

Planning Rationale

340 PARKDALE AVENUE

[3 Hamilton Avenue North and 233, 229, and 223 Armstrong Street]

Proposed Official Plan Amendment and Zoning By-law Amendment Applications

Prepared for:
Taggart Realty Management

January 23, 2026

Prepared by:
Stantec Consulting Ltd.

Project/File:
160402151



Image source: Hobin Architecture

Planning Rationale

Revision Schedule

Revision	Description	Author	Date	Quality Check	Date	Independent Review	Date
1	Final	BLW	1.23.2025	SW	1.21.2025	MS	1.23.2025

Disclaimer

The conclusions in the Report titled Planning Rationale are Stantec's professional opinion, as of the time of the Report, and concerning the scope described in the Report. The opinions in the document are based on conditions and information existing at the time the scope of work was conducted and do not take into account any subsequent changes. The Report relates solely to the specific project for which Stantec was retained and the stated purpose for which the Report was prepared. The Report is not to be used or relied on for any variation or extension of the project, or for any other project or purpose, and any unauthorized use or reliance is at the recipient's own risk.

Stantec has assumed all information received from Taggart Realty Management (the "Client") and third parties in the preparation of the Report to be correct. While Stantec has exercised a customary level of judgment or due diligence in the use of such information, Stantec assumes no responsibility for the consequences of any error or omission contained therein.

This Report is intended solely for use by the Client in accordance with Stantec's contract with the Client. While the Report may be provided by the Client to applicable authorities having jurisdiction and to other third parties in connection with the project, Stantec disclaims any legal duty based upon warranty, reliance or any other theory to any third party, and will not be liable to such third party for any damages or losses of any kind that may result.

Prepared by:

Wagar,
Barrett

Signature

Barrett L. Wagar

Printed Name

Reviewed and
Approved by:

Willis, Stephen

Signature

Stephen Willis

Printed Name

Table of Contents

Executive Summary	iii
1 Context Analysis	4
1.1 Site Context.....	4
1.2 Surrounding Context	8
1.2.1 Neighbourhood Amenities.....	10
2 Proposal.....	10
2.1 Proposed Conceptual Development	11
2.1.1 Podium Design, Pedestrian Circulation, and Parking	15
2.1.2 Tower Design	16
2.1.3 Landscaping and Trees.....	17
2.1.4 Parkland and POPS	17
2.1.5 Reimagined Carleton Tavern	18
2.2 Proposed Official Plan and Zoning By-law Amendments	20
3 Policy Review and Justification	21
3.1 Provincial Planning Statement 2024	21
3.2 Official Plan, 2022	27
3.2.1 Strategic Directions	27
3.2.2 Growth Management Framework	30
3.2.3 Transects	32
3.2.4 Urban Designations.....	35
3.2.5 City-Wide Policies	38
3.2.6 Protection of Health and Safety	53
3.2.7 Wellington Street West Secondary Plan	55
3.3 Wellington Street West Community Design Plan.....	58
3.4 Urban Design Guidelines	62
3.4.1 Transit-Oriented Development Guidelines.....	63
3.4.2 Urban Design Guidelines for High-rise Buildings.....	64
4 Zoning By-law 2008-250 and Proposed Amendment	67
4.1 Zoning Review / Confirmation Report	68
5 Proposed New Zoning By-law	71
6 Public Consultation Strategy	72
7 Supporting Review Material	73
8 Recommendation	74

List of Tables

Table 1. Site context	4
Table 2. Regulatory framework	7
Table 3. Development statistics overview	11
Table 4. Ministry of Finance population projections (City of Ottawa Official Plan projections; Ministry of Finance population projections).....	30
Table 5. OPA summary	58
Table 6. Zoning review matrix	69

List of Figures



Planning Rationale

Table of Contents

Figure 1. Site context (GeoOttawa Aerial Imagery, 2022).....	5
Figure 2. Site context (Google Earth, 2025).....	5
Figure 3. Streetview context (Google Streetview, 2024)	6
Figure 4. Excerpt of site survey plan (Stantec Geomatics Ltd.)	7
Figure 5. Location plan (Google Earth)	9
Figure 6. Surrounding context (Google Earth)	9
Figure 7. Site Plan excerpt (Hobin Architecture)	12
Figure 8. Landscape Plan excerpt (CSW Landscape Architects).....	13
Figure 9. South and north building elevation excerpt (Hobin Architecture)	14
Figure 10. West and east building elevation excerpt (Hobin Architecture)	14
Figure 11. Architecture rendering facing northwest (Hobin Architecture)	15
Figure 12. Architectural renderings contrasted with existing conditions (Hobin Architecture; Google Earth; Google Streetview).....	19
Figure 13. Excerpt of OP Schedule B2	33
Figure 14. Tower setback illustration (Hobin Architecture; GeoOttawa).....	50
Figure 15. 45-degree angular plane diagram (Hobin Architecture)	51
Figure 21. Existing and proposed site zoning	68



Executive Summary

Stantec Consulting Ltd. (“Stantec”) are retained by Taggart Realty Management (the “Owner” / “Taggart”) for preparation of this Planning Rationale in support of concurrent Official Plan Amendment and Zoning By-law Amendment applications (the “applications”). The applications are for the purpose of seeking *Planning Act* approvals required to facilitate the redevelopment of assembled land with a high-density mix of land uses (the “proposal”). The assembled land (the “site”) is located immediately north of Parkdale Public Market and Parkdale Park, and is bounded on all sides by public rights-of-way (“ROW”), including Parkdale Avenue to the east, Hamilton Avenue to the west, Armstrong Street to the south, and Spencer Street to the north. The site is designated Minor Corridor (within a Hub for building height purposes) on Schedule B2 of the Official Plan and is subject to the below zoning:

- 3 Hamilton Avenue North and 233 Armstrong Street: MC16[2063] F(6.0) S333-h – Mixed Use Centre Zone, Subzone 16, Exception 2063, Floor Space Index 6, Schedule 333, Holding Provision
- 223 and 229 Armstrong Street: IL8[104] F(2.0) H(13.5) – Light Industrial Zone, Subzone 8, Exception 104, Floor Space Index 2, Maximum Building Height 13.5 metres

The site is owned entirely by Taggart and includes a mix of abutting low-rise buildings leased to tenants offering a variety of commercial type uses. The subsurface of the site is impacted by contamination resulting from a former industrial use, and remediation is required to permit any redevelopment of the site with sensitive land uses (e.g., residential). Taggart’s vision is to address the remediation requirement that has historically inhibited redevelopment of the site and to re-build the block with purposeful public realm space, meaningful architecture, and desirable uses.

The current Secondary Plan policy framework and zoning applicable to the site are not conducive to supporting the proposed redevelopment. Accordingly, the proposal will seek to amend the Wellington Street West Secondary Plan and Zoning By-law 2008-250 to permit the site-specific uses and design standards (the removal of the existing holding provision will occur at a future date in parallel with a Site Plan Control application).

From late 2024 and through 2025 the proposal was introduced to City development review and heritage staff, the Urban Design Review Panel (UDRP), the local Councillor, the Hintonburg Community Association, and the Parkdale Public Market. Feedback from these voluntary consultations influenced a full re-design resulting in the proposal in its current form.

This Planning Rationale reviews the applicable land use planning policy and regulatory framework to demonstrate the proposal is consistent with the Provincial Planning Statement and that it conforms and complies with the general intent and purpose of the Official Plan and Zoning By-law. It is our opinion that the proposal represents good land use planning that is timely, appropriate, and in the public interest; therefore, we recommend approval of the applications for Official Plan and Zoning By-law amendments.



1 Context Analysis

1.1 Site Context

The subject site is regular in shape and consists of four properties assembled under the control of a single owner, which together, form the City block bounded by Parkdale Avenue to the east, Hamilton Avenue to the west, Armstrong Street to the south, and Spencer Street to the north. The site contains a mix of abutting low-rise buildings situated along the property lines and leased to tenants offering a variety of commercial type uses. According to GeoOttawa aerial imagery the site has been occupied by buildings since at least 1958. Vegetation on site is limited to a few trees that exist primarily within the central courtyard of the block. The subsurface of the site is impacted by contamination resulting from a former industrial use. Table 1 and Figures 1-4 provide further site context.

Table 1. Site context

FEATURE	SUBJECT SITE			
Municipal Address	223 Armstrong St.	229 Armstrong St.	233 Armstrong St.	3 Hamilton Ave. N.
Legal Description	Part Lot 116 and Part Lot 1162 on Plan 157, Part 1 on Plan 4R-1186, as in NS89155 except CR664868; Ottawa All of PIN 04035-0147 (LT)	Part Lot 1160 and Part Lot 1162 on Plan 157, Parts 2 and 3 on Plan 4R-1186; Ottawa All of PIN 04035-0146 (LT)	Lots 1163 and 1165 on Plan 157; Ottawa All of PIN 04035-0145 (LT)	Lots 1156, 1158, 1159 and 1161 on Plan 157; Ottawa All of PIN 04035-0144 (LT)
Area (Total: 3,538.42m ²)	409.44m ²	474.74 m ²	885.21 m ²	1,769.03 m ²
Frontage (Total: 238.44m ²)	27.9m (Parkdale) 14.72m (Armstrong) Total: 42.62m	16.98m (Armstrong)	31.72m (Armstrong) 27.9m (Hamilton) Total: 59.62m	27.93m (Parkdale) 63.42m (Spencer) 27.87m (Hamilton) Total: 119.22m



Planning Rationale

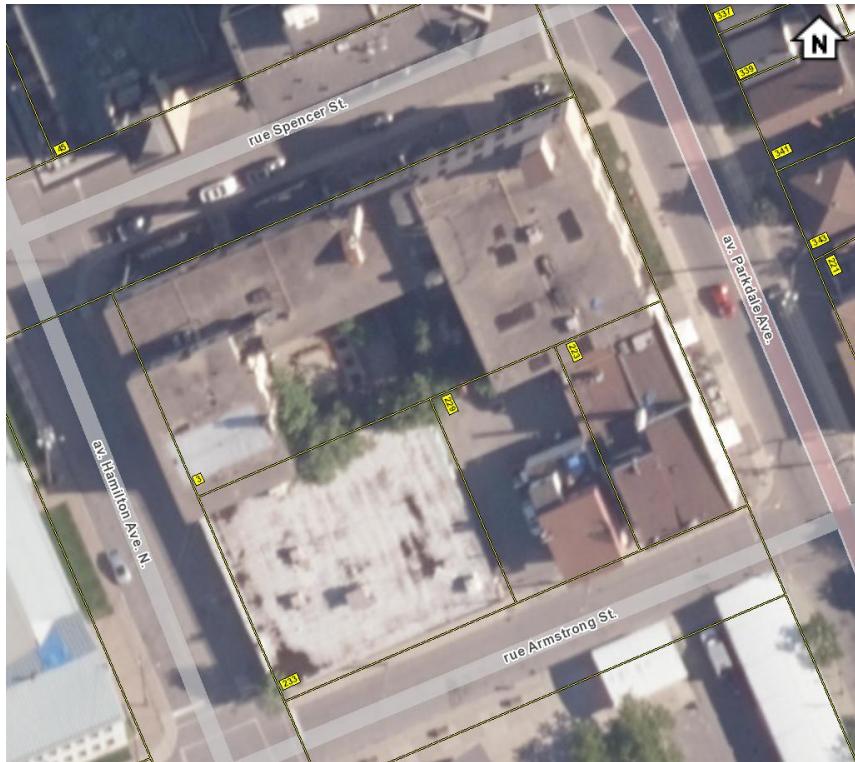


Figure 1. Site context (GeoOttawa Aerial Imagery, 2022)

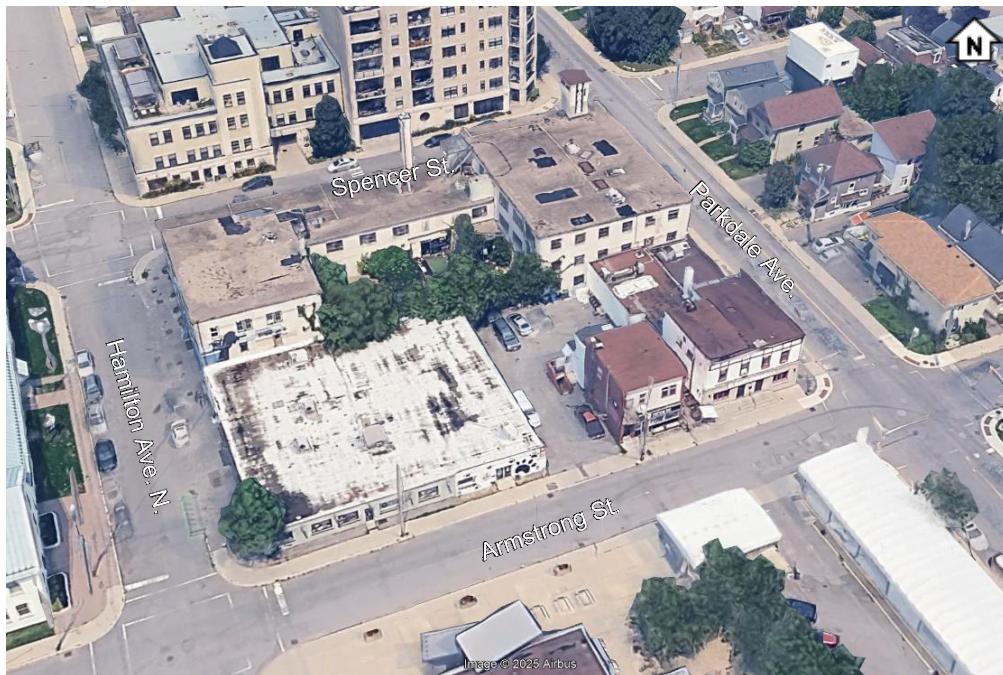


Figure 2. Site context (Google Earth, 2025)



Planning Rationale

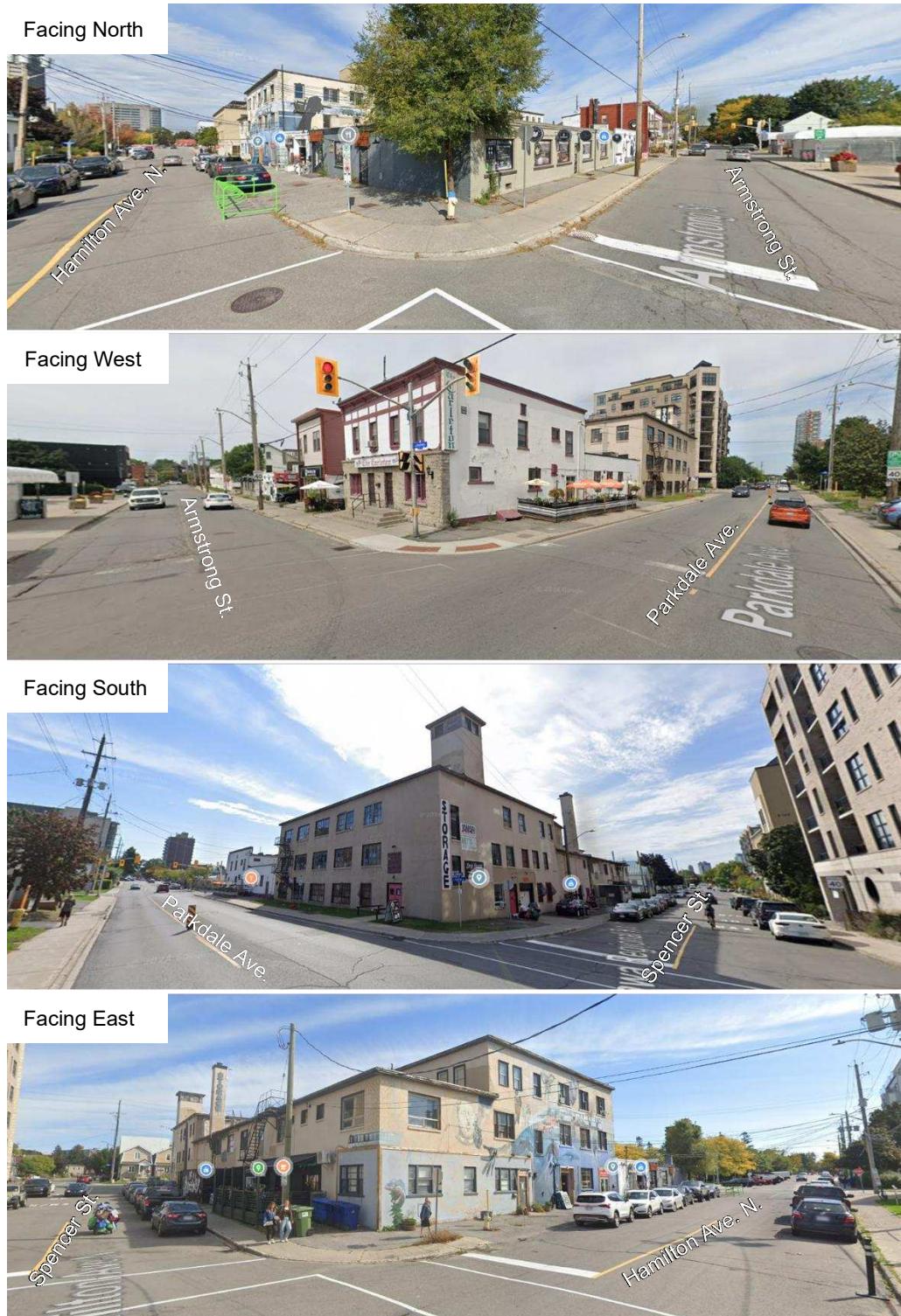


Figure 3. Streetview context (Google Streetview, 2024)



Planning Rationale

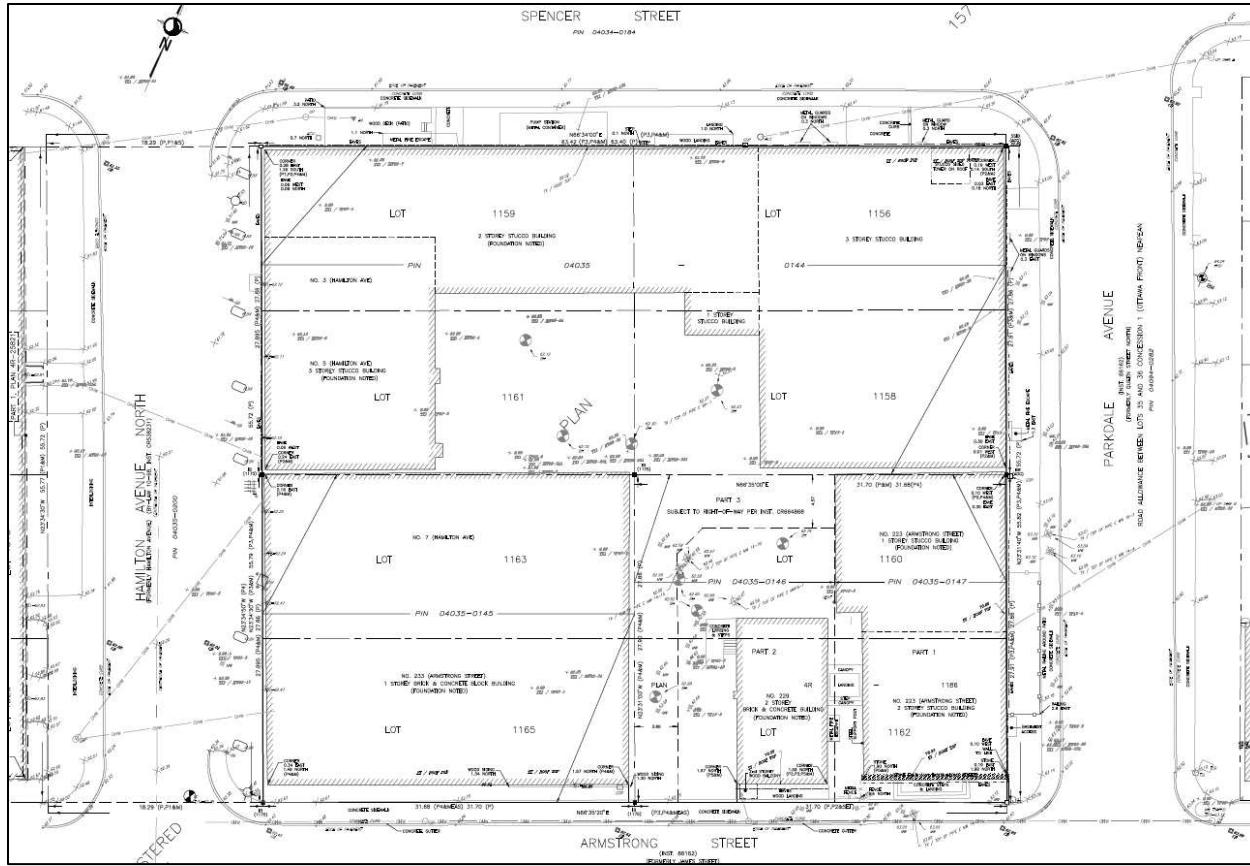


Figure 4. Excerpt of site survey plan (Stantec Geomatics Ltd.)

