, are proposed to be built and maintained through easements, which will facilitate a rational layout of underground parking.

The south edge of the development will feature a multi-use trail in a landscaped private but publicly accessible open space within the required 14-metre setback from the highway, to provide a direct connection between Clyde Avenue and Churchill Avenue for cyclists, pedestrians and other trail users.

Total Floor Area	~165,000 sm / ~1,679,200 sf (Non-Residential Floor Area: ~9,000 sm)
Net Density	6.87 FSI
Total Number of Units	~1,740
Public Open Space	0.34 ha
Car Paking	~1,650
Bicycle Storage	~1,060

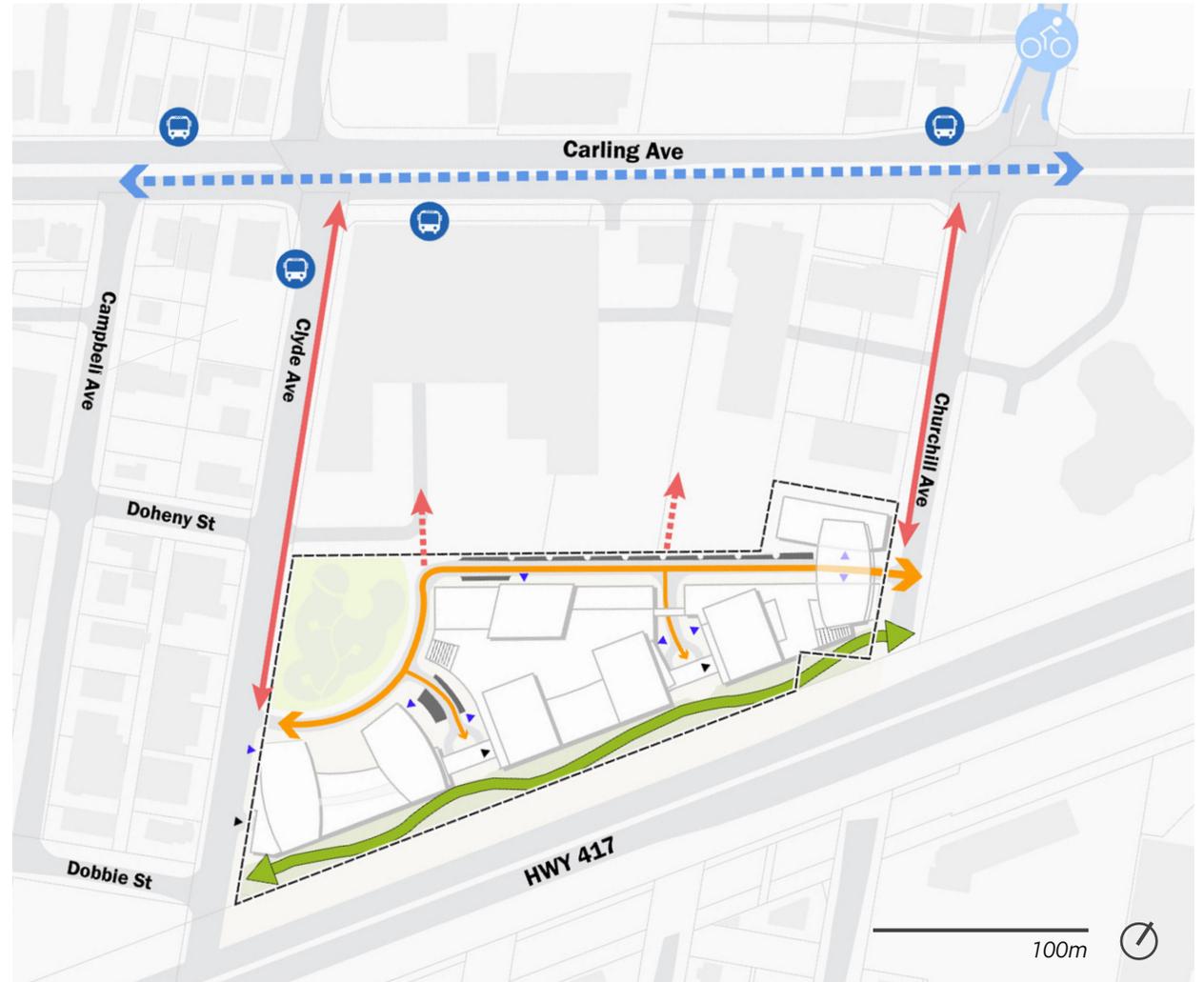


PROPOSED MASTER PLAN ELEMENTS

PROPOSED MOBILITY NETWORK

LEGEND

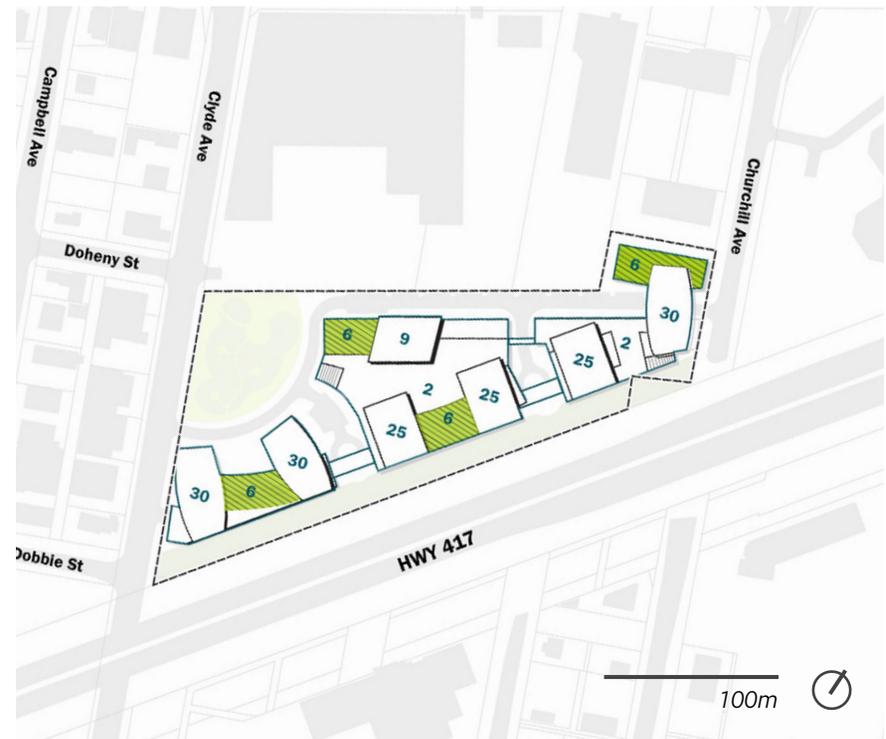
- CARLING TRANSIT CORRIDOR
- INTERNAL STREETS
- PEDESTRIAN CONNECTIONS
- POTENTIAL PEDESTRIAN CONNECTION
- MULTI USE TRAIL
- SITE
- PARKING ENTRANCE
- BUILDING ENTRANCE
- BUS STOP
- BIKE PATH



PROPOSED OPEN SPACE NETWORK



PROPOSED MAXIMUM BUILDING HEIGHTS



Site Considerations

The Site offers the opportunity to create a buffer to future developments to the north – sheltering the area from the acoustic and visual impact of the Highway 417. This prompted a concentration of density towards the south. The resulting row of towers facing the highway presents a scale and geometry more fitting to being perceived from vehicles at expressway speeds and (in places) elevated viewpoints.



AERIAL VIEW OF RENDERED CONCEPT LOOKING NORTHWEST

The Neighbourhood Park

The Neighbourhood Park is located at the northwest corner of the Site to create a green space which is easily accessed by all future residents. The park, which takes the form of a truncated semi-circle, becomes the focus of public open space in the Site. It will anchor pedestrian and vehicular movement around and through the Site and also influences the orientation and form of the buildings that face it.