Table 2. Regulatory framework

ZONING BY-LAW 2008-250	OFFICIAL PLAN	
	Volume 1	Volume 2A – Wellington Street West Secondary Plan
<p>Schedule 1A: Areas for Minimum Parking Space Requirements - Area Z: Near Major LRT Stations</p> <p>Schedule 402: Lands that are subject to the provisions for high-rise buildings in Section 77 - Area A</p> <p>223 and 229 Armstrong St. - IL8[104] F(2.0) H(13.5) - Light Industrial Zone, Subzone 8, Exception 104, Floor Space Index 2, Maximum Height 13.5 m</p>	<p>Schedule B2 – Inner Urban Transect - Minor Corridor (within a Hub for building height purposes)</p> <p>Schedule C1 – Protected Major Transit Station Areas (PMTSA) - Tunney's Pasture PMTSA</p> <p>Schedule C4 – Urban Road Network - Parkdale (Arterial), Armstrong (Local), Hamilton (Local), Spencer (Local)</p> <p>Schedule C7A – Design Priority Areas – Urban - Design Priority Area (PMTSA and Hub)</p> <p>Schedule C16 – Road Classification and Rights-of-Way Protection</p>	<p>Schedule A – Designation Plan - Hub (Policy Area: Parkdale Park)</p>



Planning Rationale

233 Armstrong St. and 3 Hamilton Ave. N. - MC16[2063] F(6.0) S333-h - Mixed Use Centre Zone, Subzone 16, Exception 2063, Floor Space Index 6, Schedule 333, Holding Provision	- Parkdale: 26m, though City agreed to 22m - Armstrong, Hamilton, Spencer: unspecified (18m assumed)	
--	---	--

1.2 Surrounding Context

The site is located within the Hintonburg neighbourhood (Ward 15 – Kitchissippi) of the City of Ottawa, which historically served as a working-class neighbourhood supporting heavy industry in the area. Signs of this history remain today in the architecture of the area's older stock buildings. As the local economy and workforce evolved, so too has Hintonburg, which today is regarded as a trendy neighbourhood characterized by an increasingly denser urban fabric with nearby streets like Wellington West, Parkdale, and Holland offering mainstreet type functions that serve the community and support integration with lively public spaces such as the Parkdale Public Market and Parkdale Park.

The site is situated within a distinct area of Hintonburg bounded by Wellington Street West to the south, Scott Street to the north, Parkdale Avenue to the east, and Holland Avenue to the west. This area consists primarily of multi-unit housing, office, commercial, and service type land uses that lack a sense of pattern in their layout, unlike much of the remainder of the neighbourhood. This eclectic mix of uses, lot fabric, and architecture is in part a result of the area's historical employment uses (e.g., warehouse and industrial) and their evolution within this space over time.

In contrast to the above character, beyond Parkdale and Holland is a homogenous pattern of established low-rise residential housing. The same can be said of the inner block character south of Wellington Street West. Approximately 350 metres northwest of the site is the Tunney's Pasture federal employment campus and Tunney's Pasture Station, a rapid transit station along Line 1 of the City's light rail transit (LRT) system.

The below listed uses and features surround the site, with Figures 5 and 6 containing images providing additional context.

North Spencer Street (local road) followed by a mid rise residential building at 45 Spencer Street.

South Armstrong Street (local road) followed by Parkdale Park and the Parkdale Public Market space.

East Parkdale Avenue (arterial road) followed by low-rise, older stock housing.

West Hamilton Avenue North (local road) followed by a commercial and professional services building at 7 Hinton Avenue North. Portions of this building are designated under Part IV of the *Ontario Heritage Act* for its historical significance as an example of a former factory associated with the City's paper pulp industry.

The demand for more housing options within this neighbourhood well-served by employment, commerce, and rapid transit, has led to redevelopment of individual and assembled sites with multi-unit buildings of



Planning Rationale

various sizes. Figure 6 identifies the location of two recently approved residential developments of high-rise nature that are proximate to the site.



Figure 5. Location plan (Google Earth)

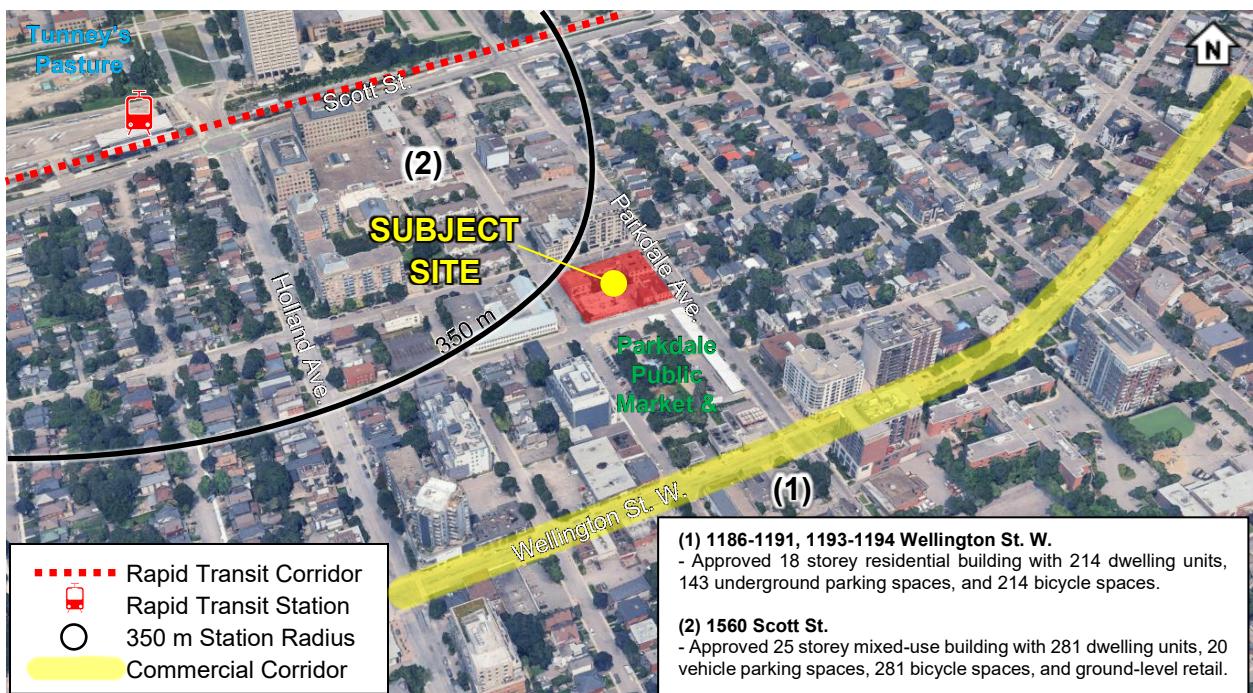


Figure 6. Surrounding context (Google Earth)



Planning Rationale

The site is well-served by existing transportation infrastructure, including public and active transit. The site is surrounded by public sidewalks forming part of three local and one arterial roadway, with the exception of Hamilton Avenue North. A total of 20 bus stops and an LRT station are within approximately 350 metres of the site (an approximate 5-minute walk), with one such stop abutting the site along Parkdale Avenue, an arterial identified as a Transit Priority Corridor on Schedule C2 of the Official Plan (OP). Schedule C3 of the Official Plan identifies Major Pathways to the north (Scott Street and Kichi Zibi Mikan Parkway), south (Byron Linear Tramway Park and Byron Avenue), and east (O-Train Pathway) of the site. The Crosstown Bikeway Network of the Transportation Master Plan (TMP) identifies Scott Street, Island Park Drive, and the O-Train Pathway as nearby Crosstown Bikeways, with the NCC parkway lands to the north including Other Major Multi-Use Pathways.

1.2.1 Neighbourhood Amenities

The site is in close proximity to a wide range of neighbourhood amenities, including, but not limited to the following, all of which are within 800 metres (approximately 10-minute walk):

- Parks, open space, and community centres: Parkdale Park, Hintonburg Community Centre, Ottawa Public Library – Rosemount, McCormick Park, Stirling-Carruthers Park, Hintonburg Park, Laroche Park, Bayview Friendship Park, Armstrong Park, Somerset Square Park, Tom Brown Arena, Fisher Park and Community Centre, Byron Tramway Park.
- Schools and day cares: Connaught Public School, École élémentaire catholique Saint-François-d'Assise, Queensway Preschool, Parkdale Montessori School, Fisher Park Middle School / Summit Alternative School, School Sainte-Marie Mère De Dieu, Al Fajr School.
- Extensive range of commercial, retail, service-based, and restaurant uses, including the Parkdale Public Market to the immediate south.

2 Proposal

The proposal is for concurrent Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) applications (the “applications”) to seek *Planning Act* approvals required to facilitate the redevelopment of the subject site with a high-density mix of land uses. A Site Plan Control (SPC) application is not being advanced at this time, though the details of the conceptual development in support of the proposed OPA and ZBA are reflective of what is intended to be advanced as part of a future SPC application.

The subsurface of the site is impacted by contamination resulting from a former industrial use and requires remediation to permit any redevelopment of the site with sensitive land uses (e.g., residential). Taggart’s vision is to clear the site of existing development, address the remediation requirement that has historically inhibited redevelopment of the site, and re-build the block with purposeful public realm space, meaningful architecture, and desirable uses, that together, recognize the site’s unique location by:

- Supporting opportunity for an enhanced relationship with Parkdale Park and Parkdale Public Market:



Planning Rationale

- a privately owned public space (POPS) leading into the centre of the site from the south and connecting to Parkdale Avenue to the east and to Spencer Street to the north.
- the owner's openness to support closure of vehicle traffic along Armstrong Street between Parkdale Avenue and Hamilton Avenue North.
- Framing the City-owned lands between Armstrong Street and Wellington Street West with building base architecture that speaks to the industrial past of this area of Hintonburg.
- Celebrating the site's history by providing a new building and surrounding space for the continued operation of a restaurant resembling the Carleton Tavern.

The current Secondary Plan policy framework and zoning applicable to the site are not conducive to supporting the proposed redevelopment. Accordingly, the proposal will seek to amend the Wellington Street West Secondary Plan and Zoning By-law 2008-250 to permit the site-specific uses and design standards, with the expectation the rezoning will include an exception and height and setback schedule.

2.1 Proposed Conceptual Development

The conceptual development consists of a single high-rise, mixed-use building, a single low-rise restaurant building, and public realm space in the form of a POPS. Table 3 provides a breakdown of the development statistics; whereas, Figures 7 to 12 contain excerpts of the site plan, landscape plan, building elevations, and architectural renderings.

The mixed-use building is designed to allow early occupancy of the podium and loft levels (up to 8 storeys) while tower construction continues above. This phased occupancy approach delivers housing and active uses to the community sooner without delay from completion of the full tower. The current *Planning Act* applications relate to an OPA and ZBA, following which SPC approval and agreement obligations will be necessary before permitting and construction.

Table 3. Development statistics overview

BUILDING & LAND USE	APPROX. GFA & UNITS	BUILDING HEIGHT	AMENITY AREA & POPS	PARKING
Mixed Use Building -Apartment, high rise -Commercial	Residential Total GFA: 27,274 m ² Total Dwelling Units: 465 - Studio: 71 (15%) - 1 bd: 236 (51%) - 2 bd: 153 (33%) - 3+ bd: 5 (1%) Commercial (ground floor) Total GFA: 524.24 m ² - CRU2 GFA: 94.85 m ² - CRU3 GFA: 75.9 m ² - CRU4 GFA: 103.4 m ² - CRU5 GFA: 109.81 m ² - CRU6 GFA: 140.28 m ²	Tower: 38 storeys (121 m) + mechanical penthouse Podium: 6 storeys (21 m) with partial inset loft rising to 8 storeys (28 m)	Total: ±3,765.62 m ² Total Private: ±2,870.23 m ² Total Communal: ±670.39 m ² + 225 m ² (from ground level lobby space) = ±895.39 m ² POPS Area: ±847.6 m ²	Vehicle Total: 322 - 292 resident (0.62 / DU) - 30 visitor (0.06 / DU) - 0 commercial - 0 accessible Bicycle Total: 487 (465 interior, 22 exterior) - 465 residential interior (1 / DU) - 22 commercial / visitor exterior Loading - 0
Restaurant	Total GFA: 302 m ² - CRU1 GFA: 302 m ²	2 storeys	NA	



Planning Rationale

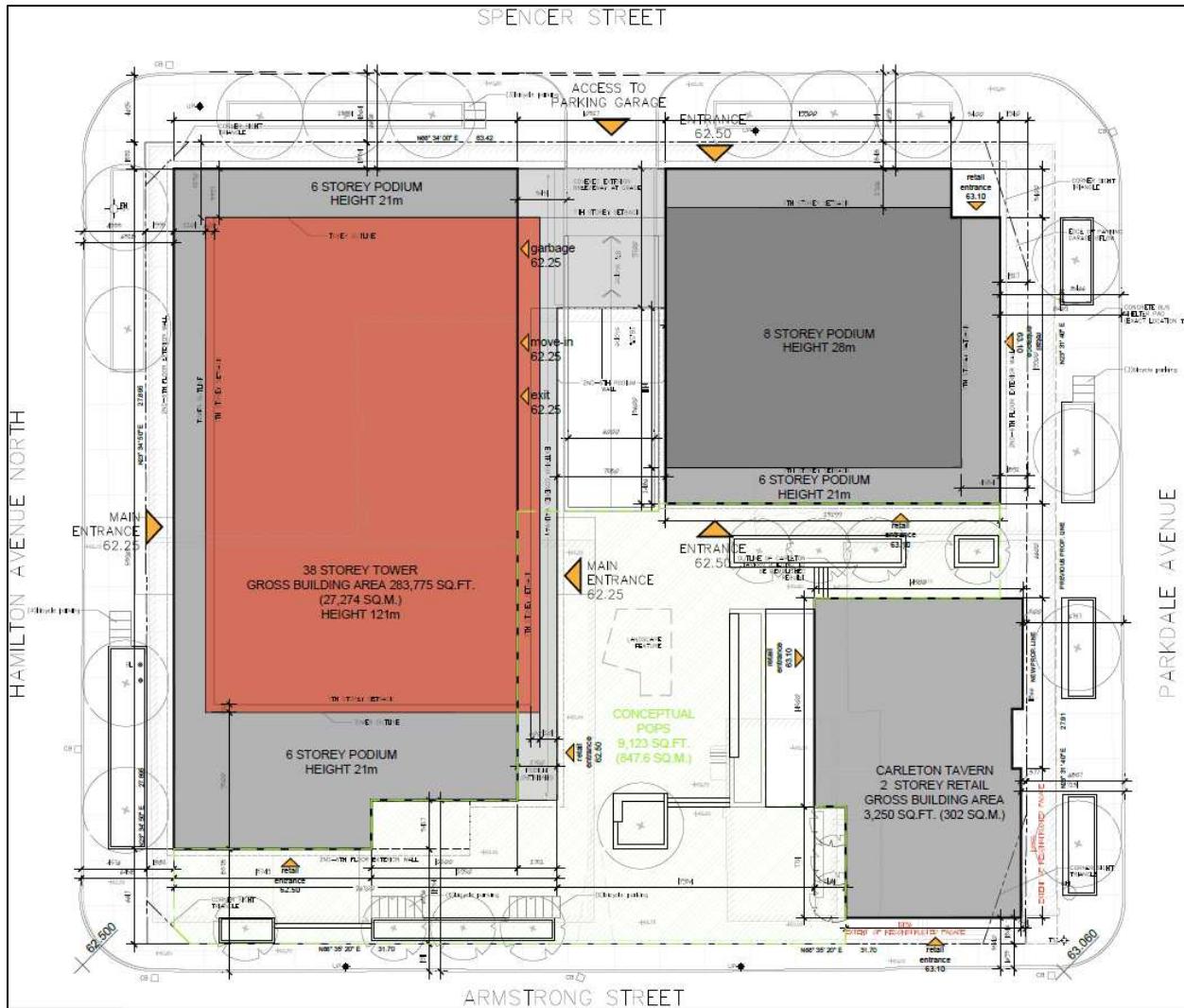


Figure 7. Site Plan excerpt (Hobin Architecture)



Planning Rationale



Figure 8. Landscape Plan excerpt (CSW Landscape Architects)



Planning Rationale



Figure 9. South and north building elevation excerpt (Hobin Architecture)



Figure 10. West and east building elevation excerpt (Hobin Architecture)



Planning Rationale



Figure 11. Architecture rendering facing northwest (Hobin Architecture)

2.1.1 Podium Design, Pedestrian Circulation, and Parking

The podium of the high-rise, mixed-use building is primarily 6 storeys in height, is arranged in an L-shape along Hamilton Avenue North and Spencer Street, and presents as the primary mass of the development. The single proposed 38-storey tower is situated at the northwest corner of the podium and site. The form of the podium has been designed to enhance light, air circulation, site porosity, and street-level activation while framing a spacious central courtyard and preserving a distinct space for the re-imagined Carleton Tavern.

The north-south segment of the podium includes two main resident entries, one facing Hamilton Avenue North and the other facing the internal courtyard. The remainder of the podium at the northeast corner of the site includes a two-storey loft (levels 7 and 8) that is inset and materially different from the portion below, which allows the podium to continue to read as a being 6 storeys in height from street level. The podium is cladded with a mix of brick, masonry, metal, and glazing, with a design that is sympathetic to the industrial past of the area.

The southern portion of the podium is intentionally setback from Armstrong Street to offer a wider public realm space for animation and landscaping, and to widen and frame the vista for viewing the building at 7 Hinton Avenue North from Parkdale Avenue, which is a former industrial use building designated under Part IV of the *Ontario Heritage Act*. This southern portion includes a single sawtooth opening into the



Planning Rationale

central courtyard, which is a pedestrian space connected to adjacent streets through a breezeway (to Spencer Street) and an open corridor (to Parkdale Avenue).

At-grade commercial spaces are located along all four facades, with the majority situated along the south and east presenting towards Armstrong Street and Parkdale Avenue. The ultimate use of these spaces will be determined as part of future leasing following a future SPC process. The balance of the ground floor is dedicated to non-dwelling space, including hallways, stairwells, elevators, lobbies, mail rooms, garbage, bicycle storage, and amenity space. The uses, height, and fenestration of the ground floor align with mainstreet objectives by providing continuous activation around the entire block, much like how the site's current uses function.

The access to the below-grade parking garage is located at the mid-point of the site's Spencer Street frontage and aligns with the breezeway. The pedestrian connections through the breezeway are appropriately segregated from the ramp into the below grade parking garage. A total of 4 levels of underground parking is proposed to accommodate 322 vehicle parking spaces, with the limits of the garage extending to the property boundary on all four sides (accounts for the proposed rights-of-way widening identified along Parkdale Avenue by the City during pre-application consultation). No formal loading or short-term parking spaces are provided given the availability of street parking along the site. A total of 487 bicycle parking spaces are proposed, with 465 interior spaces intended for residents and 22 exterior spaces intended for transient site users.

2.1.2 Tower Design

The building's point tower is situated at the northwest corner of the site and is setback from the footprint of the podium on all sides to achieve a distinct transition in form from the building's base to its middle segment. Overall, the tower can be described as minimalist, with a slender orthogonal shape, limited ornamentation, and a mix of primarily glass and steel material. This minimalist appearance is reinforced with the clean structural lines emphasizing floor levels and framing the balconies and windows. This contemporary design helps reinforce the contrast between the tower and the industrially inspired podium, which is sympathetic to the neighbourhood's evolving identity.

The tower is 38 storeys in height (121 m) and will include a permitted rooftop projection consisting of the mechanical penthouse. The tower floorplate is 802 m (includes balconies) and is setback 5.23 m from Spencer Street to the north, 4.19 m from Hamilton Avenue North to the west, 16.11 m from Armstrong Street to the south, and 34.02 m from Parkdale Avenue (post-widening) to the east (1.2 m from the central courtyard and 19.15 m from the reimagined Carleton Tavern).

The rooftop projection serves as the building's top segment and is designed to present as a seamless extension of the tower's middle, but with subtle architectural differences that will be most prominent from a distance. This design approach allows for a cohesive appearance from all vantage points, whether from Highway 417, Kichi Zibi Mikan, or within the immediate neighbourhood.



2.1.3 Landscaping and Trees

Site landscaping is appropriately urban in nature and will provide for an overall increase in vegetation and permeability from what exists today. The at-grade open spaces on site, which include the central courtyard, breezeway, and open corridor are programmed with a mix of planters, seating, and materiality. The layout of these features serves to support site circulation and passive use, with opportunity to complement potential outdoor patios associated with ground floor uses and a pedestrianized Armstrong Street. Specifically, the reimagined Carleton Tavern will include an outdoor commercial patio spilling onto the central courtyard.

Proposed vegetation consists of trees, shrubs, and perennials, which will help to soften the public realm portions of the block and provide a significant improvement from existing conditions. The rooftop communal amenity space above the podium will be designed with opportunity to include additional vegetation, where feasible, and to offer shade and comfort for residents and their visitors. Overall, the existing site has limited vegetation and trees, all of which will be removed with redevelopment and replaced with a net increase as detailed in the supporting landscape plan prepared by CSW Landscape Architects Limited.

2.1.4 Parkland and POPS

The parkland dedication requirement for the redevelopment will be addressed at the time of a future SPC approval or building permit process with cash-in-lieu of parkland (CILP) in accordance with the *Planning Act* and City of Ottawa Parkland Dedication By-law. The site design and surrounding context reinforces the appropriateness of CILP as Parkdale Park is located to the immediate south, a POPS facing that park is proposed, and the owner has expressed interest to City staff and the local Councillor in supporting any municipal-led initiative to pedestrianize Armstrong Street. The closure of Armstrong Street to vehicle traffic could serve to create a more extensive and dynamic space for public use and functions, helping celebrate the character of the neighbourhood (e.g., extension of the Parkdale Public Market activities, food trucks, retail vendors, art and performance space, etc.).

The POPS includes the central courtyard, the southwest corner of the site, the breezeway pedestrian paths, and the open corridor to Parkdale Avenue, which in total, amount to an area of approximately 847.6 square metres. The intent is to permit public use of these spaces through a surface easement. The purpose of the POPS is to offer connectivity and publicly accessible amenity that contributes positively to the public realm, and this will be achieved by:

- Offering opportunity to integrate functions with Parkdale Park through the potential pedestrianization of Armstrong Street, and to complement potential outdoor patios associated with ground floor uses.
- Contributing to the pedestrian network of the area with places to sit and pause with appropriate separation from vehicle traffic and associated sounds along Parkdale Avenue and Wellington Street West.
- Providing efficient connections through the block and to ground floor retail uses.



Planning Rationale

- Creating a new vista to view the heritage building from Parkdale Avenue, which will be made possible by the larger than existing setback proposed at the southwest corner of the block. This space at the southwest corner will have opportunity for seating and shade to more closely and comfortably appreciate the heritage architecture representing a piece of the neighbourhood's history.

The intent is for the POPS to serve as an in-kind contribution towards any Community Benefits Charge (CBC) requirement as part of a future SPC approval.

2.1.5 Reimagined Carleton Tavern

The Carleton Tavern is a long-standing community landmark and gathering place rooted in the neighbourhood's working-class history. The tavern is not designated under the *Ontario Heritage Act* nor listed in the City's Heritage Register. During pre-application consultation City heritage staff confirmed they will not move to recommend Council list the property on the City's Heritage Register or designate it under Part IV of the *Ontario Heritage Act* in advance of the proposed *Planning Act* applications.

During pre-application consultation with the local Councillor and city planning and heritage staff, the owner expressed their interest in commemorating the tavern through efforts to maintain a similar type use and presence on site. The proposed conceptual development includes a new two-storey restaurant building that will have a similar look and function as the existing Carleton Tavern. The following context is important in understanding how this commemorative approach was arrived at.

- The owner retained a heritage expert to assess the Carleton Tavern and determine if it merits designation under Part IV of the *Ontario Heritage Act*. The opinion of the heritage expert (Commonwealth Historic Resource Management), as noted in their Cultural Heritage Evaluation Report and Heritage Impact Assessment (CHER and HIA), was that the building not be considered for designation given the CHER and HIA's marginal score that focuses on contextual criteria as well as the site conditions restricting the incorporation of the existing structures.
- The owner is required to excavate the entire site and into the bedrock to address site contamination in accordance with the Ministry of the Environment, Conservation and Parks (MECP). This makes in-situ retention of the Carleton Tavern impractical given the engineering challenges associated with securing and working around a cantilevered building in disrepair.
- The owner retained a structural engineer to assess the Carleton Tavern and comment on the feasibility of maintaining, re-using, or relocating any of the elements of the building during the construction of the proposed new development. The review by the structural engineer noted it would not be feasible to keep the structure in place while excavating under it or to re-locate it offsite and then re-integrate it on site.

The proposed reimagined Carleton Tavern is of a similar location, scale, look, and use as the existing tavern. The new building is envisioned as having opportunity for an improved relationship to Parkdale Avenue, Parkdale Public Market, and the balance of the block. This is achieved by ensuring the building has space to breath by flanking it with publicly accessible open space and landscaping on all sides, as well as the inclusion of a dedicated commercial patio space to the west.



Planning Rationale

Notably, the re-imagined tavern serves as the anchor for the entire redevelopment, as the podium, POPS, and tower location are organized to frame and recognize this local landmark, an approach that ensures it is appropriately integrated with and not overwhelmed by the balance of the proposed development.



Figure 12. Architectural renderings contrasted with existing conditions (Hobin Architecture; Google Earth; Google Streetview)



2.2 Proposed Official Plan and Zoning By-law Amendments

The current Secondary Plan policy framework and zoning applicable to the site are not conducive to supporting the proposed conceptual redevelopment. Accordingly, OPA and ZBA applications are required to establish proposal-specific land use and design permissions. Sections 3 and 4 of this report provide detailed rationale and analysis for the proposed amendments.

The OPA is required to amend building height and floor space index policy in the Wellington West Secondary Plan (the “SP”). Specifically, Policy 20 of Section 2.3 of the SP suggests a maximum building height of eight storeys or 27 metres for the site to achieve transition from taller buildings near Scott Street down to the mainstreet building height on Wellington Street West. Policy 21 of Section 2.3 of the SP provides an exception to Policy 20 for two of the four parcels that make up the site, being 233 Armstrong Street and 3 Hamilton Avenue North. The exception states those parcels can be developed with a floor space index that is generally equivalent to an eight-storey building without being subject to a maximum height limit of eight storeys (27 metres). This means Policies 20 and 21 apply in the manner described below:

223 and 229 Armstrong

- Maximum building height of eight storeys or 27 metres

233 Armstrong Street and 3 Hamilton Avenue North

- No maximum building height, but subject to a maximum floor space index (FSI) that is generally equivalent to an eight-storey building
 - These two parcels combine for a total area of 2,654.24 square metres. Multiplying that by eight storeys equals 21,233.92 square metres, which is the “general” maximum FSI for those parcels.

Based on the above policy framework, the proposed OPA is to amend Policy 21 of Section 2.3 to permit the proposed maximum building height, without any maximum floor space index. Wording for this amendment could take the following form:

21) Notwithstanding Policy 20 of Section 2.3, the maximum building height for the properties described municipally as 223, 229, 233 Armstrong Street and 3 Hamilton Avenue North are in accordance with Exception [xxxx] of Zoning By-law 2008-250, as amended.

The ZBA is required to achieve the following:

- Rezone the entire site to a single MC - Mixed Use Centre zone with a site-specific exception and schedule to detail permitted performance standards.

It is noted a holding provision applies to the 233 Armstrong Street and 3 Hamilton Avenue North portions of the site. The lifting of this holding provision would take place in the future in association with a SPC approval, and the condition to lift the holding is specified in Exception 2063, as shown below.



An application for Site Plan Control Approval has been approved and which approval will include the Remedial Action Plan to achieve a Record of Site Condition (RSC), to the satisfaction of the General Manager of Planning, Infrastructure and Economic Development Department.

It is our opinion that the proposed OPA and ZBA represent good land use planning that is timely, appropriate, and in the public interest.

3 Policy Review and Justification

The following subsections contain a detailed review and justification of applicable policies and guidelines in support of the proposed OPA and ZBA. Specifically, the following documents have been reviewed:

- Provincial Planning Statement 2024;
- City of Ottawa Official Plan;
- Wellington West Secondary Plan;
- Wellington West Community Design Plan;
- Transit-Oriented Development Guidelines;
- Urban Design Guidelines for High-rise Buildings; and,
- Urban Design Guidelines for Development along Traditional Mainstreets.

3.1 Provincial Planning Statement 2024

The 2024 Provincial Planning Statement (PPS) was issued under Section 3 of the *Planning Act* and came into effect October 20, 2024. The PPS provides policy direction on matters of provincial interest related to land use planning and development. As a key part of Ontario's policy-led planning system, the PPS sets the policy foundation for regulating the development and use of land province-wide, helping achieve the provincial goal of meeting the needs of a fast-growing province while enhancing the quality of life for all Ontarians.

Ontario's land use planning framework, and the decisions that are made, shape how our communities grow and prosper. A prosperous and successful Ontario will also support a strong and competitive economy that is investment-ready and recognized for its influence, innovation and diversity.

Municipal official plans are the most important vehicle for implementation of the PPS and for achieving comprehensive, integrated and long-term planning. Zoning and development permit by-laws are also important for the implementation of the PPS and should be forward looking and facilitate opportunity for desirable development.



Planning Rationale

The below review demonstrates that the proposal is consistent with the applicable policies of the PPS.

2.1 Planning for People and Homes

2.1.6. Planning authorities should support the achievement of complete communities by:

2.1.6.a) accommodating an appropriate range and mix of land uses, housing options, [...], parks and open space, and other uses to meet long-term needs.

The proposal will facilitate additional housing, commercial, and publicly accessible space to meet long-term needs.

2.2 Housing

2.2.1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

2.2.1.b) permitting and facilitating:

2.2.1.b)1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents [...]; and

2.2.1.b)2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;

2.2.1.c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and

2.2.1.d) requiring transit-supportive development and prioritizing intensification [...] in proximity to transit, including corridors and stations.

The proposal will introduce high-density, mixed use development proximate to rapid transit, parkland, commercial mainstreets, and employment, which supports the objectives of a walkable 15-minute community. The site contains older stock, non-residential buildings with sub-surface contamination. The conceptual redevelopment will maintain a range of non-residential tenancies while addressing the contamination and introducing housing to the site, that together represents an efficient use of inner urban land, infrastructure, and public service facilities.

2.3 Settlement Areas and Settlement Area Boundary Expansions

2.3.1. General Policies for Settlement Areas

2.3.1.1. Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.



Planning Rationale

2.3.1.2. *Land use patterns within settlement areas should be based on densities and a mix of land uses which:*

2.3.1.2.a) *efficiently use land and resources;*

2.3.1.2.b) *optimize existing and planned infrastructure and public service facilities;*

2.3.1.2.c) *support active transportation;*

2.3.1.2.d) *are transit-supportive, as appropriate; and [...]*

2.3.1.3. *Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.*

2.3.1.4. *Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.*

The proposal represents an efficient use of land and resources within an area intended for intensification as part of supporting rapid transit, active transportation, housing objectives, and the remediation of a brownfield site. The direction provided above in Subsection 2.3.1 is clear and consistent throughout the PPS, in that planning authorities, such as the City of Ottawa, shall support intensification and redevelopment in strategic growth areas, such as the Tunney's Pasture Protected Major Transit Station Area (PMTSA), which includes the subject site. These are the areas in a city where growth and development is to be focused to help support the achievement of complete communities –Subsection 2.4.1 of the PPS expands on this direction below.

2.4 Strategic Growth Areas

2.4.1. General Policies for Strategic Growth Areas

2.4.1.1. *Planning authorities are encouraged to identify and focus growth and development in strategic growth areas.*

2.4.1.2. *To support the achievement of complete communities, a range and mix of housing options, intensification and more mixed-use development, strategic growth areas should be planned:*

2.4.1.2.a) *to accommodate significant population and employment growth;*

2.4.1.2.b) *as focal areas for education, commercial, recreational, and cultural uses;*

2.4.1.2.c) *to accommodate and support the transit network [...];*

2.4.1.3. *Planning authorities should:*

2.4.1.3.a) *prioritize planning and investment for infrastructure and public service facilities in strategic growth areas;*



Planning Rationale

2.4.1.3.b) identify the appropriate type and scale of development in strategic growth areas and the transition of built form to adjacent areas;

2.4.1.3.c) permit development and intensification in strategic growth areas to support the achievement of complete communities and a compact built form;

2.4.1.3. e) support redevelopment of commercially-designated retail lands (e.g., underutilized shopping malls and plazas), to support mixed-use residential.

The proposal is comprised of an urban, high-density built form, and will contribute revitalization, housing, commercial, and public realm space to a community within a strategic growth area. The site is appropriate for high-rise building height given its size, location, and surrounding context. The site is within a former industrial hub, which is a unique area of Hintonburg bookended by Parkdale Avenue and Holland Avenue, and characterized by its distinct parcel fabric, historical and existing land uses, and the policy context that identifies it as a major transit station area per the PPS and as Hub and a PMTSA per the Official Plan. The site itself is large in area and orthogonal in shape, and is buffered on all sides from adjacent private land by public ROW. This immediate and surrounding context positions the site for achieving appropriate building height transition from the scale of surrounding development, which includes open space to the south, low-rise residential to the east, mid-rise residential to the north, and non-residential to the west.

The direction provided above in Subsection 2.4.1 is clear that to support the achievement of complete communities, planning authorities should permit development and intensification in strategic growth areas such as the lands within the Tunney's Pasture PMTSA, as these are areas that should be planned to accommodate significant population growth, which aids in supporting public transit and infrastructure investments.

2.4 Strategic Growth Areas

2.4.2. Major Transit Station Areas

2.4.2.1. Planning authorities shall delineate the boundaries of major transit station areas on higher order transit corridors through a new official plan or official plan amendment adopted under section 26 of the Planning Act. The delineation shall define an area within an approximately 500 to 800metre radius of a transit station and that maximizes the number of potential transit users that are within walking distance of the station.

2.4.2.2. Within major transit station areas on higher order transit corridors, planning authorities shall plan for a minimum density target of:

2.4.2.2.b) 160 residents and jobs combined per hectare for those that are served by light rail or bus rapid transit;

2.4.2.3. Planning authorities are encouraged to promote development and intensification within major transit station areas, where appropriate, by:



Planning Rationale

2.4.2.3.a) *planning for land uses and built form that supports the achievement of minimum density targets; and [...]*

2.4.2.6. *All major transit station areas should be planned and designed to be transit-supportive and to achieve multimodal access to stations and connections to nearby major trip generators by providing, where feasible:*

2.4.2.6.b) *infrastructure that accommodates a range of mobility needs and supports active transportation, including sidewalks, bicycle lanes, and secure bicycle parking; and [...]*

6.1 General Policies for Implementation and Interpretation

6.1.12. *Density targets represent minimum standards and planning authorities are encouraged to go beyond these minimum targets, where appropriate, except where doing so would conflict with any policy of the Provincial Planning Statement or any other provincial plan.*

On June 25, 2025, Ottawa City Council approved Official Plan Amendment 46 which, among other things, introduced the delineation of Major Transit Station Areas (MTSAs) on Schedule C1, as required for by the PPS. The subject site is located within the Tunney's Pasture MTSA. Document 4 of the OPA 46 City Council file number states there is significant development potential within the Protected Hub, Scott Street Mainstreet, Wellington Street Mainstreet, and Holland and Parkdale Corridors that are within the Tunney's Pasture MTSA.

It is noted the PPS states a minimum target density and that it encourages municipalities to go beyond minimum targets, where appropriate. The proposal will facilitate intensification approximately 350 metres southeast of the Tunney's Pasture light rail transit (LRT) station and proximate to the mainstreets referenced above. This initiative will assist the city in meeting and exceeding the minimum density target of the PPS through an efficient form of intensification that makes wise use of land and resources.

2.9 Energy Conservation, Air Quality and Climate Change

2.9.1. *Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:*

2.9.1.a) *support the achievement of compact, transit-supportive, and complete communities; [...]*

The proposal contributes to the achievement and growth of a compact, transit-supportive, and complete community.

3.6 Sewage, Water and Stormwater

3.6.2. *Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. [...]*

3.6.8. *Planning for stormwater management shall:*



Planning Rationale

3.6.8.a) be integrated with planning for sewage and water services [...]

The site is within the City's Public Service Area and a site servicing report has been prepared in support of the proposed development to demonstrate how it will be serviced by municipal water, wastewater, and stormwater infrastructure.

3.9 Public Spaces, Recreation, Parks, Trails and Open Space

3.9.1. Healthy, active, and inclusive communities should be promoted by:

3.9.1.a) planning public streets, spaces and facilities to be safe, meet the needs of persons of all ages and abilities, including pedestrians, foster social interaction and facilitate active transportation and community connectivity;

3.9.1.b) planning and providing for the needs of persons of all ages and abilities in the distribution of a full range of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources; [...]

The proposal includes new public sidewalks and a POPS consisting of a central courtyard, a breezeway, and an open corridor. Together, these features will support meaningful opportunity for site inclusivity and connectivity, especially in consideration of the relationship to the south with Parkdale Park and Parkdale Public Market.

4.6 Cultural Heritage and Archaeology

4.6.3. Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.

The heritage attributes of the former industrial building at 7 Hinton Avenue North that are subject to designation under the *Ontario Heritage Act* are detailed in CHER and HIA prepared in support of the proposal. These attributes relate to limited exterior architectural features that the CHER and HIA note will not be adversely impacted by the adjacent proposed development. The layout of the development will provide greater visual exposure to celebrate these features by opening the site's southwest corner with public realm space in place of the building mass that exists there today.

5.3 Human-Made Hazards

5.3.2. Sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.

The subsurface of the site is impacted by contamination resulting from a former industrial use, and remediation is required to permit any redevelopment of the site with residential and mixed uses. Appropriate measures are being taken to address contamination in accordance with requirements from the MECP.



3.2 Official Plan, 2022

Ottawa's Official Plan, 2022, as amended, (the "OP") is a legal document adopted under the authority of the *Ontario Planning Act*. Municipal Official Plans are required to contain goals, objectives and policies in order to manage and direct physical change and the effects on the social, economic, built and natural environments. Ottawa's OP contains the City's goals, objectives and policies to guide growth and manage physical change to 2046.

Save and except the proposed amendment to policy in the SP, the proposed OPA and ZBA conform with the general intent and purpose of the OP as demonstrated through the subsequent review.

3.2.1 Strategic Directions

Section 2 – Strategic Directions of the OP contains two subsections, which include five overarching policy moves and cross-cutting issues. Together, these subsections identify high-level policy objectives with the intent of recognizing and addressing existing and anticipated challenges and opportunities to making Ottawa the most livable mid-sized city in North America over the planning horizon of the OP. The below review demonstrates the proposal's conformity with the general intent and purpose of highlighted Section 2 policies.

2.2.1 Intensification and Diversifying Housing Options

Policy Intent:

1) *Direct residential growth within the built-up urban area to support an evolution towards 15-minute neighbourhoods*

[...] This Plan envisions directing residential intensification towards Hubs, Corridors and surrounding Neighbourhoods where daily and weekly needs can be accessed within a short walk. This direction will support an evolution of these areas towards becoming 15-minute neighbourhoods. [...]

2) *Provide housing options for larger households*

[...] Smaller dwelling units in the form of one- and two-bedroom apartments will continue to be located adjacent to transit stations, within commercial clusters, along corridors with transit stops and commercial services and within Neighbourhoods. [...]

3) *Improve public amenities and services*

[...] To support the City's strategy to achieve a 60 per cent intensification target by 2046, the City will:

a) Direct residential intensification to Hubs, Corridors and residential Neighbourhoods within a short walking distance of those Hubs and Corridors;

d) Protect and enhance the urban tree canopy and provide equitable access to greenspace that will provide shade and opportunities to promote mental and physical health and well-being;



Planning Rationale

The proposal shows consideration for the above policy intentions on intensification and 15-minute neighbourhoods by:

- directing intensification to a site along a Minor Corridor within a Hub and PMTSA and approximately 350 metres from an LRT station;
- supporting a range of dwelling unit sizes that consist primarily of one and two bedroom units;
- providing new and enhanced public space and pedestrian connections;
- enhancing the urban tree canopy with a net increase in site trees and overall softscape; and,

2.2.2 Economic Development

Policy Intent:

5) Create conditions for small-business growth

[...] Commercial services are an important element for 15-minute neighbourhoods that provide residents, workers and tourists with their daily and weekly needs. These areas are ideal for small-businesses and this Plan intends to promote their growth through land use permissions, increasing viable transportation options and enhancing and animating the public realm to improve overall user experiences.

The site currently contains an array of non-residential uses serving the community. The proposal includes a standalone restaurant building and dedicated commercial space in a mixed-use building which together will activate the frontages surrounding the site and support a vibrant public realm, especially where the site presents towards its central courtyard, Parkdale Park, and the Parkdale Public Market.

2.2.3 Energy and Climate Change

Policy Intent:

1) Plan a compact and connected City

[...] Given 90 per cent of the city's total emissions originate from the building and transportation sectors, higher-density development will be encouraged in areas that are close to transit and within walking distance of a wide range of services. Promoting compact urban built form with a mix of land uses and housing options will ensure both energy efficient and sustainable patterns of development over the long term.

The proposal is for high-density development proximate to transit, employment, and a range of services along Wellington Street West and Scott Street (mainstreets less than 500 metres apart).

2.2.4 Healthy and Inclusive Communities

Policy Intent:



Planning Rationale

1) Encourage development of healthy, walkable, 15-minute neighbourhoods that feature a range of housing options, supporting services and amenities

Healthy, walkable, 15-minute neighbourhoods are compact, well-connected places with a clustering of a diverse mix of land uses; this includes a range of housing types and affordability, shops, services, access to food, schools and local child care, employment, greenspaces, parks and pathways. They are complete communities that support active transportation and transit [...]. 15-minute neighbourhoods allow people to walk to meet their daily or weekly needs by bringing destinations closer together. They enable easy, safe and enjoyable connections between destinations. [...]