RENDERING OF PROPOSED NEIGHBOURHOOD PARK - VIEW LOOKING SOUTHEAST

The Interior Street – ‘the Promenade’

The Site’s relatively small amount of public street frontage prompted the introduction of a cross-block interior private street – the Promenade – entering at about the mid-point of the Clyde frontage, at the southern edge of the parkland. The Promenade acts

as the movement and access spine of the project and plays a unifying role while offering diverse experiences while passing through. The promenade will be a tree-lined 6m wide roadway with a separate discontinuous parking lane and a minimum 1.8-metre-wide sidewalk.



VIEW OF THE PROMENADE TOWARDS CHURCHILL AVENUE



VIEW OF THE PROMENADE TOWARDS THE PARK

The Podium

Along with the Promenade, the project features as a continuous element a six-storey sinuous podium structure housing four storeys of residential units above two levels of interior parking along the south side of the site, facing the Queensway and overlooking the landscaped open space within the 14m MTO setback.

The Podium forms the base for six high-rise towers to be built along the length of the site. It will provide a unifying vocabulary to the overall project as perceived from the Queensway. Its curved form is distinctive and soft, offering a low-rise, horizontally oriented architectural and spatial counterpoint to the verticality of the towers.

On the Site's central and eastern blocks, the two-storey podium base extends to the Promenade to accommodate a common amenity space and elevated pedestrian connection that step down to the Neighbourhood Park.



VIEW OF PODIUM AND DEVELOPMENT FROM PARK

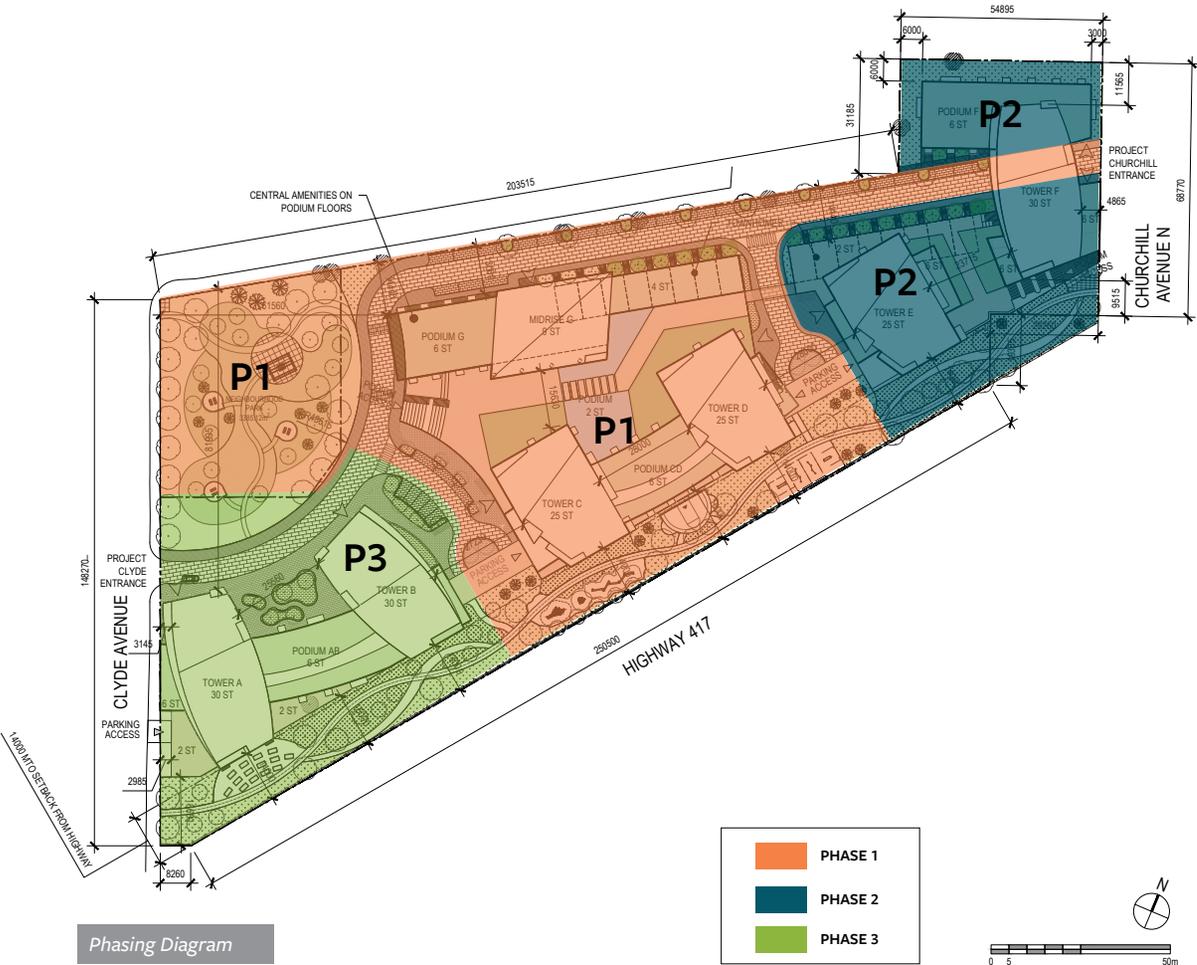


VIEW OF PODIUM AND ELEVATED AMENITY SPACE

Proposed Phasing

The proposed development will be implemented in three phases:

- Phase 1 would include the two 25-storey towers, the 9-storey building and the 2-storey podium that make up the “centre block” on the Site. The park should also be built in Phase 1.
- Phase 2 would include the eastern landmark tower of 30-storeys, the two 6-storey buildings bridged by the tower and the third 25-storey tower that make up the “east block.”
- Phase 3 would comprise the two 30-storey buildings and linking 6-storey building that comprise the “west block.” A portion of the park above underground parking would be rebuilt in Phase 3



4. FUTURE LAND USE AND PUBLIC REALM CONTEXT

The master plan for the Subject Property has been prepared in anticipation of the adjacent properties to the north, as well as the commercial lands west of Clyde Avenue, redeveloping and urbanizing in time with a mix of uses at transit-supportive densities. At the same, because the timing of redevelopment on surrounding lands is highly uncertain, the master plan also ensures development on the Site can function independently in terms of access, connectivity and open space amenities.

Based on the City's Official Plan and development trends along arterial transit corridors, it is reasonable to assume that future redevelopment immediately to the north and west will mostly consist of apartment buildings and townhouse developments, with commercial uses concentrated in mixed-use buildings along Carling Avenue. Office and institutional buildings also would be appropriate and compatible.