Components:

- b) Population levels and residential densities that support local shops and services;*
- c) Public service facilities such as parks and public spaces [...].*
- d) Neighbourhood retail and commercial services in order to reduce travel time for daily needs and provide jobs and other economic opportunities for residents;*
- e) Access to healthy food through grocery stores, community gardens, urban agriculture and farmers markets;*

Sustainable Mobility:

- a) Shaded pedestrian and cycling-friendly streets and pathway networks connecting residents to amenities and services that provide a viable alternative to the use of a private automobile;*
- b) Safe and convenient environments for children and youth to play, and to walk, cycle or take transit to school; and*
- c) Safe and convenient access to transit.*

Urban Design:

- a) High-quality, human scale urban design that creates a sense of place. This includes a vibrant public realm, with streets, trees, gathering places and local amenities that are shaded and green.*
- b) A public realm that fosters social connections by inviting people to be in, rather than only travel through places, in all seasons.*

The proposal shows consideration for the above policy intentions on intensification and 15-minute neighbourhoods by:

- Directing high-density development proximate to transit, employment, and a range of services along Wellington Street West and Scott Street, which will help contribute to the critical mass necessary to support transit, local business, and the adjacent Parkdale Public Market;



Planning Rationale

- Proposing an urban, human-scale space that continues the community-focused open space (Parkdale Park and Parkdale Public Market) adjacent the site and will offer opportunity to create a larger dynamic community hub; and,
- Providing publicly accessible space and convenient pedestrian connections that are made comfortable with landscaping and are animated with dedicated commercial space at grade.

2.2.6 Culture

Policy Intent:

- 1) *Create spaces and places for culture to live, grow and innovate*
- 2) *Reinforce neighbourhood and place identity through architecture and urban design*
- 3) *Promote the arts as an important element of placemaking*

The proposal consists of public realm space and architecture sympathetic to the neighbourhood's history. The POPS supports opportunity for cultural imprints through landscaping, artwork, and programing, with the prospect of a pedestrianized Armstrong Street presenting a significant opportunity for placemaking given its relationship to the proposed POPS, Parkdale Park, and the Parkdale Public Market. The existing Carleton Tavern will be commemorated on site through a new standalone restaurant building of similar look and function.

3.2.2 Growth Management Framework

Section 3 – Growth Management Framework of the OP contains policies on how the city will manage growth to the year 2046. The section notes that the intent is for the majority of growth over this period to be accommodated through intensification, with target areas for that growth being Hubs and Corridors supported by higher order transit and the majority of services and amenities.

The population projections the Growth Management Framework relied on when the OP was approved are lower than the projections released by the Ministry of Finance (MoF) in August 2025. The PPS states that planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance. As shown below in Table 4, it is clear that additional growth needs to be planned for in order to keep up with MoF population projections and maintain consistency with the PPS.

Table 4. Ministry of Finance population projections (City of Ottawa Official Plan projections; Ministry of Finance population projections)

YEAR	CURRENT OP	MOF AUGUST 2025	DIFFERENCE	
2026	1,142,000	1,187,777	45,777	4%
2031	1,219,000	1,273,587	54,587	4.5%
2036	1,292,000	1,372,968	80,968	6.3%
2041	1,355,000	1,474,765	119,765	8.8%



Planning Rationale

2046	1,410,000	1,578,796	168,796	12%
------	-----------	-----------	---------	-----

Subsection 3.2 contains policies for supporting intensification, with the below review demonstrating how the proposal conforms with the general intent and purpose of highlighted policies from that subsection.

3.2.2) Intensification may occur in a variety of built forms and height categories, from Low-rise to High Rise 41+ buildings provided density requirements are met. Unless more specific policies provide alternate direction, minimum densities are intended to establish a minimum starting point for the intensity of development [...].

As with the density targets of the PPS, the OP's minimum densities are a baseline threshold that should be met and exceeded in order to support the wise and efficient use of land and resources.

3.2.3) The vast majority of Residential intensification shall focus within 15-minute neighbourhoods, which are comprised of Hubs, Corridors and lands within the Neighbourhood designations that are adjacent to them as shown on Schedules B1 through B8. Hub and Corridor designations are intended to be diverse concentrations of employment, commercial, community and transportation services (in addition to accommodating significant residential opportunities) that are accessible to adjacent Neighbourhood designations on a daily and weekly basis.

The subject site represents an area intended for the vast majority of residential intensification, as it is a 15-minute neighbourhood designated Minor Corridor, within a Hub and PMTSA, is 350 metres from an LRT station and federal employment campus, and is proximate to open space and main street uses. The City's growth management framework has ambitious intensification goals that increase over time to support balanced growth in response to provincial policy direction and local needs. As detailed in Table 4, a more current picture of these needs suggests greater levels of intensification are required. Supporting intensification in target areas like the subject site is critical to achieving the OP's intensification targets and reducing reliance on outward growth.

3.2.4) Intensification is permitted in all designations where development is permitted taking into account whether the site has municipal water and sewer services. This Plan supports intensification and the approval of applications for intensification shall be in conformity with transect and overlay policies as applicable. When reviewing planning applications for intensification, the City shall ensure that surface water and groundwater resources are protected, particularly where the groundwater resource is used for drinking water.

The site is within the City's Public Service Area and a site servicing report has been prepared in support of the proposed development to demonstrate how it will be serviced by municipal water, wastewater, and stormwater infrastructure.

3.2.5) Intensification is permitted and encouraged on former industrial or commercial sites, including brownfield sites where feasible in order to collectively achieve intensification and sustainable and resilient design goals and targets. [...]



Planning Rationale

The subsurface of the site is impacted by contamination resulting from a former industrial use, and remediation is required to permit any redevelopment of the site with residential and mixed uses. Appropriate measures are being taken to address contamination in accordance with requirements from the MECP, which will allow the site to be revitalized with a desirable form of intensification.

3.2.8) Intensification should occur in a variety of dwelling unit floorspace sizes to provide housing choices. [...].

The proposal includes a total of 465 dwelling units divided into a range of four different unit sizes. The podium and tower floorplates offer a variety in unit layouts and sizes.

3.2.10) The residential density and proportion of large household dwelling targets as shown on Schedules B1 through B8 are established in Table 3a for Hubs and Mainstreet Corridors and Table 3b for Neighbourhoods and Minor Corridors. Within Neighbourhoods, provide for a diversity of housing opportunities such that generally, higher densities will be directed closer to Mainstreets, Minor Corridors, rapid transit stations, Hubs and major neighbourhood amenities with lower densities further away from such features such that the overall density in Neighbourhoods meets or exceeds those in Table 3.

Large household dwellings are those which include three or more bedrooms, or an equivalent floor area. Schedule B2 designates the site Minor Corridor within the Inner Urban Transect. Accordingly, the site is subject to Table 3b which states there is no minimum proportion of large household dwellings for Minor Corridors. Despite there being no minimum requirement, the proposal includes a total of 75 large household dwelling units which consist of five 3-bedroom units and 70 2-bedroom units equal to or greater than 850 square metres in GFA. These 75 dwelling units make up 16.12% of total unit mix.

3.2.14) An amendment or minor variance to the Zoning By-law shall be required for any increase in height within the height categories, provided the proposed increase is in the same height category. An increase in height to permit a building in a taller height category requires an amendment to this Plan or secondary plan where applicable, in addition to the amendment to the Zoning By-law.

The proposed OPA and ZBA serve, in part, to request permission for additional building height.

3.2.3 Transects

The entire site is located within the Inner Urban Transect on Schedule B2 of the OP (see Figure 13). Section 5.2 of the OP contains policies for the Inner Urban Transect with relevant excerpts reviewed below. This review demonstrates how the proposal conforms with the general intent and purpose of highlighted policies of subsection 5.2.



Planning Rationale

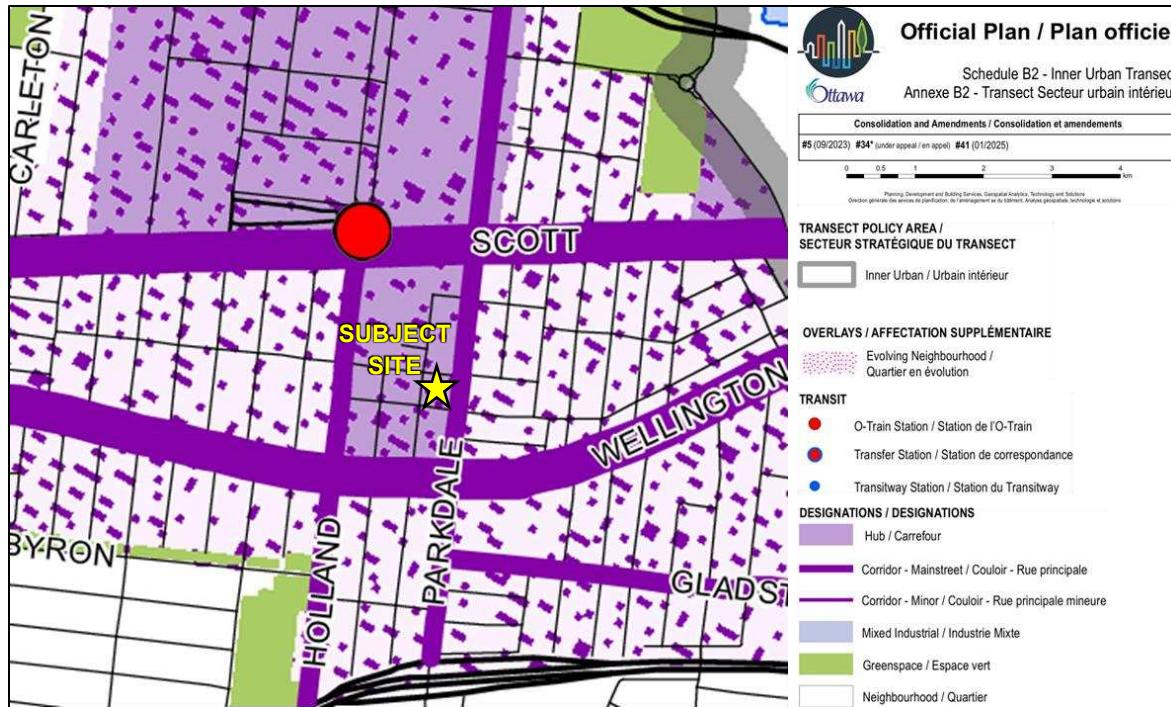


Figure 13. Excerpt of OP Schedule B2

5.2.1 Enhance or establish an urban pattern of built form, site design and mix of uses

5.2.1.2) In the Inner Urban Transect, the City shall support the development of large parcels and superblocks into fully urban districts and integrated neighbourhood centres, including:

c) Requiring that the development of such parcels introduce permanent and high-quality public pedestrian networks within the site through easements and public streets, and to orient new buildings to such networks and to public streets.

The proposed conceptual development includes a large POPS in the form of a central courtyard with mid-block connections. The proposed mixed-use building with ground-floor commercial is oriented toward adjacent streets and the central courtyard, while the standalone restaurant building generally maintains the same presence on site as the existing Carleton Tavern. These site features provide ample opportunity for high-quality public realm space and animation, and will complement Parkdale Park and Parkdale Public Market to the south.

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

- a) Proximity and access to frequent street transit or rapid transit;
- b) 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



Planning Rationale

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

c) Resolution of any constraints in water, sewer and stormwater capacity.

The proposal consists of serviceable, high-density, high-rise development that is along a Minor Corridor within a Hub and PMTSA, and approximately 350 metres from an LRT station. Proposed building height and massing have consideration for design policies of the OP, which are reviewed in greater detail later in this section.

5.2.1.4) The Inner Urban Transect shall continue to develop as a mixed-use environment, where:

- a) Hubs and a network of Mainstreets and Minor Corridors provide residents with a full range of services within a walking distance from home, in order to support the growth of 15-minute neighbourhoods;*
- c) Existing and new cultural assets are supported, including those that support music and nightlife;*
- e) Increases in existing residential densities are supported to sustain the full range of services noted in Policy a).*

The proposal will help support 15-minute neighbourhood objectives by introducing high-density housing and at-grade commercial space, a designated restaurant space, and meaningful public realm space along a Minor Corridor within a Hub and proximate to Mainstreet Corridors.

5.2.1.5) The Inner Urban area is planned for mid- to high-density, urban development forms where either no on site parking is provided, or where parking is arranged on a common parking area, lot or parking garage accessed by a common driveway. The following policies apply to private approaches:

- b) Maintaining or enhancing unbroken curb space for short-term, visitor and permit-zone street parking and other common purposes, and front yard space for trees and intensive landscaping, is given priority over private approaches; and*
- c) Further to the above, development applications may be required to:*
 - i) Reduce the number and/or width of private approaches on a site;*
 - ii) Re-use existing private approaches; or*
 - iii) Relocate and/or combine existing private approaches with no net increase in number or width.*

The conceptual development includes a single private approach for access to below grade parking. The amount of surface space dedicated to vehicle use is limited and reflects a significant reduction from existing conditions. The existing private approach from Armstrong Street and central parking area will be replaced with the central courtyard forming part of the proposed POPS. Shifting this single private approach to Spencer Street is appropriate for supporting the public realm intentions along the south of the site where the POPS has opportunity to seamlessly connect with Parkdale Park and Parkdale Public Market in the event Armstrong Street gets closed to vehicle traffic.



Planning Rationale

5.2.2 Prioritize walking, cycling and transit within, and to and from, the Inner Urban Transect

5.2.2.3) Motor vehicle parking in the Inner Urban Transect shall be managed as follows:

c) Surface parking within 300 metre radius or 400 metres walking distance, whichever is greatest, of an existing or planned rapid transit station, shall be limited to a very small amount of spaces only for short term drop-off and pick-up, or delivery vehicles; shall not be located between the building and the sidewalk; and shall be accessed and egressed by the narrowest possible driveway; and

No on-site surface parking is contemplated (including loading and short-term parking spaces) given the proposed below-grade parking and the availability of street parking along the site.

5.2.3 Provide direction to the Hubs and Corridors located within the Inner Urban Transect

5.2.3.1) Within Hubs, permitted building heights, are as follows:

a) Up to a 300 metre radius or 400 metres walking distance, whichever is greatest, of an existing or planned rapid transit station, not less than 3 storeys and up to High-rise;
c) Outside the area described by Policy a), not less than 3 storeys and up to a High-rise where the parcel is of sufficient size to allow for a transition in built form massing; and

Policy 6 of Subsection 6.1.1 states that “where Corridors intersect or overlap with Hubs, the building height policies governing Hubs shall prevail.” Accordingly, Policy 1 of Subsection 5.2.3 (referenced above) applies to the subject site. The site is located 350 metres (450 metre walking distance) from Tunney’s Pasture Station (rapid transit station) and is of a sufficient size to allow for transition in built form massing; therefore, up to high-rise building heights can be permitted on the subject site.

The site is large in area and orthogonal in shape, and is buffered on all sides from adjacent private land by public ROW. This immediate and surrounding context positions the site for achieving appropriate building height transition from the scale of surrounding development, which includes open space to the south, low-rise residential to the east, mid-rise residential to the north, and non-residential to the west.

5.2.3.4) All buildings along Mainstreets or Minor Corridors shall have active entrances facing the Mainstreet or Minor Corridor, regardless of use.

The proposal contemplates active entrances facing Parkdale Avenue for the mixed use building. The entrance for the re-imagined Carleton Tavern faces Armstrong Street, which appropriately reflects the look and function of the existing tavern.

3.2.4 Urban Designations

The Minor Corridor designation is tied to Parkdale Avenue (see Figure 13), being an Arterial Road with a protected ROW of 26 metres (through pre-application consultation City ROW staff agreed to protecting a 22 metres ROW). Subsection 6.2 of the OP contains policies for the Urban Designation of Minor Corridor,



Planning Rationale

with relevant excerpts reviewed below. This review demonstrates how the proposal conforms with the general intent and purpose of the highlighted policies of subsection 6.2.

6.2.1 Define the Corridors and set the stage for their function and change over the life of this Plan

6.2.1.1) Corridors are shown as linear features in the B-series of schedules. The Corridor designation applies to any lot abutting the Corridor, subject to:

a) Generally, a maximum depth of:

ii) In the case of Minor Corridors, a maximum depth of 120 metres from the centreline of the street identified as a Minor Corridor;

The entire site is designated Minor Corridor (subject to Hub height policies) as it is within 75 metres of the Parkdale Avenue centreline.

6.2.1 Define the Corridors and set the stage for their function and change over the life of this Plan

6.2.1.2) Development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor, subject to building stepbacks where appropriate. Further, development:

a) Shall ensure appropriate transitions in height, use of land, site design and development character through the site, to where the Corridor designation meets abutting designations;

b) May be required to provide public mid-block pedestrian connections to nearby streets or abutting designations;

The proposed mixed-use building situates the tower at the northwest portion of the site, with the portion of the building nearest Parkdale Avenue (Minor Corridor) being the 6-storey podium with an inset loft rising to 8 storeys. This arrangement of height and density is appropriate for the site as it:

- Responds to tower location and podium height feedback received from City staff and the Urban Design Review Panel;
- Ensures Parkdale Avenue remains human-scaled with a mid-rise form;
- Aligns the podium along Parkdale Avenue with the scale of the existing 8-storey building to the immediate north;
- Achieves appropriate height transition between the height of the tower down to the low-rise residential neighbourhood on the opposite (east) side of Parkdale Avenue; and,
- Locates the greatest potential impact of the tower height to the north and west, where the nearest private lands are designated Hub, are within the Tunney's PMTSA, and are a minimum 22.5 metres (west) and 23.5 metres (north) from the tower.



Planning Rationale

The proposal includes a publicly accessible network of mid-block connections.

6.2.1 Define the Corridors and set the stage for their function and change over the life of this Plan

6.2.1.3) *Corridors will generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment. The City may require through the Zoning By-law and/or development applications to amend the Zoning By-law:*

- a) *Commercial and service uses on the ground floor of otherwise residential, office and institutional buildings with a strong emphasis on uses needed to contribute to 15-minute neighbourhoods;*
- b) *Residential and/or office uses on the upper floors of otherwise commercial buildings; and/or*
- c) *Minimum building heights in terms of number of storeys to ensure multi-storey structures where uses can be mixed vertically within the building.*

6.2.1.4) *Unless otherwise indicated in an approved secondary plan, the following applies to development of lands with frontage on both a Corridor and a parallel street or side street:*

- a) *Development shall address the Corridor as directed by the general policies governing Mainstreet Corridors Minor Corridors, particularly where large parcels or consolidations of multiple smaller parcels are to be redeveloped; and*
- b) *Vehicular access shall generally be provided from the parallel street or side street.*

6.2.2 Recognize Mainstreet Corridors as having a different context and setting out policies to foster their development

6.2.2.1) *In the Mainstreet Corridor designation, this Plan shall permit a mix of uses including offices. These uses are permitted throughout the building, however the Zoning By-law may require active commercial or service uses on the ground floor, which include those that support cultural development in order to maintain, extend, or create a continuous stretch of active frontages along a Mainstreet.*

2) *In the Minor Corridor designation, this Plan shall permit a mix of uses which support residential uses and the evolution of a neighbourhood towards 15-minute neighbourhoods. Development may:*

- a) *Include residential-only and commercial-only buildings;*
- b) *Include buildings with an internal mix of uses, but which remain predominantly residential;*
- c) *Include limited commercial uses which are meant to mainly serve local markets; or*
- d) *Be required, where contextually appropriate, to provide commercial or service uses on the ground floor.*

The proposal includes, supports and will result in facilitating the following:

- Mixed-use, high density building with at-grade commercial and residential above;



Planning Rationale

- A mix in the size of ground floor commercial spaces for potential to accommodate a range of non-residential tenants;
- Active frontage along Parkdale Avenue (Minor Corridor);
- A standalone restaurant building with outdoor commercial patio space;
- A single private approach from a side street (Spencer Street); and,
- An enhanced pedestrian circulation network to and through the site.

6.1.2 Set out the direction for Protected Major Transit Station Areas (PMTSAs)

6.1.2.1) Schedule C1 identifies the PMTSA locations and boundaries and Table 3a sets out the minimum density of people and jobs for PMTSAs per gross hectare that shall be implemented through the Zoning By-law, in an effort to increase the future density of development around transit.

6.1.2.3) Permitted uses within the PMTSAs shall include a range of mid- and high-density housing types as well as a full range of non-residential functions including employment, commercial services and education institutions, excluding those uses listed in Policy 2) above.

The site is located within the Tunney's PMTSA and the proposal aligns with the intent for this area by providing high-density residential and a full range of complementary non-residential.

3.2.5 City-Wide Policies

Section 4 of the OP contains city-wide policies relating to specific themes. Themes relevant to the proposal and reviewed in greater detail below include: mobility; housing; parks and recreation facilities; cultural heritage; urban design; and, drinking water, wastewater and stormwater management. The reviews in the following subsections demonstrate how the proposal conforms with the general intent and purpose of highlighted policies.

3.2.5.1 Mobility

4.1.2 Promote healthy 15-minute neighbourhoods

4.1.2.6) New developments will provide direct connections to the existing or planned network of public sidewalks, pathways and cycling facilities.

4.1.2.9) Proponents of development shall provide an adequate number of bicycle parking facilities as follows:

a) Long-term bicycle parking facilities shall be secure, sheltered and usable by all types of cyclists. Where located inside buildings, long-term bicycle parking facilities shall provide safe, accessible, direct and convenient access to the exterior; and



Planning Rationale

b) Short-term bicycle parking facilities shall be highly visible, well-lit, near building entrances and where appropriate, sheltered.