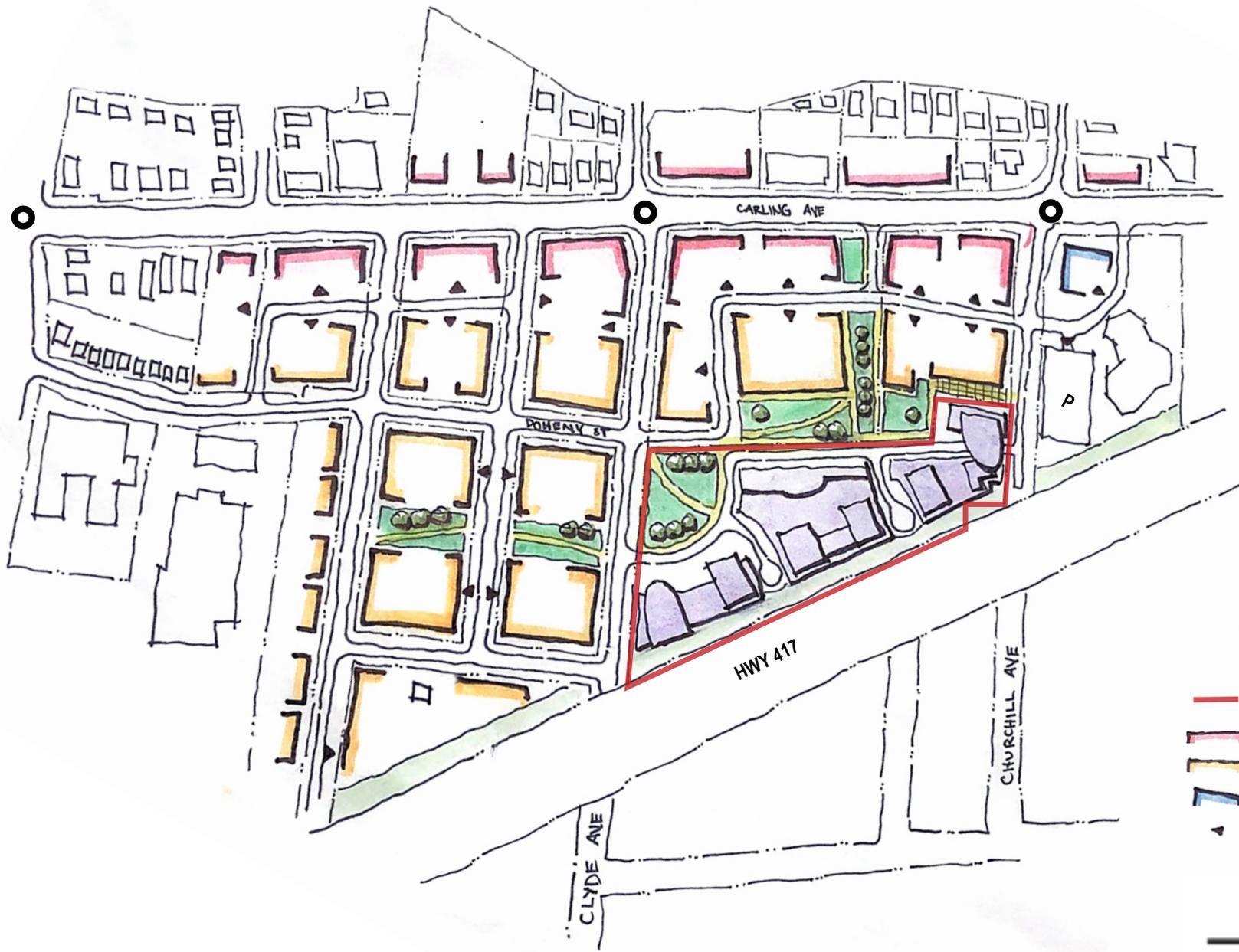
The Conceptual Block Framework Plan illustrates a potential framework of streets and open spaces that would coherently and holistically organize future development on the adjacent commercial lands.

The framework recognizes that each property on the block likely can function independently in terms of vehicular access; nevertheless, a second east-west street through the block is suggested to minimize access points on Carling Avenue and rationalize circulation by all modes. This street, which may be public or private, could be built incrementally and would maintain the connection to Clyde Avenue at Doheny Street. It should be aligned through the Canadian Tire and the neighbouring car dealership sites to create flexible development parcels on both sides.

Central to the larger block framework is a chain of open spaces, beginning with the proposed "quarter-circle" park on the Subject Property, that over time could form a contiguous park extending to each street bordering the block. This approach would result in more meaningful parkland that becomes a unifying centerpiece for the larger future neighbourhood. In the south half of the Canadian Tire site, mid-rise buildings would look over parkland to the mid-rise buildings proposed along the north edge of the Subject Property. A linear open space or other green connection near the east end of the Canadian Tire

site would provide a mid-block pedestrian connection running north-south through the block. More intimate park spaces at the south ends of the dealership sites would complete the open space connection to Churchill Avenue. As illustrated, there may be opportunities to extend the chain of green spaces through mid-block open spaces west of Clyde Avenue.

The illustrated framework could accommodate an unlimited number of built form scenarios, although it is suggested that taller buildings would be best in peripheral locations on the block, while mid-rise buildings (4-9 storeys) would be appropriate in the interior of the block, adjacent to open spaces.



- SITE
- ACTIVE FRONTAGE
- RESIDENTIAL USES
- OFFICE USES
- ▲ PARKING/SERVICE ACCESS

100m

5. PLANNING POLICY CONTEXT

This section of the planning rationale describes the policy framework governing transit-oriented development in Ottawa generally and specific to the Site.

PROVINCIAL POLICY STATEMENT (2020)

The Province of Ontario released the latest version of the Provincial Policy Statement (PPS) on February 28, 2020, and it came into effect on May 1, 2020. The Planning Act requires that all decisions affecting land use planning matters “shall be consistent” with the PPS. The PPS provides policy direction on matters of provincial interest for land use planning and development, including securing the long-term prosperity, environmental health and social well-being of the province.

The PPS encourages efficient land use and development patterns to support strong, liveable and healthy communities. Part IV: Vision of Ontario’s Land Use Planning System states that “efficient development patterns optimize the use of land, resources, and public investment in infrastructure and public service facilities. These land use patterns promote a mix of housing, including affordable housing, employment, recreation, parks and open spaces, and transportation choices that increase the use of active transportation and transit before other modes of travel.”

The PPS provides policy direction for the efficient use of land and development patterns to support sustainability and promote strong, liveable, healthy and resilient communities that facilitate economic growth and protect the environment, public health and safety. To those ends, the PPS emphasizes the need for communities to accommodate a range of housing types and to optimize infrastructure investments, notably transit investments.

Policy 1.1.1 specifies that “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;...
- e. 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;”

Policy 1.1.3.2 specifies that “land use patterns within settlement areas shall be based on densities and a mix of land uses which;

- a. efficient use land and resources;
- e. support active transportation;...
- f. are transit-supportive, where transit is planned, exists or may be developed.

Policy 1.4.1 (a) specifies that planning authorities shall “maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development”. The method by which the planning authorities can provide for an appropriate range and mix of housing options and densities to meet projected market-based needs of current and future residents of the regional market area is specified in Policy 1.4.3, by:

- a. “Establishing and implementing minimum targets for the provision of housing [...]”;
 - b. Permitting and facilitating
 - i. 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

- ii. 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;
- e. Requiring transit-supportive development and prioritization intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
- f. Establishing development standards for residential intensification, redevelopment and new residential development which minimize cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

Policy 1.6.7.4 specifies that “a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”

Policy 1.7.1 specifies that “long-term economic prosperity should be supported by:

- c. optimizing the long-term availability and use of land, resources, infrastructure and public service facilities;
- d. maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;

Section 1.8, which states that planning authorities shall support energy efficiency and improved air quality through land use and development patterns that:

- a. “promote compact form and a structure of nodes and corridors”
- b. promote the use of active transportation and transit in and between residential, employment and institutional uses and other areas
- e. encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;”

The PPS promotes growth and development in the City of Ottawa through intensification of lands like the Subject Property, given than it is underutilized and close to higher-order transit service and a main street. The PPS encourages development on the Site that supports the use of public transit and active transportation, enhances vitality on Carling Avenue and broadens the range of housing options in the larger community. With its transit-supportive density, compact form, and mix of housing types and sizes (including affordable housing), the proposed development is consistent with the PPS.

CITY OF OTTAWA OFFICIAL PLAN

The Ottawa Official Plan, adopted by City Council in May 2003, provides a vision of the future growth of the city and a policy framework to guide its physical development to the year 2031. Following a comprehensive review, Ottawa City Council recently approved updates to the Official Plan through Official Plan Amendments 150 and 180. Although the OPAs are not fully in force and approved by the Province, they are reflected in the summary of relevant policies below.

A number of the guiding principles and strategic directions under the Official Plan relate to the Subject Property and are described in Section 2.1:

MANAGING GROWTH

- The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently.
- Growth in the existing designated urban areas will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
- Infill and redevelopment will be compatible with the existing context or planned function of the area and contribute to the diversity of housing, employment, or services in the area.

PROVIDING INFRASTRUCTURE

- A transportation system that emphasizes walking, cycling and transit will be built.