4.1.2.11) During the review of development and as part of new road construction and road reconstruction projects, and where feasible through infrastructure renewal works, the City shall require the provision of pedestrian and cycling facilities, consistent with the Safe Systems Approach, as follows:

a) Arterials, Major Collectors and Collectors in the Urban area and Villages shall include:

i) Sidewalks on both sides;

4.1.2.15) Development integrated or directly connected to rapid transit stations or transit stops should consider ways to provide public access through buildings during all transit operational times with high-quality linkages to sidewalks on nearby streets. The City will consider, at its discretion, cost sharing agreements with the private sector.

The proposed conceptual development includes a new and enhanced pedestrian network and surrounding public sidewalks, an adequate supply of appropriately located bicycle parking facilities, and a highly visible and accessible connection to the existing transit stop along Parkdale Avenue.

4.1.3 Support growth management and a greener and more resilient city

4.1.3.1) The street and road network shall support multi-modal travel, the movement of goods and services, access to properties, public space functions, street trees and/or shade corridors and contribute to the overall quality of the urban environment.

The proposed conceptual development includes a quality urban environment at-grade that includes infrastructure for multi-modal connectivity and streetscape enhancement through landscaping. Managing growth includes the provision of services and infrastructure to address demand created by new users. The proposal demonstrates consideration for this by ensuring vehicle presence at-grade is solely for access to below-grade parking, that ample publicly accessible space is provided and supported by meaningful programming and connections, and that adjacent streetscapes are improved from current conditions.

4.1.4 Support the shift towards sustainable modes of transportation

4.1.4.6) 6) Parts of the street and road network may be repurposed and dedicated, on a permanent or temporary basis, to certain modes of transportation, uses of land or streetscaping if it contributes to the implementation of transportation and land-use objectives of this Plan, including improving safety for the most vulnerable road users. These include:

e) Elements that support community interaction, rest, play, greenery and creative and cultural expression, including the concept of woonerven as referenced in City guidelines.



Planning Rationale

7) Further to Subsection 4.1.4, Policy 6) above, the City may also consider allocating parts of streets, such as curbside space, during various times and in various locations according to the context, for uses such as:

- a) Pickup and drop off areas or loading zones;
- b) Taxi and ride share spaces;
- c) Parking spaces for car-share, bicycles, commercial cargo e-bikes and electric vehicle charging and micro-mobility devices such as e-scooters;
- d) Space for food truck stands;
- e) vending spaces and street-side patios;
- f) Dedicated on-street parking for residents, visitors and local businesses;
- h) Transit or emergency services.

Through pre-application consultation, the owner expressed interest to City staff and the local Councillor in supporting any municipal-led initiative to pedestrianize Armstrong Street. The closure of Armstrong Street to vehicle traffic could serve to create a more extensive and dynamic space for public use and functions, by helping create a seamless pedestrian space from Parkdale Park and Parkdale Public Market to the POPS on the subject site. This network of public spaces could offer opportunity to celebrate the character of the neighbourhood through art and performance as well as extended outdoor market activities. The above policies offer support for this type of initiative.

No on-site surface parking is contemplated (including loading and short-term parking spaces) given the proposed below-grade parking and the availability of street parking along the site. The above policies offer support for the City to consider allocating parts of streets, such as curbside space, for parking.

4.1.4 Support the shift towards sustainable modes of transportation

4.1.4.10) Parking garages and their access points are to be designed to maintain continuity of the street edge, pedestrian environment and function of the street, as identified in transect and designation policies, through strategies such as:

- a) Minimizing the number and width of vehicle entrances that interrupt pedestrian movement;
- b) Including other uses along the street, at grade, to support pedestrian movement;
- c) Providing landscaping, art, murals or decorative street treatments;
- d) Minimizing the frontage and visibility of the parking garage from the street, where appropriate; and
- e) Ensuring that the primacy of pedestrians along the sidewalk is maintained at all times through the use of traffic control and other measures that regulate the crossing of vehicles at all access points.



Planning Rationale

The conceptual development reduces the impact of parking and vehicle access from current conditions and includes a single private approach that will provide access to below grade parking. The private approach is situated along the mid-point of the north property line, maximizing separation from nearby intersections. The private approach space has been designed to blend into the building façade with minimal impact on the public realm and architecture of the building podium. Appropriate signage and other safety-oriented design measures will be confirmed through subsequent SPC application and detailed design processes.

4.1.7 Protect and invest in rights of way

4.1.7.2) The City shall protect rights of way for the street and road network shown on Schedules C4, C5, C9 and C10 and as listed in detail in Schedule C16.

4.1.7.4) The City may acquire land for rights of way or the widening of rights of way through conditions of approval for a plan of subdivision, severance (severed and retained parcels), site plan or a plan of condominium, as detailed in Schedule C16, and as identified in Environmental Assessments or approved road designs at no cost to the City. This may involve equal or unequal road widenings, and the use of easements for streets, to fulfil the requirement for additional land for measures such as corner triangles and auxiliary lanes at intersections, active transportation facilities, transit corridors, transit stops, utilities and related infrastructure, railway crossings, intersections or roundabouts.

4.1.7.5) In Design Priority Areas, the widening of rights-of-way shall be used to prioritize public realm improvements, including widened sidewalks, cycling facilities, bicycle parking, street trees and street furniture, with consideration to accommodate utilities, where the entire length necessary for the roadway improvement is not acquired.

Schedule C16 – Road Classification and Rights-of-Way Protection identifies Parkdale Avenue as having a 26 metre protected ROW, though through pre-application consultation, the City agreed to a 22 metre protected ROW. None of the other public streets surrounding the site (all local streets) have specified ROW widths protected for in Schedule C16, and so its assumed 18 metres is to be protected for each. The conceptual development accounts for the above protected ROW widths, and any required conveyance of land would be determined and completed as part of a future site plan approval process.

Through pre-application consultation the City identified the requirement of 9x3 metre corner site triangles at the Parkdale Avenue corners and 3x3 metre corner site triangles at the northwest and southwest corners of the site. The conceptual development accounts for the above triangles with the exception of the following:

- Parkdale and Spencer (northeast) triangle: minor portion of the podium (above grade only)
- Parkdale and Armstrong (southeast) triangle: portion of the re-imagined Carleton Tavern

In both circumstances the proposed encroachments still reflect a larger setback from what exists today, and both respect the 22 metre ROW width. Further, the owner's transportation consultant (Parsons) has



Planning Rationale

confirmed the noted encroachments into the northeast and southeast corner site triangles would not preclude the City from achieving any planned modifications to the function of the associated ROW.

The subject site is within a Design Priority Area, and through the proposed conceptual development, the public realm will be significantly improved with the inclusion of additional public space, landscaping, pedestrian connections, and active street walls.

3.2.5.2 Housing

4.2.1 Enable greater flexibility and an adequate supply and diversity of housing options throughout the city

4.2.1.1) 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

The proposed ZBA contemplates the use of zoning tools (e.g., schedule and exception) to appropriately regulate the density, built form, height, massing, and design of the conceptual development. The subject site is located within an enclave identified for high-density development and bookended by expansive areas of existing, low-density development, and so the proposal will add to the neighbourhood's range and diversity of housing stock, unit size, price, and tenure.

3.2.5.3 Parks and Recreation Facilities

4.4.1 Identify park priorities within Ottawa's growth areas

4.4.1.4) The Parkland Dedication By-law, or any successor by-law, shall include provisions for the rate of parkland dedication. As per the Planning Act the following rates apply at the time of adoption of this Plan:

- a) The City shall require the dedication of land for parks in an amount not exceeding 2 per cent of the area of land that is developed or redeveloped for industrial or commercial purposes;
- b) The City shall require the dedication of land for parks in an amount not exceeding 5 per cent of the area of land that is developed or redeveloped for all other purposes except that the City will calculate the



Planning Rationale

park dedication for residential development or redevelopment at densities that exceed 18 units per net hectare using the 'alternative requirement' of 1 hectare for every 300 dwelling units as provided in the Planning Act or some lesser amount based upon this requirement. The Parkland Dedication By-law will identify circumstances when a lesser amount will be considered;

The parkland dedication requirement for the redevelopment will be addressed at the time of a future SPC approval or building permit process with cash-in-lieu of parkland (CILP) in accordance with the *Planning Act* and City of Ottawa Parkland Dedication By-law (it is noted the above policy is no longer reflective of the *Planning Act* requirement). Refer to Section 2.1.4 of this report for further detail.

3.2.5.4 Cultural Heritage and Archaeology

4.5.1 Conserve properties, areas and landscapes of cultural heritage value

4.5.1.3) *Individual buildings, structures, and sites shall be designated as properties of cultural heritage value under Part IV of the Ontario Heritage Act.*

4.5.1.5) *The City shall list properties that City Council believes to have cultural heritage value or interest on a Heritage Register under Section 27 of the Ontario Heritage Act.*

4.5.1.7) *The City shall maintain a Heritage Register of properties of cultural heritage value or interest. The Register will include properties that have been designated under Part IV or Part V, or listed under Section 27 of the Ontario Heritage Act.*

The site, including any of its structures and buildings, is not designated under Part IV or Part V of the *Ontario Heritage Act*, nor is it listed on the City's Heritage Register. Through pre-application consultation City heritage staff confirmed, based on the plans as proposed, that they will not move to recommend that Council list the property on the City's Heritage Register or designate it under Part IV of the *Ontario Heritage Act* in advance of the proposed *Planning Act* applications.

4.5.2 Manage built and cultural heritage resources through the development process

4.5.2.1) *When reviewing development applications affecting lands and properties on, or adjacent to a designated property, the City will ensure that the proposal is compatible by respecting and conserving the cultural heritage value and attributes of the heritage property, streetscape or Heritage Conservation District as defined by the associated designation bylaw or Heritage Conservation District Plan and having regard for the Standards and Guidelines for the Conservation of Historic Places in Canada.*

4.5.2.2) *Where development or an application under the Ontario Heritage Act is proposed on, adjacent to, across the street from or within 30 metres of a protected heritage property, the City will require a Heritage Impact Assessment, if there is potential to adversely impact the heritage resource. The HIA will be completed according to the Council approved guidelines for HIAs, as amended from time to time.*

The property at 7 Hinton Avenue North is designated under Part IV of the *Ontario Heritage Act* and is situated approximately 18 metres west of the subject site. The heritage attributes of the building that are subject to designation are detailed in the CHER and HIA prepared in support of the proposal and relate to



Planning Rationale

limited exterior architectural features. The CHER and HIA notes in Section 5.3 that the proposal results in no adverse impacts and is compatible with the heritage resource by respecting and conserving its heritage value and attributes. This is achieved, in part, through the proposal's design elements that will have a positive impact on the heritage resource, including increased tree planting, seating, and circulation space within the public realm, and building mass and site layout that provides greater visual exposure of the heritage resource.

3.2.5.5 Urban Design

4.6.1 Promote design excellence in Design Priority Area

4.6.1.1) [...] *Design Priority Areas are identified in order to promote design excellence through the development review process, and with respect to capital projects in the public realm. They are identified on Schedule C7A and C7B, and include selected areas described in the tiers of priority outlined in Table 5 [...].*

The Tunney's Hub, which the site is located within, is a Design Priority Area per Schedule C7-A.

4.6.1.2) *The City shall retain an Urban Design Review Panel (UDRP) as an independent advisory panel who provide objective peer review of both development applications and capital projects. The role of the UDRP is to promote design excellence in Ottawa's Design Priority Areas.*

A previous iteration of the proposal was presented to the UDRP on March 7, 2025. The presentation demonstrated the design evolution leading to the details of the previous proposal. Oral and written feedback from the UDRP helped guide the re-design presented with the current proposal, including:

- Re-design of the podium shape and orientation to better relate to surrounding features and optimize the proposed POPS space;
- Reduction in podium height, mass, and scale to reduce bulk and achieve a more human-scaled mid-rise form;
- Removal of the north-facing public space and provision of a revised POPS layout to achieve a better relationship with the proposed on-site buildings and the surrounding park and public market;
- Revised material palette and façade treatment to better integrate with the surrounding context and reflect an understanding of the area's industrial past; and,
- Shifting the tower to the northwest corner of the site to be further into the Tunney's Hub and PMTSA and allow for greater transition from Parkdale Avenue and the character to its east.

An additional presentation to the UDRP is intended following receipt of the first round of circulation comments on the proposed OPA and ZBA applications.

4.6.1.5) *Development and capital projects within DPAs shall consider four season comfort, enjoyment, pedestrian amenities, beauty and interest through the appropriate use of the following elements:*



Planning Rationale

- a) *The provision of colour in building materials, coordinated street furniture, fixtures and surface treatments, greening and public art, and other enhanced pedestrian amenities to offset seasonal darkness, promote sustainability and provide visual interest;*
- b) *Lighting that is context appropriate and in accordance with applicable standards and guidelines; and*
- c) *Mitigating micro-climate impacts, including in the winter and during extreme heat conditions in the summer, on public and private amenity spaces through such measures as strategic tree planting, shade structures, setbacks, and providing south facing exposure where feasible.*

The conceptual development includes and considers four season use, comfort, and safety, as well as beauty and interest in its design. For pedestrian comfort, a covered exterior breezeway is provided, connecting the two podium segments, providing relief from the elements. The POPS is generally sun exposed, allowing users of this courtyard to enjoy full sunlight during late morning to mid-day year-round, with inclusion of trees appropriately situated near seating and exterior bicycle racks. The purpose of the subject applications is to establish land use and built form permissions, with precise design details to be determined as part of a future SPC application process.

Nonetheless, the conceptual development includes a large POPS in the form of a central courtyard with mid-block connections. The mixed-use building with ground-floor commercial is oriented toward adjacent streets and the central courtyard, while the standalone restaurant building generally maintains the same presence on site as the existing Carleton Tavern, but with a more appropriate space to highlight its landmark status and allow for a meaningful patio space. While to be confirmed in a future SPC application, the design of the POPS shows accessibility into the site through both stairs and ramps, allowing full access to the retail and residential entrances. The current courtyard design also includes planters and stairs, which serve as opportunistic seating options for users of the courtyard or nearby Parkdale Market.

These site features, coupled with the conceptual landscaping, provide ample opportunity for high-quality public realm space and animation, which will invigorate the area and complement Parkdale Park and Parkdale Public Market to the south.

4.6.2. Protect views and enhance Scenic Routes including those associated with national symbols

4.6.2.3) *Development which includes a high-rise building or a High-rise 41+ shall consider the impacts of the development on the skyline, by demonstrating:*

- a) *That the proposed building contributes to a cohesive silhouette comprised a diversity of building heights and architectural expressions; and*

The proposed tower is situated at the northwest corner of the site, being the portion of the site deepest into the Tunney's Hub and PMTSA and furthest from nearby low-rise areas designated Neighbourhood. The skylines along Wellington Street West and Scott Street, which are east-west arterials to the south and north of the site separated by less than 500 metres, consist of mixed building heights, including existing and proposed high-rise.



Planning Rationale

The tower presents as minimalist, with a slender orthogonal shape, limited ornamentation, and a mix of primarily glass and steel material. This minimalist appearance helps provide appropriate transition between the lower and upper portions of the building and to allow for a cohesive appearance from all vantage points. The proposed tower height of 38 storeys (121 m) will add to the diversity of building heights within the Tunney's Hub and PMTSA, an area identified for high-density intensification and that is planned for evolution over the life of the Official Plan (2022-2046).

4.6.3 Ensure capital investments enhance the City's streets, sidewalks, and other public spaces supporting a healthy lifestyle

4.6.3.1) *Development and capital projects shall enhance the public realm where appropriate by using methods such as: curb extensions, curbside boulevards that accommodate wider pedestrian walkways, trees, landscaping, and street furniture. These enhancements will make streets safer and more enjoyable by dedicating more space to pedestrians, creating opportunities for relaxation and social interaction, and where necessary, buffering pedestrians from traffic.*

4.6.3.2) *Privately Owned Publicly Accessible Spaces (POPS) offer publicly accessible amenity that contributes positively to the public realm. POPS will be designed in accordance with applicable urban design guidelines. To ensure exceptional design, POPS will:*

- a) Fit into their context, providing a meaningful contribution to existing and planned connections;*
- b) Be sited strategically to best animate the streetscape, take advantage of views and vistas, highlight heritage elements and provide a comfortable microclimate environment;*
- c) Respond to the needs of the community with consideration for neighbourhood character and local demographics;*
- d) Read as publicly-accessible to the passerby and feel comfortable, welcoming and safe for the user;*
- e) Be designed in a coordinated manner with the associated building(s); and*
- f) Bring nature into the built environment, where appropriate.*

4.6.3.3) *Space on streets may be reallocated from vehicular use in favour of pedestrians, to provide a wide range of elements that promote liveability through pedestrian safety, community interaction, greenery, creative and cultural expression and opportunities for rest and play. Locations will generally be guided by Design Priority Areas, and may be streets that:*

- a) Function as neighbourhood commercial streets; or*
- b) Border parks or separate two sections of a park; or*
- c) Are adjacent or connect to O-Train or Transitway stations, shopping centres, museums, public markets, places of worship or educational institutions such as schools, colleges and university campuses; or*
- d) Provide an opportunity for neighbourhood placemaking and residential amenity.*



Planning Rationale

4.6.3.8) Public realm investments such as street furniture and other related streetscape elements will be designed to be welcoming and comfortable for all people, and hostile elements that intentionally prevent people from using the space will be avoided.

The conceptual development reduces site coverage serving vehicles and buildings and significantly increases the amount of pedestrian-oriented space. This improvement to site conditions includes a wider public realm along the perimeter to support animation by accommodating pedestrian circulation, street trees, and planters, and a large POPS to accommodate mid-block connections, landscaping, and opportunity for passive use, public art and other space programing.

The POPS is a defining feature of the development, as it provides the following:

- Transitional space between the reimagined Carleton Tavern and the mixed-use building, helping to break-up building mass on the site and encourage air circulation and light exposure;
- Centralized space framed by complementary uses where social interaction and community placemaking can be supported and celebrated;
- A logical extension of the public market and park to the south, with opportunity to expand on this through removal of vehicle traffic on Armstrong Street;
- An environment that reads as public and will encourage public use given the ground floor commercial spaces and appropriately located mid-block connections to abutting streets;
- Appropriate views and vistas in association with the public market and park to the south and the heritage designation building to the west (7 Hinton Avenue North); and,
- A combination of hard and soft landscaping features.

Ultimate details of how the public realm spaces will be developed will come as part of a future SPC application process.

4.6.5 Ensure effective site planning that supports the objectives of Corridors, Hubs, Neighbourhoods and the character of our villages and rural landscapes

4.6.5.1) Development throughout the City shall demonstrate that the intent of applicable Council-approved plans and design guidelines are met.

4.6.5.2) Development in Hubs and along Corridors shall respond to context, transect area and overlay policies. The development should generally be located to frame the adjacent street, park or greenspace, and should provide an appropriate setback within the street context, with clearly visible main entrances from public sidewalks. Visual impacts associated with above grade utilities should be mitigated.

4.6.5.3) 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.



Planning Rationale

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.

4.6.5.4) 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.

The site is subject to a Council-approved Community Design Plan (CDP) and various Urban Design Guidelines. These documents provide design guidance that has been considered in the conceptual development and are reviewed in later sections of this report.

The conceptual development responds to context and transect area policies, as demonstrated in the review of such policies earlier in this section of the report. The conceptual development contains buildings that frame the adjacent ROWs with active frontages supporting enhancement of the public realm. The proposal includes appropriately located main entrances, site and street trees, a single private approach, no surface parking, no loading spaces, and appropriately contemplated locations for waste management and mechanical equipment, with greater detail to be determined as part of a future SPC application process. Accessibility requirements will be detailed in the development as part of a future SPC application process and subsequent detailed design for permitting.

4.6.6 *Enable the sensitive integration of new development of Low-rise, Mid-rise and High-rise buildings to ensure Ottawa meets its intensification targets while considering liveability for all*

4.6.6.1) 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.*

4.6.6.2) Transitions between Mid-rise and High-rise buildings, and adjacent properties designated as Neighbourhood on the B-series of schedules, will be achieved by providing a gradual change in height and massing, through the stepping down of buildings, and setbacks from the Low-rise properties, generally guided by the application of an angular plane as may be set in the Zoning By-law or by other means in accordance with Council-approved Plans and design guidelines.

Applicable design guidelines providing direction on transition in building heights are reviewed in later sections of this report. While the Zoning By-law does not contain a specific section on transition, it does



Planning Rationale

include provisions in Section 77 and in zone-specific sections that address transition through setback requirements. A portion of the site's zoning already permits high-rise development, and the proposed ZBA will serve, in part, to increase permitted building height to accommodate the conceptual development.

The site is designated Minor Corridor and is entirely located within a Hub and PMTSA. The site transitions from adjacent lands by way of the public ROW that surrounds it, with on-site transition achieved through tower placement and building mass arrangement. The greatest proposed height on site, being the point tower, is located at the northwest corner, which is the portion of the site furthest from nearby low-rise areas designated Neighbourhood. The implementation of a fixed angular plane is not required by policy, nor is it necessary in the case of the proposal given site, surrounding, and proposal-specific context. Design guidelines speaking to angular planes are meant only to provide general guidance.