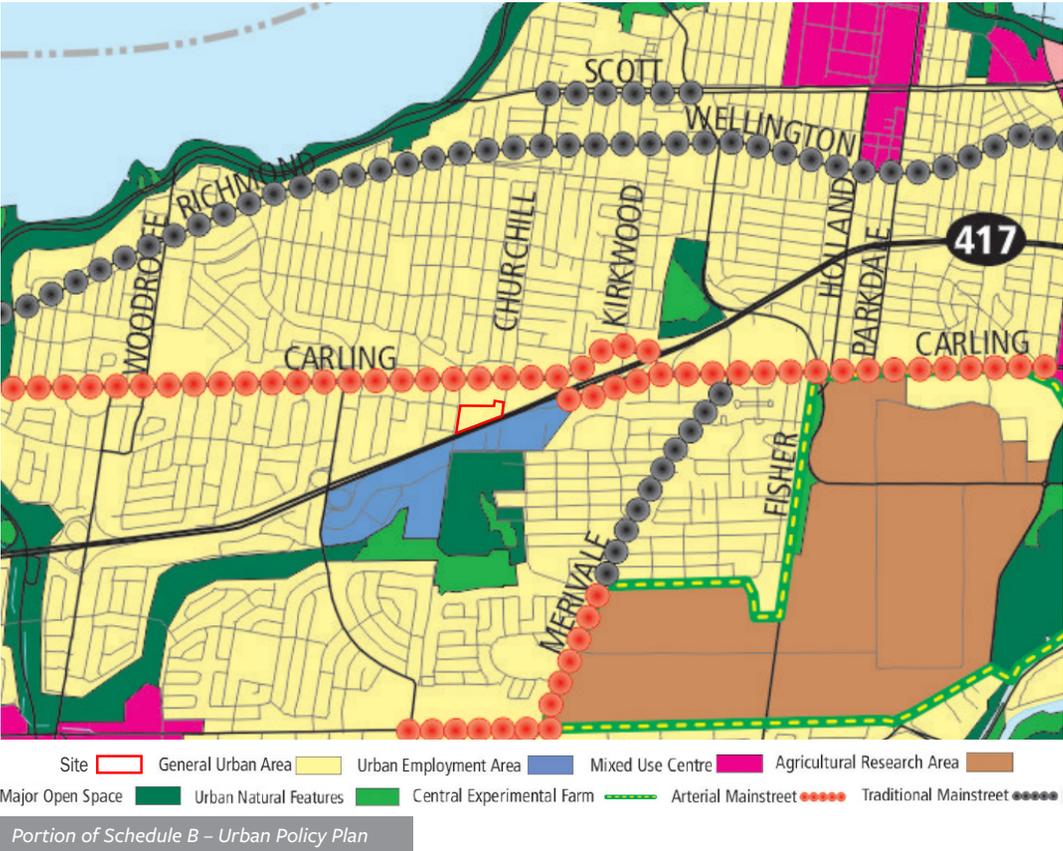
BUILDING LIVEABLE COMMUNITIES

- Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop.
- The design of the city, the maintenance of greenspace and the high quality of life will enhance the attractiveness of the city for business development.
- Attention to design will help create attractive communities where buildings, open space and transportation work well together.

Managing Growth

The Official Plan contains policy direction supporting land use intensification and infill such that the density, mix of uses and land use pattern work together to make the most efficient use of transit. The highest densities are intended for areas adjacent to transit, where there is also a mix of uses so that residents can meet many of their daily needs within the community or have convenient access to them nearby. The Official Plan identifies target areas for intensification and associated density targets in Section 2.2, including Arterial Mainstreets, such as Carling Avenue. The Plan states that “lands designated General Urban Area will continue to mature and evolve through intensification and infill but at a scale contingent on proximity to major roads and transit, and the area’s planned function. Consideration of the character in the surrounding community is a factor in determining compatibility within a community”.

The Site is designated ‘General Urban Area’ on Schedule B – Urban Policy Plan and does not abut Carling Avenue. Nevertheless, given its close proximity to Carling Avenue (150 metres), its historic use and the immediate land use context, which does not include stable low-rise residential neighbourhoods, it can be interpreted as a target area for intensification. The minimum density target for the Carling Avenue Mainstreet is 200 jobs and people per hectare (Policy 2.2.2.5).



Meanwhile Policy 2.2.2.10 addresses intensification and building height by specifying that “intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met. Denser development, that often means taller buildings, should be located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. Building heights and densities for different areas may be established through this plan [...] and will be implemented through zoning. Low-rise intensification will be the predominant form of intensification in the General Urban Area.”

To support the development of taller buildings, the Official Plan specifies a series of building classifications and associated heights in Policy 2.2.2.12 which “will be used for establishing appropriate height limits in community design plans, secondary plans, the Zoning By-law and other policy plans, in land use designations in Section 3 and when considering amendments to this Plan. The corresponding storey height for a residential use is generally three metres, and for other uses is generally four metres, while at-grade uses may have higher storey heights. An amendment to the Zoning By-law will be required for any increase in height within that height class.” It is also specified under Policy 2.2.2.12 that high-rise classification of buildings will have a maximum building height of 10 to 30 residential storeys.

Policy 2.2.2.22 identifies specific areas within the General Urban Area where intensification that is compatible with the surrounding context will be promoted, including: brownfield sites that have been remediated; on underdeveloped sites such as current or former parking lots; in extensive areas previously used for outside storage; sites that are no longer viable for the purpose for which they were originally used or intended; and on sites of exhausted pits and quarries in the urban area...” Policy 2.2.2.23 specifies that “the City supports intensification in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal.”

Whether viewed as a site on an Arterial Mainstreet or a brownfield site within the General Urban Area, the Subject Property is an appropriate site for intensification under the Official Plan’s Managing Growth policies. In addition, Policy 2.2.2.10 suggests the Site is appropriate for “denser development” and “taller buildings” that support the Carling Avenue Transit Priority Corridor, subject to compatibility and urban design objectives being satisfied.

Providing Infrastructure

Policy 2.3.1.10 of the Official Plan states that “the City will protect corridors for and develop the rapid-transit network of existing and proposed corridors on Schedule D. The network operates on grade-separated, fully exclusive rights-of-way such as light rail corridors, as well as segregated lanes within a road right-of-way. Rapid transit offers convenient, fast, and frequent public transportation service that is not delayed in general traffic and features a high carrying capacity.” Policy 2.3.1.11 states that “the City will also protect corridors for and develop the Transit Priority Network on Schedule D. The Transit Priority Network is a system of arterial and collector roads

where frequent, all day transit service is provided now or in the future. Transit priority measures, such as dedicated bus lanes within a shared right-of-way or advance signals that allow transit to proceed ahead of other vehicles serve to increase the speed and reliability of transit service.”

Schedule D identifies Carling Avenue as a future Light Rail Transit (LRT) corridor, and a future Transit Station is identified at Clyde Avenue. However, we understand that the City will be re-designating the street as a Transit Priority Corridor in the new Official Plan and is planning dedicated bus lanes within the right-of-way.

Notwithstanding the downgrading of Carling Avenue as a transit corridor, it is clearly the City’s intention to provide an increasingly high level of transit service in the corridor. In addition, given the presence of major institutions and other employment nodes along the corridor and the opportunities for significant intensification, there is strong potential for the corridor to become a priority for rapid transit in the future. The proposed development on the Subject Property responds to both the City’s near-term intentions regarding transit and the longer-term potential with a density and form that support the future development and operation of enhanced transit services.



Portion of Schedule D – Rapid Transit and Transit Priority Network

General Urban Area

Section 3.6.1 of the Official Plan states that the General Urban Area designation

Permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. This will facilitate the development of complete and sustainable communities. A broad scale of uses is found within this designation, from ground-oriented single-purpose buildings to mid-rise buildings with a mix of uses along Mainstreets or Transit Priority Corridors; from a dwelling or corner store to a shopping centre or office.

Section 3.6.1 that “subject to the policies below, the City supports infill development and other intensification within the General Urban Area in a manner that enhances and complements the desirable characteristics and ensures the long-term vitality of the many existing communities that make up the city.”

Policy 3.6.1.1 specifies that “the General Urban Area designation permits many types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses.”

Policy 3.6.1.3 specifies that “building height in the General Urban Area will continue to be predominantly Low-Rise. Within this range, changes in building form, height and density will be evaluated based upon

compatibility with the existing context and the planned function of the area.”

Policy 3.6.1.4 specifies that “notwithstanding Policy 3, new taller buildings may be considered for sites that:

- a.** front an Arterial Road on Schedules E or F of this Plan and which are:
 - i.** within 800 metres walking distance of a Rapid Transit Station on Schedule D of this Plan, or
 - ii.** on a Transit Priority Corridor on Schedule D of this Plan...;
- b.** are in an area already characterized by taller buildings or sites zoned to permit taller buildings.”

Policy 3.6.1.5 states

The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:

- a.** Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces;

- b.** Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area.

Policy 3.6.1.8 specifies that “throughout the General Urban Area, the City will encourage the provision of a variety of small, locally-oriented convenience and service uses that complement adjacent residential land uses, and are of a size and scale consistent with the needs of nearby residential areas. The City will ensure that these uses:

- a.** Are compatible and complement surrounding land uses;
- b.** Are conveniently located with respect to concentrations of residential development and provide direct access for pedestrians and cyclists from adjacent residential areas;
- c.** Are permitted to cluster with other community-oriented uses, such as parks, pedestrian linkages, community centres or leisure facilities, in order to facilitate interaction among residents and contribute to a sense of community;
- d.** Are situated to take advantage of pedestrian and cycling patterns;
- e.** Are of a size and scale that will not result in the attraction of large volumes of vehicular traffic from outside the immediate area.

The General Urban Area policies of the Official Plan support intensification of the Subject Property, the proposed housing types and the inclusion of small-scale commercial amenities facing the proposed neighbourhood park. The policies do not support tall buildings on the Site, since it does not front Carling Avenue nor is it in an area characterized by tall buildings. The Site, however, is part of a commercial block that does front Carling Avenue and, equally important, is not adjacent to established low-rise neighbourhoods, where issues of compatibility commonly arise.

Although the proposed development technically does not conform to the General Urban Area policies, it does meet the spirit and intent of the policies by:

- *Being located just 150 metres, a few minutes' walk, from Carling Avenue;*
- *Contributing to the achievement of a balance of housing types and tenures and providing housing for a variety of demographic profiles;*
- *Complementing the existing pattern and scale of development and planned function of the area, the planned function being a mix of uses in a transit-supportive and pedestrian-friendly form;*
- *Being compatible with its surroundings and enhancing desirable established patterns of built form and open spaces (compatibility is addressed further in the Conclusion to this report).*
- *Nevertheless, to address the issue of technical non-conformity, an Official Plan Amendment is proposed that effectively exempts the Site from Policy 3.6.1.4.*

Mainstreets

Although the Subject Property does not directly front a mainstreet, it is part of a block planned for intensification within the Carling Avenue mainstreet corridor; therefore the policies summarized below are relevant to the applications.

Section 3.6.3 states:

The Mainstreet designation identifies streets that offer significant opportunities for intensification through medium-density and mixed-use development, along streets that are Transit Priority Corridors or are well-served by transit. Mainstreets are the corridors that traverse long areas of the city, connecting different communities and changing in character along their length.

Section 3.6.3 goes on to say:

The objective of the Mainstreet designation is to encourage more dense and mixed-use development that supports, and is supported by, increased walking, cycling and transit use. Intensification is most likely to occur over time through the redevelopment of sites such as vacant lots, aging strip malls, and former automobile sales lots, parking lots and gas stations, as well as through additions to existing buildings.

Policy 3.6.3.1 specifies that Arterial Mainstreets, such as Carling Avenue, are planned to provide a mix of uses and have the potential to evolve, over time, into more compact, pedestrian-oriented and transit friendly places.

Policy 3.6.3.4 specifies that:

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

- a. multi-modal (pedestrian, cycling, transit and vehicular) access between the site and the public street(s),
- b. multi-modal (pedestrian, cycling, transit and vehicular) access between the site and the public street(s),
- c. attractive, safe and usable pedestrian and cycle connections between the site and adjacent communities,
- d. an enhanced interconnected pedestrian environment that links individual uses on the site, transit stops and continuous public sidewalks on the adjoining streets, and which is generally distinct from internal vehicle routes,
- e. measures of sufficient size and quality to relieve the visual impact of surface parking areas,

- f. the provision of adequate landscaped areas, particularly trees, along the perimeter of the site and street frontages,
- g. the provision of coordinated signage, and
- h. over time, a development that is oriented to the Mainstreet.

Policy 3.5.3.12 specifies:

On Arterial Mainstreets, unless a secondary plan states otherwise, building heights up to 9 storeys may be permitted as of right but High-rise buildings may only be permitted subject to a zoning amendment and where the building will be located at one or more of the following nodes:

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

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

Although the Official Plan's Mainstreet policies technically may not apply to the Subject Property, the proposed development's respect for, and alignment with, the policies lends support to the applications. The proposed conceptual framework for future redevelopment on the larger block, described in Chapter 4 of this report, also aligns with these policies

Specifically, the proposed development will provide a mix of uses and densities that are compact, pedestrian-oriented and transit-friendly. The Site is located at the rear of the larger block and is planned in a coordinated fashion that will facilitate multi-modal access between the Site and the street. Attractive, safe, usable and interconnected pedestrian and cycle connections between the Site and adjacent communities and transit facilities are also provided.

Parking is located within the podium and underground to relieve the visual impact to surrounding areas, and adequate landscaped areas are provided around the perimeter of the Site.

The proposed development also satisfies the criteria for high-rise buildings by being part of an intensification node that abuts Carling Avenue, a Transit Priority Corridor, and by including a community amenity in the form of a park.

Finally, the proposed development will encourage further transformation on the larger block that supports the objectives for Carling Avenue.

Urban Design and Compatibility

Section 2.5.1 of the Official Plan sets out the following design objectives to guide how the City wants to influence the built environment as the city matures and evolves. Under Policy 2.5.1.1, proponents of new development or redevelopment are required to demonstrate how their proposal addresses the objectives.:

1. To enhance the sense of community by creating and maintaining places with their own distinct identity.

The proposed development will transform an underutilized brownfield property into a new neighbourhood with a strong sense of community through its design of new public spaces and common amenity areas. The overall form, the high-quality architecture of the buildings and the new neighbourhood park will give it a distinct and attractive identity.

2. To define quality public and private spaces through development

The proposed development has been designed to include a new street fronted by townhouses; a new park and common private amenity spaces framed by buildings with active ground floors; and a landscaped, heavily programmed and publicly-accessible linear open space along the south edge of the property. In addition, buildings at the west end of the site and the new park will significantly improve the adjacent Clyde Avenue streetscape for pedestrians.

3. To create places that are safe, accessible and are easy to get to, and move through.

The new streets, park and linear open space will be highly visible and accessible to the public, and will have eyes on them from adjacent buildings. The central common amenity area on the 2-storey podium will also be framed by active uses and is designed to facilitate movement through the site.

4. To ensure that new development respects the character of existing areas.

While respecting and appropriately responding to existing neighbouring uses, the proposed development will significantly enhance the character of the surrounding area with a strong urban form, new public spaces and distinctive architecture.

5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

The proposed development will bring more housing choices and built form variety to the broader community. The mix of housing types, sizes and tenures, and the variety of amenities, will help ensure the development offers attractive housing choices for a wide diversity of households.

6. To understand and respect natural processes and features in development design.

The proposed development will bring nature to the site through the vegetation of open spaces and rooftops. The park and other open spaces will also allow for stormwater infiltration.

7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.

The proposed buildings will be designed to LEED™-Silver standards. Triple glazing is planned for the residential buildings to maximize the capture of natural light and heat, and for a high insulation rating. The location and design of the development (e.g., the high rate of bicycle parking) will discourage residents from owning or using a private vehicle.

Building Design

Policy 4.11.5 states:

Compatibility of new buildings with their surroundings will be achieved in part through the design of the portions of the structure adjacent to existing buildings and/or facing the public realm. Proponents of new development will demonstrate, at the time of application, how the design of their development fits with the existing desirable character and planned function of the surrounding area in the context of:

- a. Setbacks, heights and transition;
- b. Façade and roofline articulation;
- c. Colours and materials;
- d. Architectural elements, including windows, doors and projections;
- e. Pre- and post-construction grades on site; and
- f. Incorporating elements and details of common characteristics of the area.

Policy 4.11.6 specifies that “the City will require that all applications for new development:

- a. a. Orient the principal façade and entrance(s) of main building(s) to the street.
- b. b. Include windows on the building elevations that are adjacent to public spaces;
- c. c. Use architectural elements, massing, and landscaping to accentuate main building entrances.”