Notwithstanding, an angular plane diagram is provided in Figure 15 to demonstrate how the tower placement is optimal on the site for achieving transition from the noted Neighbourhood designated area. The below listed tower setbacks are visualized in Figure 14 and provide additional context on how transition is achieved.

- **North:** 5.23 m from Spencer Street and 23.52 m from the nearest adjacent property (45 Spencer Street)
- **West:** 4.19 m from Hamilton Avenue North and 22.48 m from the nearest adjacent property (7 Hinton Avenue North)
- **South:** 16.11 m from Armstrong Street and 28.29 m from the nearest adjacent property (366 Parkdale Avenue)
- **East:** 34.02 m from Parkdale Avenue (post widening) and 56.17 m from the nearest adjacent properties (339, 341, 343 Parkdale Avenue and 221 Armstrong Street)



Planning Rationale

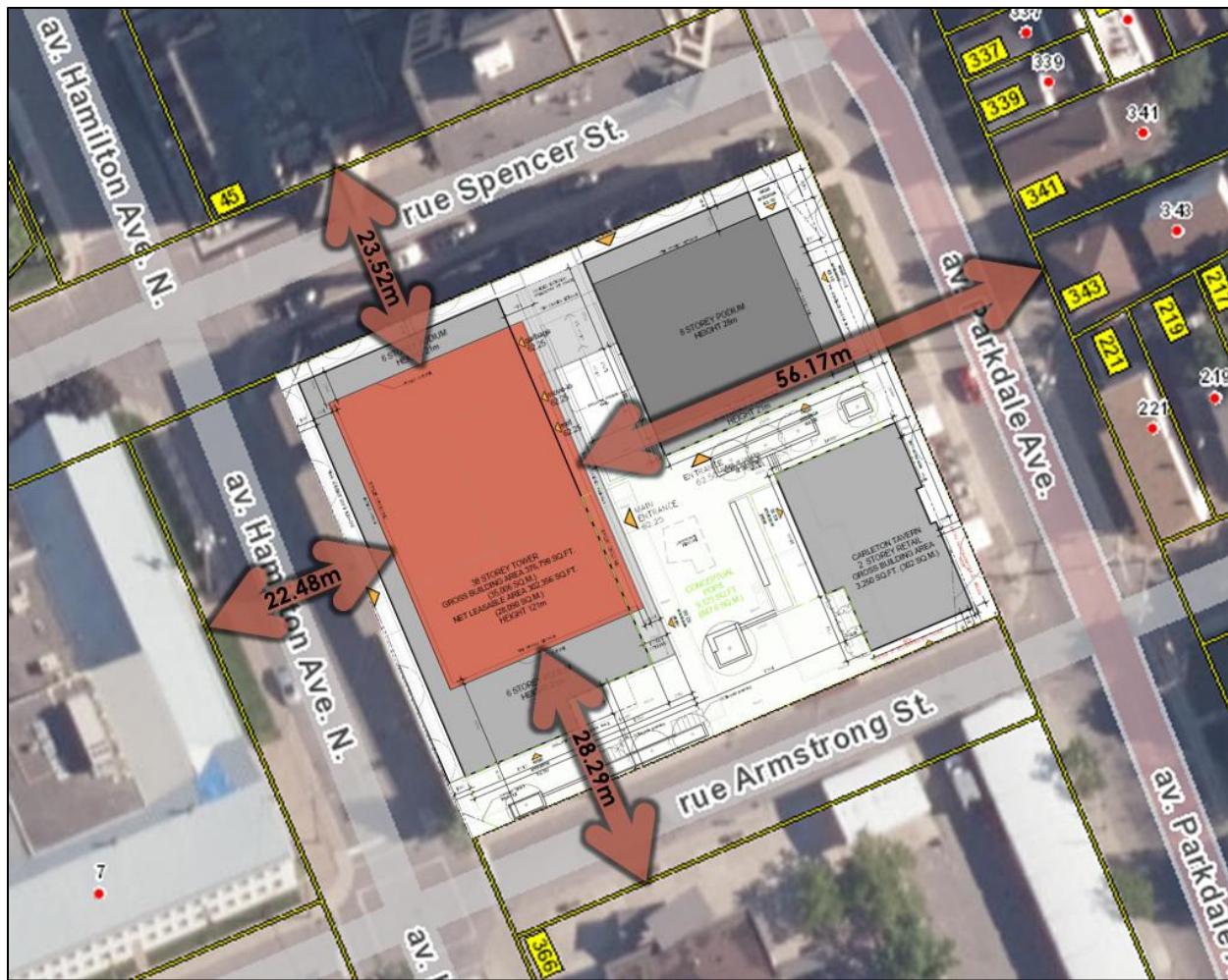


Figure 14. Tower setback illustration (Hobin Architecture; GeoOttawa)



Planning Rationale

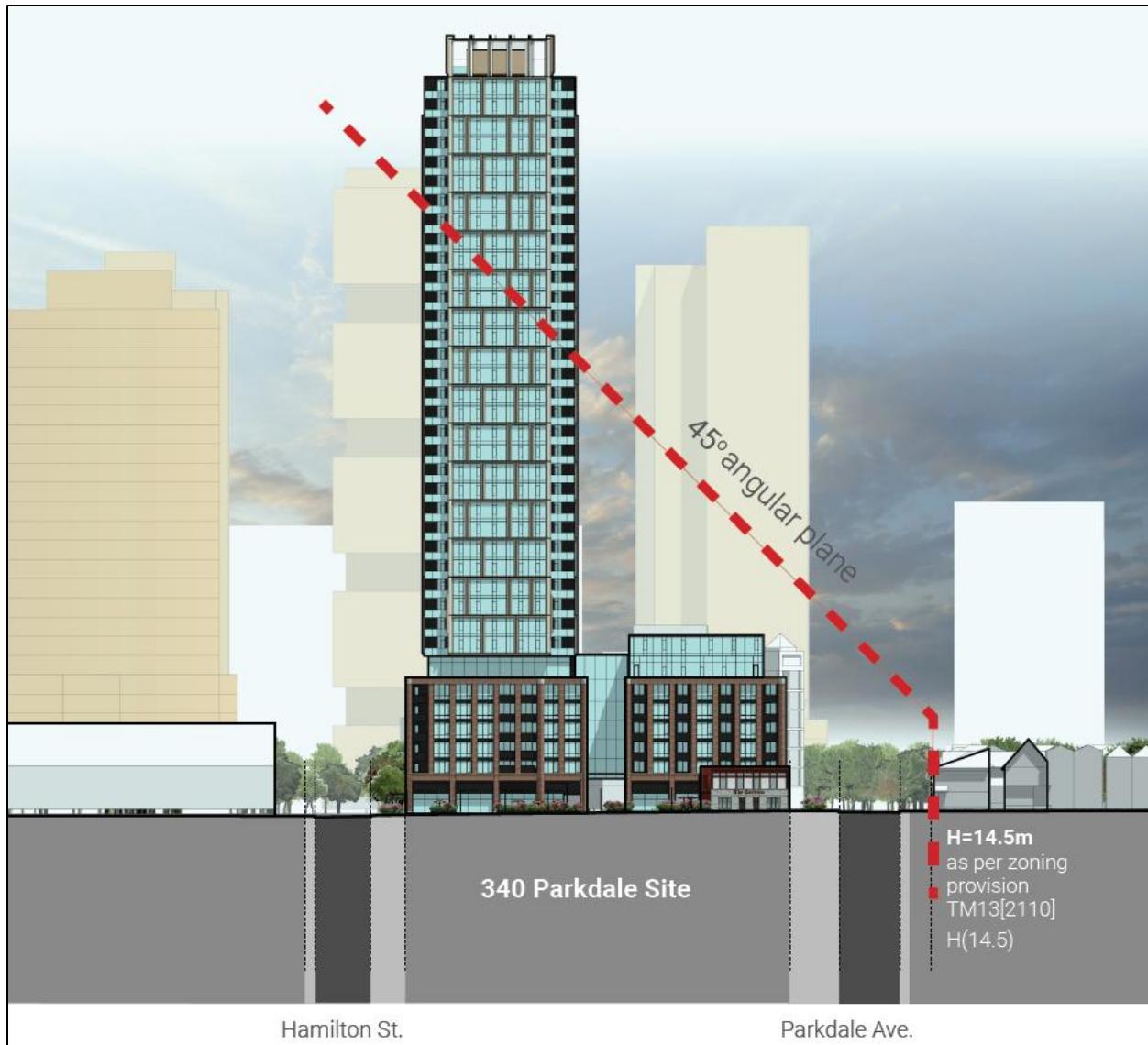


Figure 15. 45-degree angular plane diagram (Hobin Architecture)

4.6.6.4) Amenity areas shall be provided in residential development in accordance with the Zoning By-law and applicable design guidelines. These areas should serve the needs of all age groups, and consider all four seasons, taking into account future climate conditions. The following amenity area requirements apply for mid-rise and high-rise residential

- Provide protection from heat, wind, extreme weather, noise and air pollution; and
- With respect to indoor amenity areas, be multi-functional spaces, including some with access to natural light and also designed to support residents during extreme heat events, power outages or other emergencies.



Planning Rationale

The conceptual development includes a range of amenity allocations, with private amenity offered as balconies and indoor and outdoor communal amenity offered at-grade and on level 7. The total amenity area complies with zoning (exceeds the minimum by $\pm 30\%$), whereas the total communal amenity area is deficient. When including the POPS in the communal amenity area calculation then the minimum zoning requirement is exceeded. It is noted that further refinement of the communal amenity areas within the building are anticipated, though at this stage, relief from the communal amenity area forms part of the ZBA application. As noted previously, the POPS is generally in full sun from mid-morning to mid-day, year-round, with trees appropriately situated near areas of seating. The ultimate design of the communal amenity areas (and POPS), including any measures to mitigate environmental impacts to outdoor comfort and safety, will be determined as part of a future SPC application process.

4.6.6.6) 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 relationship of the re-imagined Carleton Tavern with the site and public realm will be significantly enhanced by surrounding it with adequate space for a mix of hard and soft landscaping, an outdoor commercial patio, and 360-degree interaction with the site. Building fenestration will be modeled, in part, on the expression of the existing building, with nuanced areas of it lending greater opportunity for engagement with its surroundings and recognition of the diverse character of the neighbourhood.

4.6.6.8) High-rise buildings shall be designed to respond to context and transect area policies, and should be composed of a well-defined base, middle and top. Floorplate size should generally be limited to 750 square metres for residential buildings and 2000 square metres for commercial buildings with larger floorplates permitted with increased separation distances. Space at-grade should be provided for soft landscaping and trees.

The mixed-use building is designed to respond to transect area policies, to present well-defined segments, and to include tower floorplates of appropriate size (802 m inclusive of balconies). Adequate space is provided at grade to support soft landscaping and trees.

4.6.6.9) High-rise buildings shall require separation distances between towers to ensure privacy, light and sky views for residents and workers. Responsibilities for providing separation distances shall be shared equally between owners of all properties where High-rise buildings are permitted. Maximum separation distances shall be achieved through appropriate floorplate sizes and tower orientation, with a 23-metre separation distance desired, however less distance may be permitted in accordance with Council approved design guidelines.

4.6.6.10) Development proposals that include High-rise buildings shall demonstrate the potential for future High-rise buildings or High-rise 41+ buildings on adjacent lots or nearby lots in accordance with the relevant policies of this Plan.

Refer to Figure 14 demonstrating there is adequate separation distance between the single proposed tower and adjacent lots (minimum of 22.48 metres to the west).



3.2.5.6 Drinking Water, Wastewater and Stormwater Management

4.7.1 Provide adequate, cost-effective drinking water, wastewater and stormwater infrastructure, and assist in meeting growth targets in the urban area

4.7.1.23) Applications for new development will demonstrate, to the City's satisfaction, that adequate services are available and can be allocated to support the proposal [...].

An Adequacy of Public Services report prepared in support of the proposal demonstrates it is feasible to service the conceptual development with full public services.

4.7.2 Pursue an affordable and sustainable pattern of infrastructure development

4.7.2.2) Development in Public Service Areas shall be on the basis of both public water and wastewater services (full services).

An Adequacy of Public Services report prepared in support of the proposal appropriately contemplates the conceptual development being on full public services.

3.2.6 Protection of Health and Safety

Section 10 of the OP contains policies relating to the protection of health and safety. The below review demonstrates how the proposal conforms with the general intent and purpose of relevant policies from Section 10.

10.1.6 Contaminated sites

10.1.6.1) Required environmental site assessments, remedial or risk assessment / risk management activities and associated reports shall be completed in compliance with the applicable regulations and requirements, as amended, and shall be completed, signed and stamped by a Qualified Person as defined by applicable regulation. Where required, the City may use the holding provisions of the Planning Act to ensure receipt of satisfactory verification of suitable environmental condition prior to development.

A Phase One ESA and multiple Phase Two ESAs have been completed at the site and were used to support a Risk Assessment. The Risk Assessment is currently with the MECP for review. All work has been completed and signed by a Qualified Person.

10.1.6.2) Phase one environmental site assessment reports shall include the City of Ottawa Historical Land Use Inventory reports and all other required environmental information sources that are reasonably and publicly available through public regulatory bodies and industry standard private environmental databases.

A Phase One was completed in accordance with Ontario Regulation 153/04 and used available historical information requested and obtained through Environmental Risk Information Services report.



Planning Rationale

10.1.6.3) When contamination is identified in a proposed development property, the contaminants are to be fully delineated and a remedial action plan and/or a risk assessment / risk management plan to address the contamination shall be submitted to the City. A building permit may be issued on a phased basis to allow for the implementation of the plans concurrent with the required demolition and earth work.

Multiple Phase Two ESAs have been completed at the site over the past 25 years. Due to the nature of the chlorinated volatile organic compounds (VOCs) and fractured bedrock setting, the plume extends off-site but is generally delineated on-site. As presented in the Risk Assessment submission, it is the opinion of the qualified person that no additional delineation is required at the site as the conceptual site model is well understood and a non-standard delineation approach is being applied at the site, in accordance with Ontario Regulation 153/04. Further, the remediation approach includes excavation to 12 meters below grade along with a Risk Assessment. Permits issued on a phased basis are likely to be requested to support the construction sequencing.

10.1.6.4) When the filing of a Record of Site Condition is required, a copy of the Record of Site Condition and all supporting documentations along with the Ministry's acceptance shall be submitted to City. The City shall consider a Record of Site Condition as acknowledged by the Ministry when:

- a) It has been confirmed that the Record of Site Condition has passed the Ministry's audit; or*
- b) It has been confirmed that the Record of Site Condition will not be audited by the Ministry.*

The intent is to file a Record of Site Condition once the Risk Assessment is approved by the MECP.

10.1.6.6) Where contamination from the proposed property extends onto City-owned lands, the City may issue a building permit on a phased basis contingent on the execution and implementation of an off-site contamination management agreement that remediates and/or manages contamination in the City's property to the City's satisfaction.

We understand all off-site contamination has been historically monitored and reported to the City by the previous owner and off-site contamination continues to be managed by this party, not Taggart. The existence of the off-site plume should not impact the proposed development. Richard Barker of the City's Environmental Remediation Group is the contact for further information on this.

10.1.6.7) Where the City is deeded land for public highways, road widenings, parks, stormwater management, easements or for any other purposes, the City may require, as a condition of transfer, verification to the satisfaction of the City that the proposed land is suitable for the proposed use in accordance with provincial legislation and regulations. This may also include filing a Record of Site

The intent is to apply the Risk Management Measures applicable to the site to the small parcel of lands to be conveyed to the City. Given the small parcels to be conveyed, known existence of the off-site impacts, building design, location of existing infrastructure, and Risk Assessment approach, it would not be practical to complete the necessary data collection to support a Record of Site Condition for the conveyed lands. As part of the remediation and Risk Assessment, all soil will be removed from the conveyed lands



Planning Rationale

and will be replaced with clean soil, but bedrock will remain. It is anticipated the groundwater in the bedrock will be impacted considering the adjacent off-site impacts.

3.2.7 Wellington Street West Secondary Plan

The Wellington Street West Secondary Plan (the “SP”) was originally adopted in 2011 and amended and adopted as part of the new Official Plan in 2021 that came into full force and effect in 2022. The SP forms part of Volume 2A of the OP and is derived from the Wellington Street West Community Design Plan (the “CDP”), which was completed in 2011. The provincial, municipal, and neighbourhood context has changed significantly from when the CDP and SP were first approved to now, with the most notable changes being the following:

- City of Ottawa population growth from approximately 870,250 to 1,100,000;
- Provincial and municipal housing supply and affordability crisis;
- The introduction and expansion of Ottawa’s LRT system, including the conversion of Tunney’s Pasture Station from BRT to LRT;
- Three new Provincial Policy Statements (2014, 2020, 2024) and one new Official Plan (2022) with increasingly clearer policy directives to support transit-oriented development and intensification;
- Numerous legislative changes to the *Planning Act* to address barriers to increasing housing supply, especially around rapid transit; and,
- Development and approval of high-rise buildings within the Secondary Plan area and proximate to the site.

In our opinion, the SP falls short in recognizing and planning for the growth and evolving conditions between the Wellington Street West and Scott Street corridors, which are lands well-positioned to support intensification proximate to rapid transit and a designated employment area containing a large federal employment campus. Volume 1 of the OP recognizes this through the Hub, Corridor, and PMTSA policies that apply to both the site and surrounding area.

Schedule A – Designation Plan of the SP identifies the subject site as being located within the Parkdale Park Policy Area and designated Hub. The SP policy review in the below subsection demonstrates how the proposal conforms to the general intent of the local plan save and except the policies subject to the proposed OPA. The details of the proposed OPA are discussed in the subsection following the policy review.

3.2.7.1 Policy Review

Section 2: Land Designation and Design Policies

2.3 Parkdale Park Specific Policy Area



Planning Rationale

The Parkdale Park Specific Policy Area will emerge as the civic and commercial heart of the broader Wellington West community. Accordingly, the Wellington-Holland-Parkdale crossroads, Parkdale Park and Parkdale Market Hub designated area will be developed as a Design Priority Area with a focus on desirable and efficient land uses and buildings, a distinguishing character and improved comfort and safety for pedestrians.

The proposal will directly address the above intent Parkdale Park Policy Area by:

- Providing a high-density mix of residential and commercial land uses that are desirable and efficient, as they support civic and commercial activity, a re-imagined Carleton Tavern, enhanced views of the built heritage at 7 Hinton Avenue North, intensification in a target area, and redevelopment of lands historically challenged by environmental conditions resulting from contamination.
- Providing distinguishing character in the architecture, which appropriately marries a human-scaled podium of industrial influence with a contemporary tower, an intentional design approach that reflects the neighbourhood's evolving identity.
- Providing a site design and building layout that enhances the corner prominence of the re-imagined Carleton Tavern and provides it appropriate space to better interact with the surrounding public realm.
- Providing a significant improvement to the public realm with a POPS and through-block connections that support comfort and safety for site users and enhance the site's relationship with the park and public market to the south.

2.3 Parkdale Park Specific Policy Area

Hub Designation

Land Use

16) The ground floor area of commercial uses proposed by new infill development shall be comparable to nearby mainstreet areas to support small-scale commercial operations and to discourage large format retail uses.

17) Notwithstanding the above, the ground floor area of commercial uses shall not be limited at 233 Armstrong and 3 Hamilton Avenue.

The proposal contemplates a standalone restaurant building as the re-imagined Carleton Tavern and five separate commercial retail units (CRUs) at-grade within the mixed-use building. Each of the podium CRUs contain building wall facing all four surrounding streets, with four of the five also having exposure to the POPS.

2.3 Parkdale Park Specific Policy Area

Hub Designation

Built Form



Planning Rationale

20) *Building height in the area bounded by Holland and Parkdale Avenues and Armstrong and Spencer Streets shall have a maximum of eight storeys or 27 metres to provide a transition from the taller buildings near Scott Street down to the mainstreet building height of Wellington Street West.*

21) *Notwithstanding the above Section 2.3, Policy 20 the property at 233 Armstrong and 3 Hamilton is permitted to develop with a Floor Space Index that is generally equivalent to an eight-storey building without being subject to a maximum height limit of eight storeys (27 metres).*

As noted at the beginning of this report section, it is our opinion that the SP, which was originally prepared in 2011, falls short in recognizing and planning for the growth and evolving conditions between the Wellington Street West and Scott Street corridors (a span less than 500 metres). Although local plans serve as a policy framework reflective of a community's vision at a particular time, such a plan is not intended to impose development standards to be met in perpetuity. These plans, like a community, should be expected to undergo change to adapt to evolving community needs, municipal objectives, and provincial policy directives.