Policy 4.11.8 states:

To maintain a high quality, obstacle free pedestrian environment, all servicing, loading areas, and other required mechanical equipment and utilities should be internalized and integrated into the design of the base of the building where possible. If they cannot be internalized these services are to be screened from public view (i.e. trees, landscaping, decorative walls and fences etc.) and are to be acoustically dampened where possible. The location and operation these areas and equipment should be designed to maintain a pedestrian friendly environment and not impede public use of the sidewalk.

Policy 4.11.9 specifies that “Roof-top mechanical or telecommunications equipment, signage, and amenity spaces should be incorporated into the design and massing of the upper floors of the building.”

The proposed development’s massing and conceptual design will set the tone for future redevelopment in the area, introducing such urban characteristics as streetwalls to define the pedestrian realm, height variation, articulated facades and high-quality materials. Facades and main entrances are oriented to streets, buildings facing streets and open spaces are heavily glazed, and main building entrances will be accentuated through architectural details and landscaping. All loading and service areas will be located within building podiums or underground.

Massing and Scale

Policy 4.11.12 specifies that “proponents for developments that are taller in height than the existing or planned context or are adjacent to a public open space or street shall demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as a stepping down or variation in building form has been incorporated into the design.”

Policy 4.11.13 states that “Building height and massing transitions will be accomplished through a variety of means, including:

- a. Incremental changes in building height (e.g. angular planes or stepping building profile up or down);
- b. Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);
- c. Building setbacks and step-backs.

There is wide variation in the proposed massing for visual interest and to ensure compatibility with the planned context. The proposed development locates tall buildings along the southern edge of the property, adjacent to Highway 417, a considerable distance from existing surrounding development and in anticipation of mostly mid-rise development in the south half of the commercial properties to the north, when they redevelop. The proposed towers transition to mid-rise buildings along the north edge of the Subject Property to ensure an appropriate transition to future development on the larger block. In addition, the proposed 9-storey building central to the Site steps down to six storeys adjacent to the new park.

Public Art

Policy 4.11.21 specifies that “proponents of prominent developments, such as Major Urban Facilities and High-Rise Buildings, are encouraged to include site-specific public art. Public art may be identified as a means to satisfy the policies of Section 5.2.1 where proponents of development are seeking an increase in height and density.”

The proposed park and overlooking buildings present opportunities for public art on the Site. The opportunities will be explored and discussed through the application review process.

High-rise Buildings

Policy 4.11.14 states:

High-Rise Buildings are a form of high-density development that can contribute to intensification, housing and employment opportunities and provide new view, skyline and landmark possibilities. High-Rise buildings should be designed to achieve the objectives of this Plan and avoid or reduce impacts or disruptions associated with:

- a. pedestrian comfort, safety and usability resulting from changes to wind and shadow patterns in outdoor amenities and adjacent public and private spaces surrounding the building;...
- b. reduced privacy for existing building occupants on the same lot or on adjacent lots.

Policy 4.11.15 states:

Generally, High-Rise buildings, which consist of three integrated parts, a base, a middle and a top, can achieve many of the urban design objectives and address the impacts described above in the following ways:

- c. a. The base of a high-rise building should respect the scale, proportion, and character of the surrounding buildings, adjacent streets, parks, and public or private open spaces and animate such spaces.
- d. b. The tower, which typically includes a middle and a top, should step back from the base where possible. The tower design can reduce the building impacts identified above by incorporating an appropriate separation from existing or future adjacent towers located on the same lot or on an adjacent lot. The responsibility for providing an appropriate tower separation shall generally be shared between owners of abutting properties where high-rise buildings are permitted. A separation distance of 23m has been the City's general guidance but actual separation requirements may vary in different parts of the City depending on the context.

c. Floor plates may also vary depending on the uses and the context. Generally, towers with a larger floor plates may require a greater separation from adjacent towers.

The towers in the proposed development conform to the Official Plan's high-rise building policies. They have been arranged and designed to be a landmark within the city, marking a unique mixed-use node. Each of the towers has a podium element that steps down from six storeys to two storeys and architectural details to create comfortable environments at grade and in the elevated common amenity areas.

The towers will cast shadows across the Site through the day. However, because the towers are slender and spaced apart 23-28 metres there are generous gaps of sunlight penetration from 9:00am to noon in spring, summer and fall, and by 2:00 the Neighbourhood Park is entirely or almost entirely out of shadow. Later in the afternoon in the three seasons, there are minimal shadows on the elevated outdoor amenity space. The tower spacing also ensures residents have adequate levels of privacy and adequate access to daylight and sky views.

OTTAWA TRANSIT-ORIENTED DEVELOPMENT GUIDELINES

Approved by the Ottawa City Council in September 2007, the City of Ottawa's Transit-Oriented Development (TOD) Guidelines were formulated to provide guidance to assess, promote and achieve appropriate TOD within the City of Ottawa, which is defined as "a mix of moderate to high-density transit-supportive land uses located within an easy walk of a rapid transit stop or station that is oriented and designed to facilitate transit use." The Guidelines are applicable to every development within a 600-metre walking distance to a rapid transit stop or station. Cycling facilities and infrastructure should be considered within a 1,500-metre cycling distance.

Although Carling Avenue is not currently planned for rapid transit, the proposed development has been reviewed against the TOD Guidelines, in light of the longer-term potential for an LRT in the corridor.

The guidelines are organized into six broad aspects which are summarized as follows:

Land Use – Development within 600 metres of a rapid transit station should be of high density and mixed-use, incorporating both employment and residential uses to encourage day- and year-round travel.

Site Layout – Development should be organized into a series of interconnected blocks of no more than 150 metres in length supported by a network of connections that include sidewalks, bike lanes, and

laneways where buildings not only frame the street but are clustered together and transition in height and density from a peak closest to the rapid transit station.

Built Form – Buildings should be designed to provide a comfortable pedestrian experience by incorporating step-backs at critical heights to frame the street, setbacks to define the street edge, and architectural variety to provide visual interest.

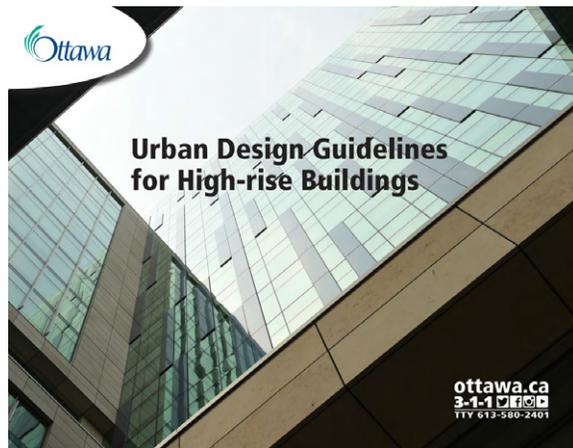
Pedestrians and Cyclists – Improve the pedestrian and cyclist travel experience by ensuring connections, sidewalks, and streets are barrier free, utilizing pavement treatments to recognize pedestrian/cyclist traffic priority over vehicular traffic, and providing amenities at-grade to encourage walking and biking.

Vehicles and Parking – Minimize the amount of vehicular parking included in development near rapid transit stations by encouraging shared and underground parking, developing a transportation demand management plan, and designing parking lots so that they are out of sight and out of the way of pedestrians and cyclists.

Streetscape and Environment – Provide pedestrian amenities such as benches, public art, street lighting, vegetation, signage, and shelters to encourage walking. Locate utilities and industrial equipment within buildings or behind screens.

The proposed development aligns with the TOD Guidelines. It has a high density and is structured by a network of streets and pedestrian connections. Building podiums frame and address streets and open spaces to support a walkable environment, and there will be architectural variety. Pedestrians and cyclists will have direct and inviting connections through the site and to Carling Avenue via Churchill Avenue and Clyde Avenue (and an anticipated mid-block connection through the lands to the north in the future). In addition, by locating parking underground and within the podium, the proposed development will provide more space at street level for pedestrians and cyclists. A transportation demand management plan will be prepared for the development, and the pedestrian environment will include lighting, benches, trees and other vegetation.

OTTAWA URBAN DESIGN GUIDELINES FOR HIGH-RISE BUILDINGS



The Urban Design Guidelines for High-rise Buildings apply to high-rise (10 storeys or more) buildings as well as to high-rise buildings in mixed-use development. The guidelines are used during the review of development proposals to promote and achieve appropriate high-rise development.

The main objectives of the Guidelines are to:

- Address the compatibility and relationship between high-rise buildings and their existing or planned context;
 - Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site;
 - Encourage a mix of uses and open spaces that contribute to the amenities of urban living;
 - Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- Promote high-rise buildings that contribute to views of the skyline and enhance orientation and the image of the city;
 - Promote development that responds to the physical environment and microclimate through design.

KEY GUIDELINES RELEVANT TO THE SITE INCLUDE:

- Enhance and create the overall pedestrian experience in the immediate surrounding public spaces through the design of the lower portion (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. (Guideline 2.1)
- Enhance and create the image of a community and a city through the design of the upper portion of the building (middle and top) that protects and/or creates views and landmarks; and respects and/or enriches urban fabric and skylines. (Guideline 2.2)
- Design the lower portion of the buildings to support human-scaled streetscapes, open spaces and quality pedestrian environments. This can be achieved with fine-grain architectural design and detailing, use of high-quality, durable, and environmentally sustainable materials, an appropriate variety in texture, and carefully crafted details to achieve visual interest and longevity for the facade. The ground floor of the base should be animated and highly transparent. (Guidelines 2.13, 2.14, 2.20, 2.21 and 2.23)
- The base or podium usually abuts and continues a similar setback and height relationship with adjacent development. (Guideline 2.19)
- Create sufficient separation between towers to allow for adequate light, solar exposure, views and privacy for people in the building, as well as people on the street. Separation of towers on a site or in relationship to an adjacent site can be achieved through a distance separation between towers, staggering the towers or through the orientation of the towers. (Guideline 2.25)
- Locate active uses along the street façade to enhance the building's relationship to the public realm. Uses include: lobbies, dining rooms, seating areas, offices, retail stores, community or institutional uses, and residences. (Guideline 3.12)
- Introduce landscaping and/or residential patios between the sidewalk and the building face on a street with residential character, to allow for public private transition. (Guideline 3.1c)
- Provide public spaces that provide direct visual and physical connections to the surrounding public streets, pathways, parks, and open spaces; support the proposed high-rise development particularly at grade functions; allow for year-round public use and access; and maximize safety, comfort and amenities for pedestrians. (Guideline 3.5)

The proposed development is consistent with the Ottawa Urban Design Guidelines for High Rise Buildings:

- *The podiums of the towers establish a new pattern of development blocks and streetwalls that fits into the existing urban fabric while defining new streets and the proposed park.*
- *Variety in the form and architecture of the buildings, together with the public realm elements, will give the development a distinct sense of place, and enrich the urban fabric and skylines.*
- *The podiums and mid-rise buildings at the bases of the towers will support human-scale spaces and pedestrian-friendly environments.*
- *Podium setbacks will allow for generous sidewalks and street trees.*
- *Townhouse units and lobbies at the edges of podiums will front the east-west street through the site, and active uses, such as fitness facilities and commercial space, will face onto the park.*
- *The townhouses will have small landscaped front yards as a buffer between the public and private realms.*
- *Generous separation between the towers will allow for adequate light, direct sun, views and privacy for residents in their units and people enjoying the public realm.*
- *The elevated common outdoor amenity space running through the site and connected to indoor amenity space will function like a courtyard that maximizes safety, comfort and amenities for residents.*

Zoning By-law 2008-250

The Subject Property is zoned Arterial Mainstreet (AM) under Zoning By-law 2008-250. The Arterial Mainstreet zoning allows for a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings. The maximum height permitted on the Site is 30 metres (9-10 storeys).

The proposed zoning amendment would retain the AM zoning and the range of permitted uses while increasing the maximum permitted height to 94 metres (30 storeys). Minor amendments to building setback provisions are also proposed.

6. SUPPORTING STUDIES

PHASE ONE ENVIRONMENTAL SITE ASSESSMENT – PATERSON GROUP

The Phase One Environmental Site Assessment identified several Areas of Potential Environmental Concern (APEC) from the previous milk factory use on the Subject Site including known impacted soil and impacted groundwater plume, as well as former underground storage tank, transformer, remediation, pump island, equipment service garage, and fill material of unknown quality. Existing and former automotive service garages next to the Site have also been identified as an APECs. The APECs require further investigation in the form of a Phase Two Environmental Site Assessment to determine the potential for soil and groundwater quality impacts. The Phase One ESA notes that the Phase Two ESA is to be completed before a Record of Site Condition can be submitted.

PRELIMINARY GEOTECHNICAL ASSESSMENT – PATERSON GROUP

The Preliminary Geotechnical Assessment reveals that there are no significant geotechnical issues preventing the proposed development at the Site. However, the Assessment notes the following issues that will need to be addressed at the detailed design stage to enable the eventual construction of the proposed development:

- Review of the geotechnical aspects of the excavating contractor's shoring design, prior to construction;
- Review the bedrock stabilization and excavation requirements;
- Review proposed waterproofing and foundation drainage design and requirements;
- Observation of all bearing surfaces prior to the placement of concrete;
- Sampling and testing of the concrete and fill materials;
- Periodic observation of the condition of unsupported excavation side slopes in excess of 3m in height, if applicable;
- Field density tests to determine the level of compaction achieved; and
- Sampling and testing of the bituminous concrete including mix design reviews.

ROADWAY TRAFFIC NOISE FEASIBILITY ASSESSMENT – GRADIENT WIND ENGINEERS & SCIENTISTS

The Roadway Traffic Noise Feasibility Assessment indicates that noise levels at the building facades will range between 55 and 77 dBA during daytime from 07:00-23:00 and nighttime from 23:00-07:00. The highest noise level (77 dBA) occurs at the south façade of the towers and podiums, which are nearest and most exposed to Highway 417. Noise levels at the Level 3 outdoor amenity areas are also between 27 dBA and 70 dBA. Several noise mitigation measures will be required to be integrated into the design of the proposed development at the detailed design stage. The mitigation measures recommended include:

- Upgrading building components for all residential towers where noise levels exceed 65 dBA;
- All residential towers will require central air conditioning, or a similar ventilation system, to allow occupants to keep windows closed and maintain a comfortable living environment;
- Noise control measures will be required for amenity areas exceeding 55 dBA during the daytime to reduce the noise level to below 60 dBA and as close to 55 dBA as feasibly possible.

A detailed noise assessment will be required at the time of site plan approval to determine specific noise control measures for each building.

PEDESTRIAN LEVEL WIND STUDY -GRADIENT WIND ENGINEERS & SCIENTISTS

The Pedestrian Level Wind Study found that wind conditions are predicted to be acceptable for most of the year in terms of pedestrian comfort and safety. Findings and mitigation measures for specific areas and times of the year include:

- The driveway beneath Tower F is predicted to experience conditions that may be uncomfortable for walking during the winter. Mitigation measures such as closing pedestrian access during the winter, placing warning signs during the winter, installing wind barriers to provide shelter against winds, or installing handrails to assist pedestrian during windy events can be considered;
- The podium roof between Towers E and F is predicted to experience conditions that may be uncomfortable for walking during the winter. Mitigation measures such as placing warning signs during the winter, installing wind barriers to provide shelter against winds, or installing handrails to assist pedestrian during windy events can be considered;
- The building entrances between Towers E and F are predicted to experience conditions that are acceptable for secondary entrances. If the entrances in this area are intended as primary entrances, mitigation measures such as recessing the entrances to provide additional shelter or installing wind barriers around the entrance can be considered.
- The Level 3 podium roof between Towers C and D and Building G is predicted to experience conditions that are acceptable for pedestrian transit. If the programming of the space is intended to accommodate sitting or more sedentary activities, mitigation in the form of wind barriers may be installed around local areas where sitting conditions are required; and
- The walkway along the south elevation is predicted to experience conditions that are acceptable for leisurely pedestrian transit. If the programming of the space is intended to incorporate space for sitting or more sedentary activities during the typical use period of late spring through early autumn, it is recommended that these spaces be located in the calmer areas. The area to the southeast of Towers C and D is predicted to remain suitable for sitting throughout the year.