Accordingly, it is not appropriate to limit height and density on the subject site to an amount far below what is feasible in accordance with the relevant policies of Volume 1 of the OP; these Volume 1 policies were reviewed previously in this report and contemplate up to 40 storeys within Hubs in the Inner Urban Transect. As local plan height policies prevail over Volume 1, the SP policies referred to above limit height and density on the subject site to the below:

223 and 229 Armstrong (directed by Policy 20)

- Eight storeys or 27 metres

233 Armstrong and 3 Hamilton (directed by Policy 21)

- No maximum building height, but subject to a maximum floor space index (FSI) that is generally equivalent to an eight-storey building
- These two parcels combine for a total area of 2,654.24 square metres. Multiplying that by eight storeys equals 21,233.92 square metres, representing the "general" maximum FSI for the parcels

A maximum building height of eight storeys (mid rise) on a block appropriately sized and located to accommodate high-rise, high-density development, does not reflect an efficient and wise use of land and resources. The following subsection details the proposed amendment to the SP.

3.2.7.2 Proposed Official Plan Amendment

The proposed conceptual development conforms to Volume 1 of the OP, but proposes a height and density that exceeds what is permitted by the SP. An OPA is required to permit the height and density of the proposed conceptual development, which exceeds what is permitted by the SP in Volume 2A of the OP. Accordingly, an amendment to the SP is required to support the proposed conceptual development. The below table identifies the proposed OPA as a textual change to Policy 21 of the SP, which has the



Planning Rationale

effect of permitted 121 metres in building height and eliminating the application of a maximum Floor Space Index (FSI).

Table 5. OPA summary

SECTION	EXISTING POLICY	PROPOSED POLICY
Section 2: Land Designation and Design Policies	20) Building height in the area bounded by Holland and Parkdale Avenues and Armstrong and Spencer Streets shall have a maximum of eight storeys or 27 metres to provide a transition from the taller buildings near Scott Street down to the mainstreet building height of Wellington Street West.	21) Notwithstanding the above Section 2.3, Policy 20 the block bound by Hamilton Avenue North, Armstrong Street, Parkdale Avenue, and Spencer Street permits a maximum building height of 121 metres.
2.3 Parkdale Park Specific Policy Area		
Hub Designation	21) Notwithstanding the above Section 2.3, Policy 20 the property at 233 Armstrong and 3 Hamilton is permitted to develop with a Floor Space Index that is generally equivalent to an eight-storey building without being subject to a maximum height limit of eight storeys (27 metres).	
Built Form		

3.3 Wellington Street West Community Design Plan

The site is subject to the Wellington Street West Community Design Plan (the “CDP”), which is a Council-approved design and visioning document that does not have the same statutory authority under the *Planning Act* as the Official Plan. The CDP was approved by City Council in 2011 and is intended to guide change for a 20-year period.

CDPs are influenced by stakeholder participation and are intended to guide change in areas of the city that are targeted for growth and improvement as directed by the Official Plan. Typically, the guidance provided in CDPs translates into Secondary Plans that form part of the Official Plan, such as the Wellington Street West Secondary Plan, which was reviewed in the previous section. There are no appreciable differences in policy intent between the applicable CDP and SP, and only the SP was updated, albeit with no material difference, as part of the new Official Plan.

As noted previously, the provincial, municipal, and neighbourhood context has changed significantly from when the CDP and SP were first approved to now. This underscores the challenge in applying any form of strict reading of a visioning document intended to guide change for a period of 20 years.

Notwithstanding, the proposal has been demonstrated to conform to the general intent and purpose of the SP, save and except the policy subject to the proposed amendment. By extension, the proposal shows consideration for the direction provided in the CDP, which guided the SP and consists of themes that overlap with areas of the OP already reviewed. A summary review of the CDP is provided below.

3.0 CDP Policies

3.5 Parkdale Park Area

3.5.1 Design Context

The Parkdale Market area, generally bounded by the public streets Holland / Parkdale / Spencer / Wellington is widely regarded as the “heart of the community”. [...] The area is highly travelled by



Planning Rationale

pedestrians because of the variety of nearby destinations: a Parkdale Park, the Parkdale Market, art galleries, Tunney's Pasture, and a variety of mainstreet businesses, residential apartments or condominiums, and transit stops. [...] Just off the mainstreet, Parkdale Park remains a cherished public asset. Likewise, since 1924, the Parkdale Market continues to be a successful outdoor food market. It draws people locally and from surrounding districts year round. Both animate the area with a variety of events for a range of users. However, the area is surrounded by generally, unattractive and underutilized land. [...] The northern blocks of this area reflect the community's industrial heritage.

Around Parkdale Park and Market:

- Over half of the properties surrounding the north, west and south edges of the park are either auto-related or vacant and do not complement the park or park activities. [...]*

Old industrial and mixed use area:

- Between Spencer and Armstrong Streets, and northeast of these blocks, the built form sporadically exhibits Hintonburg's industrial past, while the mix of uses show its on-going evolution: self-storage, office, software design, tavern, residential condominiums and art or artisan-related uses. The latter use is regarded as highly favourable by this community. [...]*

3.5.2 Key Challenges

- This area needs a safe, welcoming, comfortable and functional pedestrian realm and experience for all members of the community and visitors. However, existing development tends to be near the lot-line and there is little opportunity to widen the narrow sidewalks, thereby 'pinching' pedestrian space.*
- Parkdale Park remains active, but it is surrounded by properties to the north, west and south that do little to enhance the park and retard its potential to become more attractive and well-used. To advance this area there needs to be a strategy for these properties to develop in a way that complements and supports park uses.*
- The public lane on the south edge of the Parkdale Park between Parkdale and Hamilton Avenues is a key piece of public infrastructure, however, it is functioning well below its potential as a catalyst for additional safe, public use and to encourage infill development on the adjacent private lands.*
- Keeping a link to the community's industrial heritage, as redevelopment occurs to underutilized lots in the traditional industrial area*
- Artisans and related arts uses should be attracted and retained to inspire people of the community.*

3.5.3 Design Vision and Objectives

[...] Parkdale Park and Market will be designed and developed with better, more efficient uses, distinguishing character, and improved comfort and safety for pedestrians.

- Encourage the redevelopment of private properties facing Parkdale Market and create active frontage, on Hamilton Avenue and Armstrong Street.*



Planning Rationale

- *Introduce design elements along Parkdale and Hamilton Avenue to improve awareness of and pedestrian access to the Parkdale Market and Arts District.*
- *Ensure future redevelopment of blocks between Armstrong and Spencer reflect the human-scale of the surrounding mainstreet, the Parkdale Park, and adjacent residential uses.*

The proposal will facilitate redevelopment of an underutilized brownfield site with land uses, building form, scale, and architecture, and site layout that builds on the characteristics that make this area the heart of the community. Specifically, the proposal:

- speaks to the area's industrial past with the podium architecture of the mixed use building and the re-imagined Carleton Tavern;
- complements the adjacent park and market uses with a large POPS and enhanced street edge, the former of which provides space for public art and programming;
- prioritizes the pedestrian environment and experience through design of a human-scaled podium and enhanced connectivity, comfort, and safety; and,
- maintains space for at-grade commercial uses that help activate the street and POPS.

3.5.4 Design Policies

A. Built Form

A6 Development facing onto Parkdale Park

The majority of properties that face onto Parkdale Park are underutilized or vacant. They create gaps in activity and built form along Armstrong Street, Hamilton Avenue and the south edge of Parkdale Park. Future built form and uses facing Parkdale Park should create an active frontage. They should complement and improve park and market experiences, in terms of safety, sense of comfort, and attractiveness. When infill redevelopment occurs, it must provide the following:

A6a. Building facades shall create a continuous built edge and must face directly onto Parkdale Park to establish a strong surrounding frame for the park and market [...]

The proposed buildings and POPS directly face Parkdale Park and Parkdale Public Market to enhance connectivity and vistas. The proposal respects and is complementary to the presence of each site and their associated features.

A7 Building heights in area bounded by Armstrong/Spencer/Holland/Parkdale

Redevelopment shall have a maximum 8 storey or 27m building height. This will provide a transition in character between the taller built forms from Scott Street to Spencer Street (zoned to range between 10 and 12 storeys) and the traditional mainstreet built form of Wellington street (zoned at a 6 storey maximum building height. It will further ensure appropriate scale, sun and sky exposure to surrounding uses.



Planning Rationale

As noted previously in this report, the evolving context in the area between Scott Street and Wellington Street West (a span less than 500 metres) no longer reflects the maximum heights envisioned above. Policy A7 notes the intent of those heights is to ensure appropriate scale, sun and sky exposure to surrounding uses is achieved. The review of the proposed building design against OP policies, together with the Sun Shadow Study and Urban Design Brief prepared by Hobin Architecture in support of the proposal, demonstrate transition to surrounding uses is appropriate. Specifically, the mid-rise podium is human-scaled and the point tower is slender, setback a minimum of 22.4 metres from the nearest private property, and positioned on site to maximize separation from the nearest low-rise area designated Neighbourhood. Additionally, the POPS is generally exposed to sunlight year-round from mid-morning to mid-day.

A8 Building envelopes in Mixed Use Centre area (MUC)

A8a. MUC area bounded by Spencer/Wellington/Holland/Parkdale. Redevelopment on these blocks fronting onto the public streets will have a minimum ground floor setback of 2.0m and minimum building stepback of 2m above the 3rd storey, when building height is over 4 storeys. An attractive, pedestrian-scaled building base, streetscape, and appropriate street-to-height ratio close to 1:1, for example, are important features in the future of this part of the mixed use area.

A8b. MUC area bounded by Spencer/Wellington/Holland/Parkdale. Redevelopment in this area will maintain a rear yard setback of 3m for the first three storeys and 7.5 m above the third storey to minimize impacts adjacent properties and ensure a liveable built form environment.

The site is surrounded entirely by public ROW and so it doesn't have any interior yards or a rear yard in the sense of an abutting private property. The existing and proposed building setbacks are:

Spencer Street

- Existing: 0.14 m minimum building setback with projections encroaching into the existing ROW
- Proposed: 1.84 m minimum building setback with no encroachments into the existing ROW

Hamilton Avenue North

- Existing: 0.16 m minimum building setback from existing ROW
- Proposed: 1.88 m minimum building setback from existing ROW

Armstrong Street

- Existing: 1.57 m minimum building setback from existing ROW
- Proposed: 1.85 m minimum building setback from existing ROW

Parkdale Avenue

- Existing: 0.01 m minimum building setback with projections encroaching into the existing ROW



Planning Rationale

- Proposed: 2.35 m minimum building setback from existing ROW (0.30 m from proposed ROW)

The proposed buildings maintain an appropriate relationship to the street that preserves the mainstreet intimacy of the block while including larger setbacks from what exist today to allow for additional public realm space and transition in scale. The proposed setbacks align with the established building to street relationship to the immediate north and west.

The six storey portion of the podium is 19.97m in height, which represents an approximately 1:1 ratio with the width of Hamilton Avenue North, Armstrong Street, and Spencer Street. The portion of the podium rising to eight storeys at the northeast corner of the site has the top two levels inset and is 27.32 m in height, whereas the abutting Parkdale Avenue (post widening) is approximately 22.25 m. This height is close to a 1:1 ratio with the width of Parkdale Avenue, includes a stepback for transition, and is aligned with the established building scale to the immediate north, which does not include a comparable setback.

A11 Land use specifications in the Mixed Use Centre designation

The Mixed Use Centre designated land uses will conform with the Official Plan, and include the following modifications based on the local vision, context and needs specific to this Mixed Use Centre area.

A11a. The ground-floor space of new infill development, such as retail or restaurant space, should be designed to be adaptable [...].

A11c. Properties within the Mixed Use Centre Zone shall be permitted to share parking spaces on a property that meets the minimum required number of parking spaces for the existing use, but whose actual demand for parking is less than the actual number of spaces that have been created. As a result, these underutilized parking spaces could be available for use by other off-site uses, which will result in a more efficient use of those existing parking lots, while lowering the amount of on-street parking within the area. Zoning Amendment: 28

The proposed ground floor commercial spaces offer a range of sizes and configurations to support adaptability. Proposed parking will meet the minimum required by zoning, with all parking to be provided below grade.

A12 Brownfield Redevelopment Strategy

Since some of this Mixed Use Area was an industrial area many years ago, there are potentially a number of properties with some significant contamination challenges. The City specifically encourages the redevelopment of such properties through the Ottawa Brownfields Community Improvement Plan (BCIP).

The intent is to participate in the Brownfields Redevelopment Community Improvement Plan.

3.4 Urban Design Guidelines

The purpose of the City's Urban Design Guidelines is to provide urban design guidance at the planning application stage in order to assess, promote, and achieve appropriate development within specified



Planning Rationale

areas throughout the City. Where these guidelines apply, their objectives will not necessarily be relevant in all cases or in their entirety. Compliance with the guidelines is not a statutory requirement, as in the case of policies of the Official Plan or regulations of the Zoning By-law, but instead, is encouraged to promote quality design and consistency throughout the City.

There are two specific guidelines that apply to the subject site and proposed conceptual development at this stage (preceding SPC and detailed design for building permit), being Transit-oriented Development and High-rise Buildings, which are both reviewed below. It is noted there is significant overlap in design guidance between the Guidelines, as well as between the Guidelines and OP policy CDP guidance previously reviewed. The reviews are to be considered along with the material in the Urban Design Brief prepared in support of the proposal.

3.4.1 Transit-Oriented Development Guidelines

The Transit-Oriented Development Guidelines was completed in 2007 with the purpose of providing guidance to assess, promote, and achieve appropriate transit-oriented development (“TOD”) within the City of Ottawa. These guidelines are to be applied throughout the City for all development within a 600 metre walking distance of a rapid transit stop or station, which includes the subject site, as it is located within 350 metres of Tunney’s Pasture Station and 20 other transit stops. The Transit-Oriented Development Guidelines is organized into six themes summarized below.

- Land Use – type and intensity of uses for supporting transit efficiency
- Layout – development, accessibility, and circulation patterns for supporting transit use
- Built Form – place making to establish attractive public realms around transit infrastructure
- Pedestrians & Cyclists – prioritizing the pedestrian experience
- Vehicles & Parking – efficient and safe designs for streets and parking environments
- Streetscape & Environment – attractive sidewalks, walkways, and transit stops

The proposal satisfies the general intent and purpose of the above themes as detailed below.

Guidelines 1, 3, 8 – The proposed conceptual development provides an appropriate mix of transit supportive land uses and features which include high density residential, at-grade commercial, restaurant, POPS, and mid-block connections. Within proximity of the site are complementary employment, institutional, commercial, service-based, and open space land uses that together support a 15-minute neighbourhood with reduced reliance on personal automobile use.

Guidelines 4-7, 11, 13, 16, 28, 33, 35, 38-39, 48 – The proposed conceptual development consists of the following:

- A POPS with two publicly accessible mid-block connections that provide improved access to and through the site, including the abutting transit stop along Parkdale Avenue;



Planning Rationale

- Enhanced public realm along the perimeter of the site with larger than existing setbacks offering added space for mobility, landscaping (trees, planters, benches, etc.), and a human scale;
- Tower footprint, form, location, and setbacks that allow for adequate transition from adjacent private properties;
- Appealing and inviting ground floors that have ample glazing, offer commercial and amenity space, and have opportunity for exterior landscaping;
- A Transportation Demand Management (TDM) plan that is integrated with the City's TDM initiatives and mechanisms.
- A single private approach to below-grade parking accessed from a side street to minimize pedestrian conflict and avoid visual impacts on Parkdale Avenue (mainstreet), Armstrong Street (adjacent Parkdale Park and Public Market), and Hamilton Avenue North (adjacent a heritage resource at 7 Hinton Avenue);

Guideline 12, 14-15 – The proposed tower will be of a height that makes it a visible landmark associated with this area of the City. A closer experience with the site will be defined by the industrial inspired podium and the re-imagined Carleton Tavern. The conceptual building designs provide architectural variety sympathetic to the evolving character of the area and include ample glazing along the ground-floor façades.

Guideline 23, 50-51 – Consider Crime Prevention Through Environmental Design (CPTED) principles have been considered in the design of the public realm space which includes generous sightlines, wide openings, and a short north-south connection to Spencer Street. Additional details such as lighting would be determined as part of a future SPC process.

Guideline 29 – At least one bicycle stall per unit will be provided as weather protected indoor bicycle parking with 22 proposed exterior spaces intended for transient site users.

Guideline 52 – Proposed street trees and hard and soft landscaping elements will help to reduce urban heat and contribute to pedestrian spaces with a comfortable microclimate.

Guidelines 54, 55 – Waste storage will be below-grade and the intent is to reduce the visual impact of utilities on the public realm.

Guideline 56 – Signage will be designed and installed to industry requirements with consideration for the needs of commercial tenants.

3.4.2 Urban Design Guidelines for High-rise Buildings

Ottawa City Council adopted the Urban Design Guidelines for High-Rise Buildings in 2018. The guidelines apply to all proposed high-rise development throughout the City, with the purpose of the guidelines being to provide urban design guidance at the planning application stage in order to assess,



Planning Rationale

promote, and achieve appropriate high-rise development. These guidelines are not intended to be used as an evaluative checklist, nor are all guidelines necessarily applicable.

The context of each development proposal will inform the application of, and the emphasis on, the particular guidelines that are relevant to the site. There are six objectives of the guideline, which are listed below.

- 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.

The proposal satisfies the general intent and purpose of the above objectives as detailed below.

Guideline 1.10 – The site is within a Major Transit Station Area, an area identified for growth in the PPS. Policies reviewed from the OP and SP reinforce this intent, as the site is within a PMTSA and Hub. High-rise building heights up to 40 storeys are contemplated by the OP Hub policies. As the site is not within the geographic “centre” of the growth area the proposed height of 38 storeys remains below what is contemplated by applicable policy for the Hub.

Guideline 1.12 – The high-rise building base relates to the height and typology of the existing streetwall context to its immediate north which is established by an 8-storey building.

Guideline 1.13 – The angular plane diagram in Figure 15 provides a frame of reference for transition in scale from the proposed tower down to the nearest low-rise area designated Neighbourhood.

Guideline 1.14-1.18 –

- The proposal will include and abut public realm space on at least two sides (Armstrong and Parkdale) as detailed previously in this report.
- The site is large in area, width, and depth, is regular in shape, and is surrounded by public ROW on all sides, which speaks to its suitability for accommodating a high-rise building that can achieve appropriate transition.



Planning Rationale

- The site is approximately twice the total area suggested in the Guideline for achieving sufficient separation, setback, and stepback (3,538.42 sq.m. versus 1,350 sq.m. for corner lots and 1,800 sq.m. for through lots).
- The proposed tower is setback further from nearby private properties and low-rise residential areas than the minimum 20 metres suggested in the Guideline (22.48 m to 56.17 m) – refer to Figure 14.

Guidelines 1.22-1.23 – As detailed in this report and the CHER and HIA prepared in support of the applications, the proposed development does not adversely impact the heritage resource to the west of the site at 7 Hinton Avenue. The proposal will create new vistas for enhanced public viewing and expression of the heritage resource, and shows respect for and compatibility with the building's architecture through the industrial inspired look of the high-rise building base.

Guideline 2.1, 2.13-2.14, 2.18, 2.20, 2.23, 3.1, 3.4-3.6, 3.8-3.14, 3.19 – The proposal significantly enhances the pedestrian experience on and surrounding the site by providing animated public realm space within a central courtyard serving as a POPS, appropriately located mid-block connections, and wider than existing setbacks to incorporate more landscaping and wider sidewalks. Specifically, setbacks between the mixed-use building podium and curb are ± 6.3 m along Hamilton Avenue North, ± 6.7 m along Spencer Street, ± 8.5 m along Parkdale Avenue, and ± 8.6 m along Armstrong Street. The proposed building base provides commercial spaces and continuous edges along streets and the POPS for animation, with the facades including appropriate breaks (e.g., minimized and recessed entrance to below grade parking at the rear / side street), openings, and entrance locations generally reflective of the adjacent building form to the north. The building base height is 6 storeys with a partial inset loft projecting to 8 storeys, which fits into the urban fabric by aligning with the established scale to the immediate north (8 storey building) and in recent mid-rise developments to the southwest. Further, additional setbacks are provided to accentuate the heritage resource at 7 Hinton Avenue, the re-imagined Carleton Tavern, and the relationship to the south with the Parkdale Park and Parkdale Public Market.

Guideline 2.2-2.3, 2.28, 2.35-2.36 – The upper portion of the tower can be described as minimalist, offering a contemporary design that provides appropriate contrast from the industrially inspired podium, a design approach sympathetic to the neighbourhood's evolving identity. The rooftop projection serves as the building's top segment (includes mechanical penthouse) and is designed to present as a seamless extension of the tower's middle, but with subtle architectural differences that will be most prominent from a distance. This design approach allows for a cohesive expression from all vantage points, whether from Highway 417, Kichi Zibi Mikan, or within the immediate neighbourhood.

Guidelines 2.15-2.17, 2.29 – The base of the high-rise building provides an appropriate relationship to adjacent ROWs with heights generally reflective of the ROW width. Tower stepbacks from the podium are provided on all sides and range from 2.2 metres (west) to 32 metres (east).