A Pedestrian Level Wind Study via wind tunnel testing on a physical scale model of the Site and surroundings at the time of site plan approval is also recommended.

SERVICEABILITY REPORT – NOVATECH

The Serviceability Report assessed the existing and potential influence of the proposed development on the water infrastructure which services the proposed development. Water, sanitary and storm services are available on Clyde Avenue and Churchill Avenue.

For water supply, the Site will be serviced off of both Clyde Avenue and Churchill Avenue with dual 150 mm diameter watermains to provide redundancy in the vent of a break on either street. Separate domestic and fire services will be provided to each of the seven buildings from within the underground parking structure.

Sanitary service will be provided from both Clyde Avenue and Churchill Avenue as well. Each of the seven buildings will be serviced separately from within the underground parking structure. It is understood that the sanitary sewer on Carling Avenue from Churchill Avenue to the Cave Creek Collector at Carling and Kirkwood is planned to be upgraded by the City. This should provide adequate capacity for the planned full build out of the units in the proposed development.

On site stormwater management will be required to control post-development flows, up to the 100 year storm to that value calculated using a runoff coefficient of 0.50, tc of 20 minutes and 5 year storm. This will require on-site storage. On site storage will be provided by a cistern located in the parking garage of each of the seven buildings. The cisterns will be pumped to the street storm sewers at a controlled rate.

TRANSPORTATION IMPACT ASSESSMENT – NOVATECH

The Transportation Impact Assessment (TIA) has been initiated and is currently progressing through the City's TIA process. City sign-off on the TIA Screening Form was received on November 9, 2020. City sign-off on the TIA Scoping Report was received on November 12, 2020. A TIA Forecasting Report was submitted to the City on November 18, 2020 with comments and City sign-off anticipated by December 2, 2020. Following City sign-off on the TIA Forecasting Report, the TIA Strategy Report will be finalized and submitted to the City as soon as possible.

The TIA may recommend off-site improvements to transportation infrastructure, but it is not expected to recommend any significant changes to the proposed development.

SHADOW STUDY – EVOQ

The towers will cast shadows across the Site through the day. However, because the towers are slender and spaced apart 23-28 metres there are generous gaps of sunlight penetration.

On June 21, the Neighbourhood Park receives limited shadowing from the proposed development from 1 PM onward. On September 21, the park receives limited to no shadowing from 2 PM onward. On December 21, the park receives limited to no shadowing from 1 PM onward. Later in the afternoon in the three seasons, there are minimal shadows on the elevated outdoor amenity space.

The tower spacing also ensures residents have adequate levels of privacy and adequate access to daylight and sky views.

7. CONCLUSION

Carling Avenue is a major arterial road and transit corridor, along which are significant institutional, employment and shopping destinations. Commercial lands and former industrial properties, including the Site at 861 Clyde Avenue, present opportunities for mixed-use redevelopment that supports multiple city-building objectives for the corridor. The proposed development will help to transform the corridor by supporting transit improvements (potentially, ultimately, an LRT), expanding the range of housing choices in the broader community, supporting existing and new businesses along the corridor, creating new places to gather, and demonstrating design excellence.

The master plan arranges high-rise and mid-rise apartment buildings and townhomes around an elevated common amenity space that steps down to a new park. For the convenience of residents, amenities will be located around the park. A new private street through the site, faced by townhomes and apartments, will define the north edge of the development, while a linear open space and pathway will define the south edge. Responding to the adjacent highway, the development will create a backdrop and catalyst for future intensification on neighbouring lands. The park is anticipated to become the anchor in a chain of parks and other open space across the larger block that will connect the proposed development to future redevelopment on the properties to the north.

Technical studies undertaken for the proposed master plan have concluded that the Site is appropriate for the proposed use and buildings and that physical impacts on the environment and infrastructure will be acceptable or can be addressed at the time of site plan submissions.

The proposed development is aligned almost entirely with the City's Official Plan and applicable guideline documents. More specifically, it will support the City's goals, objectives and policies for:

- **Intensification** - The Site and its immediate surroundings are an area that can accommodate growth in “compact and mixed-use development, and served with quality transit, walking and cycling facilities.” The proposed development is also locating denser development and taller buildings where they are intended, “in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses.”
- **Complete Communities** – The proposed development expands the range and choice of housing types in the broader General Urban Area area to meet the needs of all ages, incomes and life circumstances, and future residents will have convenient access to employment, retail, service, cultural, leisure, entertainment and institutional uses.
- **Transit and Active Transportation** – It's the City's goal to continue building and promoting a transportation system that emphasizes walking, cycling and transit. The proposed development supports this goal by providing homes for thousands of new residents less than a 5-minute walk from higher-order transit on Carling Avenue, which will increase ridership and encourage transit improvements. The residents will also be close to a range of commercial and community amenities within walking and cycling distance, and the broader community will benefit from the proposed multi-use trail within the MTO setback.
- **Urban Design and Place-making** – The proposed development supports all seven of the City's urban design objectives, notably by: creating an inviting place with a distinct identity; defining quality public and private spaces; and creating a place that will be safe, accessible and easy to get to, and move through.
- **High-Rise Buildings** – The proposed development is consistent with the City's policies and guidelines for high-rise buildings. Buildings will establish a pattern of development blocks, streetwalls and active frontages to define streets and the proposed park, and support pedestrian-friendly environments. Generous separation between the towers will allow for adequate light, direct sun, views and privacy.

The proposed development is inconsistent with the Official Plan and non-compliant with the Zoning By-law only with respect to the proposed building heights, hence the need for the OPA and ZBA applications. Tall buildings are restricted in General Urban Areas and along Arterial Mainstreets to ensure they are compatible with their immediate surroundings, i.e., do not have undue adverse impacts on adjacent low-rise neighbourhoods or the pedestrian realm of mainstreets; also, the intent is to strategically focus tall buildings close to rapid transit stations and priority transit corridors. The Site, however, is not located close to stable low-rise neighbourhoods and is set back from Carling Avenue, so there will be no significant adverse impacts on existing private properties or the public realm, in terms of shadows, overlook, or loss of privacy and sky views. At the same time, the development is close enough to transit stops on Carling Avenue to have a significant positive impact on transit ridership and improvements.

The form and design of the proposed development will create a new and striking landmark on the city skyline. More important, it will become a distinct and diverse neighbourhood that supports healthy lifestyles and a sustainable city.

In the opinion of the undersigned, the proposed amendments to the Official Plan and Zoning By-law necessary to implement the proposed development represent good planning and urban design.



Tim Smith, RPP, MCIP

APPENDIX: PROPOSED OFFICIAL PLAN AMENDMENT AND ZONING AMENDMENTS

DRAFT OFFICIAL PLAN AMENDMENT

The City of Ottawa Official Plan, Volume 1, is hereby amended by adding a Site-Specific Exception to Section 3.6.1 – General Urban Area, as follows:

Notwithstanding policy 4 above, on the lands municipally known as 861 Clyde Avenue, buildings up to a maximum height of 30 storeys and with a maximum total gross floor area of 165,000 square metres shall be permitted.

ZONING BY-LAW AMENDMENTS

BY-LAW NO. 2021 - XXX

A by-law of the City of Ottawa to amend By-law 2008-250 to change the zoning of lands known municipally as 861 Clyde Avenue.

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

1. The Zoning Map of By-law No. 2008-250, entitled the “City of Ottawa Zoning By-law”, is amended by rezoning the lands known municipally as 861 Clyde Avenue from AM H[30] to AM [XXXX].
2. Section 239 - Urban Exceptions of the said By-law No. 2008-250 is amended by adding the following exception:

I EXCEPTION NUMBER	II APPLICABLE ZONE	EXCEPTION PROVISIONS		
		III ADDITIONAL LAND USES PERMITTED	IV LAND USES PROHIBITED	V PROVISIONS
XXXX	AM [XXXX]			<p>Maximum permitted building height is 94.0 metres.</p> <p>Maximum gross floor area is 156,000 square metres.</p> <p>Minimum front yard on Clyde Avenue is 0 metres.</p> <p>Minimum front yard (Churchill Avenue frontage) is 0 metres.</p> <p>Minimum interior side yard is 6 metres.</p> <p>Minimum exterior side yard is 14 metres.</p>

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