Guidelines 2.24-2.26, 2.30-2.31, 3.26-3.27 – The tower floorplate is 802 m (includes balconies), which generally aligns with the maximum residential tower floorplate of 750 sq.m. suggested by the Guideline (2,000 sq.m. for office buildings). The proposed floorplate size, in conjunction with the context of the site and surrounding area, as well as the generous tower setbacks noted previously in this report, will help to minimize shadow, wind, and skyview impacts, and allow for the passage of natural light into interior



Planning Rationale

spaces. A Sun Shadow Study (Hobin Architecture) and Pedestrian Level Wind Study (Gradient Wind) were prepared in support of the proposal and note the following:

Sun Shadow Analysis Written Summary – Shadow Impacts:

Sensitive areas within the sun shadow analysis' study area include Arterial Mainstreets (Parkdale Avenue, Scott Street, and Holland Avenue) represented as magenta dashed lines, and McCormick Park, represented as a green hatch.

In this case, all arterial mainstreets (Parkdale Avenue, Scott Street, and Holland Avenue) are not impacted by the criteria of a new net shadow in any one spot for more than 3 consecutive hourly test times of the sidewalk on the opposite side of the street, being cast in shadow during the September test date.

The new net shadow does not cast a shadow on an average of 50 percent of the McCormick Park for 5 or more hourly interval times during the September test date.

Pedestrian Level Wind Study

Most grade-level areas within and surrounding the subject site are predicted to experience conditions that are considered acceptable for the intended pedestrian uses throughout the year. [...]

With regards to the Level 7 amenity terrace, which was modelled with 1.8-m-tall perimeter wind screens, recommended to buffer against direct winds, wind conditions within the terrace during the typical use period are predicted to be suitable for a mix of sitting, standing, and strolling. [...]

The foregoing statements and conclusions apply to common weather systems, during which no dangerous wind conditions, as defined in Section 4.4, are expected anywhere over the subject site. [...]

Guidelines 2.42-2.44, 3.20-3.22, 3.28-3.31 – Exterior building illumination, signage, accessibility, and other detailed design elements will be addressed through a future SPC application process.

4 Zoning By-law 2008-250 and Proposed Amendment

This section of the report details the applicable zoning and the requested site-specific amendment. Although the subject site is under single ownership, it consists of four unique addresses and parcels and two separate zones. The parcels at the southeast corner of the site, being 223 and 229 Armstrong Street are zoned IL8[104] F(2.0) H(13.5) – Light Industrial Zone, Subzone 8, Exception 104, Maximum FSI of 2, Maximum building height of 13.5 metres. The balance of the site consists of 233 Armstrong Street and 3 Hamilton Avenue North, which are zoned MC16[2063] F(6.0) S333-h – Mixed Use Centre Zone, Subzone 16, Exception 2063, Maximum FSI of 6, Schedule 333, Holding Provision.



Planning Rationale

Schedule 1A identifies areas for minimum parking space requirements and includes the entire site within Area Z, which has the City's lowest parking rate requirements due to their proximity to major LRT stations (no parking required for residents or commercial and a limited amount for visitors).

The proposed ZBA applies to the entire site and serves to establish the permissions required to support the conceptual development plan. The intent is for the entire site to be captured under a single Mixed Use Centre – MC Zone that is subject to a site-specific exception and schedule to detail permitted performance standards associated with the conceptual development.

The holding provision (-h) applicable to the 233 Armstrong Street and 3 Hamilton Avenue North portions of the site is anticipated to be carried forward given that the condition to have it removed (relating to site contamination) would be more appropriately addressed at the time of a future SPC approval.



Figure 16. Existing and proposed site zoning

4.1 Zoning Review / Confirmation Report

Table 6 below provides a review of the proposed conceptual development against the existing zoning and proposed parent MC zone. Since the proposal includes two standalone buildings, four parcels under single ownership, and a single proposed zone, the one lot for zoning purposes section of the ZBL would apply, and this has been considered in Table 6. The site is a true rectangle, with its two shortest lot lines being along Parkdale Avenue and Hamilton Avenue North. For the purpose of yard assignment in accordance with the definitions of the ZBL, the Parkdale Avenue lot line is assumed to be the site's front lot line, making the Hamilton Avenue North lot line the rear, and the other two lot lines corner side / exterior lot lines.

The red text in column 6 of Table 6 represents areas where site-specific deviations are required from the site's existing zoning, with the performance standard being deviated from identified with red highlight in column 3. As the proposed amendment is to modify the site's zoning to the MC parent zone (subject to a schedule, exception, holding), the performance standards of that zone are provided in Column 5. Where



Planning Rationale

deviation from the existing zoning is identified, the corresponding standard under the MC parent zone has been highlighted either red or green, to aid in demonstrating the appropriateness of the MC parent zone (red denoting non-compliance and green compliance). In total the proposal results in six areas of non-compliance with existing zoning. That non-compliance reduces to only two areas when reviewed against the MC parent zone.

The first of those two areas relates to a minimum rear yard setback requirement of 10 metres, which is a standard premised on the rear yard abutting a private property, which does not apply in this case. This rationale is reinforced by the analysis of proposed setbacks in the policy review section of this report. The second area relates to the minimum required communal amenity area, which is 1,395 square metres, whereas approximately ±895.39 square metres is proposed. This deviation is rationalized as follows:

- The deviation relates only to communal amenity area and not total amenity, as the proposal exceeds the total amenity area requirement by approximately 30% (2,790 square metres required, whereas 3,765.62 square metres is proposed);
- The proposal maintains opportunity for the provision of additional communal amenity through refinement of interior space during the application review process;
- The proposal includes a multi-functional POPS with programmable space capable of communal type amenity to residents, albeit, shared with the public; and,
- The site is directly across from a city park.

Table 6. Zoning review matrix

1 PROVISION	2 EXISTING ZONES MC16[2063] F(6.0) S333-h / IL[104] F(2.0) H(13.5) Section	3 Requirement / Permitted	4	5	6
			PROPOSED PARENT ZONE MC Section	Requirement / Permitted	PROPOSAL REVIEWED AGAINST MC ZONE
Permitted use	Mixed-use building: 191(1), Exception 2063, and 85(1)(a)	-Apartment dwelling, high rise -Retail store -restaurant -outdoor commercial patio associated with a restaurant Land uses prohibited: all uses except existing uses until such time as the holding symbol is removed	191(1) and 85(1)(a)	-Apartment dwelling, high rise -Retail store -restaurant -outdoor commercial patio associated with a restaurant Land uses prohibited: all uses except existing uses until such time as the holding symbol is removed	-Apartment dwelling, high rise -Retail store -restaurant -outdoor commercial patio associated with a restaurant Land uses prohibited: all uses except existing uses until such time as the holding symbol is removed
	Re-imagined Carleton Tavern: 203(2) and 85(1)(a)	-Restaurant -outdoor commercial patio associated with a restaurant			
Minimum lot area	Mixed-use building: Table 191(a)	No minimum	Table 191(a)	No minimum	3,538.42 m ²
	Re-imagined Carleton Tavern: Exception 104	900 m ²			
Minimum lot width	Mixed-use building: Table 191(b)	No minimum	Table 191(b)	No minimum	63.4 m
	Re-imagined Carleton Tavern: Table 204D(ii)	No minimum			
Minimum front yard and corner side yard setback	Mixed-use building: Exception 2063 and Schedule 333	Parkdale: 4.2 m (ground to levels 2 and 5), 7.2 m (levels 6 and 7), 9.7 m (levels 8 and 9), undefined for levels 10 to 18 Spencer: 1.9 m (ground to levels 2 and 7), 4.4 m (levels 3 and 8 to 18)	Table 191(c)(iii)	No minimum	1.8 m for a residential or mixed-use building 0.3 m for a non-residential building (e.g., re-imagined Carleton Tavern)



Planning Rationale

		Armstrong: 1.9 m (ground to level 7), 4.9 m (level 8 and 9), undefined for levels 10 to 18			
	Re-imagined Carleton Tavern: Exception 104	existing yards are deemed to be in conformity provided they were lawfully established prior to March 4, 1998			
Minimum rear yard setback	Mixed-use building: Exception 2063 and Schedule 333	Hamilton: 2.9 m (ground to levels 2 and 7, 5.4 m (levels 3 and 8 to levels 9 and 18)	Table 191(e)(iii)	No minimum	1.8 m
	Re-imagined Carleton Tavern: Exception 104	existing yards are deemed to be in conformity provided they were lawfully established prior to March 4, 1998			
Maximum floor space index	Mixed-use building: Zone code 6 -Exception 2063 states 192(16)(g) and (h) doesn't apply to certain non-residential uses		Table 191(f)	No maximum; unless otherwise shown on the zoning map	±7.9
	Re-imagined Carleton Tavern: Zone code 2 -Exception 104 states retail store permitted provided the cumulative gross floor area occupied by this use does not exceed 10% of the permitted gross floor area on the lot				
Minimum building height	Mixed-use building: Table 191(g)(i)	6.7m	Table 191(g)(i)	6.7m	Mixed Use Building is 121 m in height (38 storeys)
	Re-imagined Carleton Tavern: NA				Re-imagined Carleton Tavern height TBD
Maximum building height	Mixed-use building: Exception 2063 and Schedule 333	maximum permitted building heights and minimum setbacks are as per Schedule 333	Table 191(h)(iii)	No maximum, or as shown by the suffix "H" on a zoning map, or specified in a subzone or exception where applicable	Mixed Use Building is 121 m in height (38 storeys)
	Re-imagined Carleton Tavern: Table 204D(vi)	18 m			Re-imagined Carleton Tavern height TBD
Minimum width of landscaped area	Mixed-use building: Table 191(i)	No minimum, except that where a yard is provided and not used for required driveways, aisles, parking, loading spaces or outdoor commercial patio, the whole yard must be landscaped	Table 191(i)	No minimum, except that where a yard is provided and not used for required driveways, aisles, parking, loading spaces or outdoor commercial patio, the whole yard must be landscaped	All yards not used for the below grade garage entrance and outdoor commercial patio are landscaped
	Re-imagined Carleton Tavern: Table 204D(vii)(ii)	3 m			
Minimum lot area for a tower	77(3)(a)	1,150 m ²	77(3)(a)	1,150 m ²	3,538.42 m ²
Minimum rear yard setback for a tower	Mixed-use building: 77(3)(c)	10 m (this assumes a rear yard abutting a private property, not one abutting a ROW as in the case of the subject site)	77(3)(c)	10 m (this assumes a rear yard abutting a private property, not one abutting a ROW as in the case of the subject site)	±4.2 m ² (to a rear lot abutting Hamilton Avenue North with the nearest private property being 22.48 m away)
Minimum amenity area	Table 137(5)	Total amenity: 6 m ² per DU = 6(465) = 2,790 m ² Communal amenity: 50% of total = 2,790 m ² / 2 = 1,395 m ²	Table 137(5)	Total amenity: 6 m ² per DU = 6(465) = 2,790 m ² Communal amenity: 50% of total = 2,790 m ² / 2 = 1,395 m ²	Total: ±3,765.62 m ² Total Communal: ±670.39 m ² + 225 m ² (from ground level lobby space) = ±895.39 m ²
Minimum vehicle resident spaces	101(2), Area Z on Schedule 1A	No vehicle parking required	101(2), Area Z on Schedule 1A	No vehicle parking required	292 resident (0.62 / DU)
Minimum vehicle visitor spaces	102(2) and 101(3)	No visitor vehicle parking required for the first 12 dwelling units and no more than 30 visitor vehicle parking spaces required	102(2) and 101(3)	No visitor vehicle parking required for the first 12 dwelling units and no more than 30 visitor vehicle parking spaces required	30 visitor (0.06 / DU)
Minimum vehicle commercial spaces	Mixed-use building: 101(2), Exception 2063, Area Z on Schedule 1A Re-imagined Carleton Tavern: 101(2), Area Z on Schedule 1A	No vehicle parking required	101(2), Area Z on Schedule 1A	No vehicle parking required	None
Minimum vehicle loading spaces	Mixed-use building: Exception 2063	despite Section 113, Table 113A does not apply; there are no requirements for a loading space	Table 113A(c) and Table 113A(e)	-No vehicle loading spaces required for 350-999 m ² of select commercial use GFA -No vehicle loading spaces required for residential use	None
	Re-imagined Carleton Tavern: 101(2), Area Z on Schedule 1A	No vehicle loading spaces required for 350-999 m ² of select commercial use GFA			



Planning Rationale

Minimum driveway and drive aisle width for parking garage	Exception 2063	despite Section 107, the minimum required width of a driveway providing access to parking garage and the minimum width of a parking aisle is 6 m	107(1)(a)(iii), 107(1)(c)(ii)	-Driveway width: 6 m -Aisle width to 56-90 degree parking: 6 m	-Driveway width: 6.21 m -Aisle width to 56-90 degree parking: 6 m
Minimum vehicle space width	106(1)	2.6 m wide by 5.2 m long	106(1)	2.6 m wide by 5.2 m long	2.6 m wide by 5.2 m long
Minimum bicycle spaces	Mixed-use building: Table 111A(b)(i)	0.5 per dwelling unit = 0.5(465) = 233	Table 111A(b)(i)	0.5 per dwelling unit = 0.5(465) = 233	Total: 487 -Resident: 465 (1 / DU) -Visitor/Commercial: 22
	Re-imagined Carleton Tavern: Table 111A(e)	1 per 250 m ² of GFA = 826.25 / 250 = 3			
Bicycle parking space location and provisions	111(3) to 111(12)	Refer to sections	111(3) to 111(12)	Refer to sections	To be complied with

The site-specific changes to the existing zoning are appropriate as they maintain the purpose of the MC zone (detailed below) by providing high-density, mixed-use development, significant enhancement of the public realm, and a building form that achieves compatibility with and adequate transition from its surroundings.

The purpose of the MC – Mixed Use Centre Zone is to:

- (1) *Ensure that the areas designated Mixed-Use Centres in the Official Plan, or a similar designation in a Secondary Plan, accommodate a combination of transit-supportive uses such as offices, secondary and post secondary schools, hotels, hospitals, large institutional buildings, community recreation and leisure centres, day care centres, retail uses, entertainment uses, service uses such as restaurants and personal service businesses, and high- and medium-density residential uses; (By-law 2015-293)*
- (2) *allow the permitted uses in a compact and pedestrian-oriented built form in mixed-use buildings or side by side in separate buildings; and*
- (3) *impose development standards that ensure medium to high profile development while minimizing its impact on surrounding residential areas.*

The policy review in support of the proposed applications demonstrates the appropriateness of the proposal from a land use planning perspective. The PPS is clear in that zoning by-laws should be forward-looking, living documents, meaning they should be capable of adjusting and efficiently responding to evolving legislation, policy, and context that influences development.

The current zoning of the site was influenced by the CDP, SP, and OMB Decisions (Case Numbers PL110686 and PL130794) associated with a former development proposal. The current proposal respects much of the requirements of the current zoning by following a similar site layout and building arrangement. The proposal improves on the current zoning by seeking to permit a more efficient use of the site with greater density, public realm space, and heritage consideration, while demonstrating conformance to policy intent and purpose.

5 Proposed New Zoning By-law

The City of Ottawa plans to approve a new comprehensive zoning by-law (the “New ZBL”) on January 28, 2026, which will serve to replace Zoning By-law 2008-250 and help to implement the Official Plan



Planning Rationale

approved by the Minister in 2022. The final draft of the New ZBL was carried by Joint Committee (Planning and Housing Committee and Agriculture and Rural Affairs Committee) on December 17, 2025, which represented the statutory public meeting.

The New ZBL is generally clearer and more permissive than the current ZBL, though it is noted that much of the same zone boundaries across the City have been carried forward from the current ZBL, and this applies to the subject site where the portion zoned MC16[2063] F(6.0) S333-h is planned to be rezoned to H2[2063] F(0.6) S333-h and the portion zoned IL[104] F(2.0) H(13.5) is planned to be rezoned to IM[104] F(2.0) H(13.5). Due to the carry-forward approach of the zoning exceptions and schedules that apply to the site, there is little difference in the permissions applicable to the site under Zoning By-law 2008-250 and the New ZBL. It is noted that the FSI of 0.6 for the portion of the site to be rezoned to a Hub zone is a typographical error and should read “6.0”.

The main differences between the existing zoning and the City draft New ZBL, as they relate to the site, are detailed below:

- 1) Minimum lot area for a tower no longer applies to the site and is replaced with a minimum residential tower setback of 23 metres – no other residential tower is within 23 metres of the proposed tower.
- 2) Minimum amenity area no longer includes a minimum communal amenity area – the proposal far exceeds the total amenity area requirement 2,790 sq.m. (3,765.62 sq.m. proposed).
- 3) Below-grade parking garages are now subject to yard setbacks and landscaping – the proposal would require relief from this.
- 4) Minimum visitor parking rates no longer apply – the proposed visitor parking spaces would remain compliant.
- 5) Increases to the minimum number of bicycle parking spaces – the proposal would need to provide for more spaces to comply.

Overall, the draft New ZBL would result in areas of compliance and non-compliance as it relates to the proposal, with the overall effect being negligible. Per Section 109(2) of the draft New ZBL, if complete *Planning Act* applications for OPA and ZBA are received before the date of passing of the New ZBL, then approval may be granted in the context of Zoning By-law 2008-250. The intent is for complete OPA and ZBA applications to be submitted to the City before January 28, 2026.

6 Public Consultation Strategy

Public consultation requirements under the Planning Act will be addressed by the city through public notice (circulation and sign posting) and the statutory public meeting. The owner has voluntarily engaged various stakeholders as part of pre-application consultation, and feedback received has positively influenced the evolution of the proposed conceptual development. Further consultation is anticipated as part of the proposed OPA and ZBA.



7 Supporting Review Material

The below listed plans and reports have been prepared in support of the proposed conceptual development and *Planning Act* applications. These plans and reports, in addition to this Planning Rationale (includes Public Consultation Strategy) were identified as requirements to support complete OPA and ZBA applications during the formal pre-consult held on January 2, 2025, with the latest list of submission requirements provided by City staff on September 17, 2025.

- 1) Plan of Survey, dated February 12, 2024, prepared by Stantec Geomatics Ltd.
- 2) Phase One ESA, dated February 7, 2025, prepared by Stantec Consulting Ltd.
- 3) Phase Two ESA, dated March 1, 2024, prepared by Stantec Consulting Ltd.
- 4) Supplemental Phase Two ESA, dated December 15, 2025, prepared by Stantec Consulting Ltd.
- 5) Geotechnical Investigation, dated December 2025, prepared by Stantec Consulting Ltd.
- 6) Detailed Traffic Noise Study, dated January 9, 2026, prepared by Gradient Wind
- 7) Pedestrian Level Wind Study, dated January 9, 2026, prepared by Gradient Wind
- 8) Draft Transportation Impact Assessment Strategy Report, dated January 2026, prepared by Parsons
- 9) Concept Site Plan, revision date January 9, 2026, prepared by Hobin Architecture
- 10) Design Brief and UDRP Responses, dated January 9, 2026, prepared by Hobin Architecture
- 11) Conceptual Floor Plans, dated January 9, 2026, prepared by Hobin Architecture
- 12) Building Elevations, dated January 9, 2026, prepared by Hobin Architecture
- 13) Sun Shadow Study, dated December 19, 2025, prepared by Hobin Architecture
- 14) Landscape Plan, revision date January 9, 2026, prepared by CSW
- 15) Assessment of Adequacy of Public Services, dated January 23, 2026, prepared by Stantec Consulting Ltd.
- 16) Civil servicing plans, dated January 23, 2026, prepared by Stantec Consulting Ltd.
- 17) Cultural Heritage Evaluation Report and Heritage Impact Assessment, dated January 2026, prepared by Commonwealth Historic Resource Management



8 Recommendation

The proposed Official Plan Amendment and Zoning By-law Amendment applications are for the purpose of establishing land use entitlements to facilitate the future redevelopment of four assembled parcels of land under sole ownership by Taggart. The applications are supported by a conceptual site plan consisting of a single high-rise, mixed-use building, a single low-rise restaurant building, and public realm space in the form of a POPS, mid-block connections, and an enhanced environment along the site boundaries.

The subsurface of the site is impacted by contamination resulting from a former industrial use and requires remediation to permit any redevelopment of the site with sensitive land uses (e.g., residential). Taggart's vision is to clear the site of existing development, address the remediation requirement that has historically inhibited redevelopment of the site, and re-build the block with purposeful public realm space, meaningful architecture, and desirable uses, that together, recognize and work with the site's unique location proximate to rapid transit, park space, vibrant mainstreets, and a federal employment campus.

The vision responds directly to the policy intentions of the PPS and the Official Plan for this type of area, which is one intended to support the greatest amount of growth and development within the Inner Urban Transect. The proposal seeks permissions to achieve appropriate intensification of an underutilized site well-positioned to provide policy directed housing and complementary uses to support the area's transit infrastructure and add resiliency to the established commercial and employment uses making this area of Hintonburg a 15-minute neighbourhood.

This report, in conjunction with the technical documents prepared in support of the applications, demonstrates the proposal is consistent with the Provincial Planning Statement and that it conforms and complies with the general intent and purpose of the Official Plan and Zoning By-law. It is our opinion that the proposal represents good land use planning that is timely, appropriate, and in the public interest; therefore, we recommend approval of the requested amendments.





Stantec is a global leader in sustainable engineering, architecture, and environmental consulting. The diverse perspectives of our partners and interested parties drive us to think beyond what's previously been done on critical issues like climate change, digital transformation, and future-proofing our cities and infrastructure. We innovate at the intersection of community, creativity, and client relationships to advance communities everywhere, so that together we can redefine what's possible.

Stantec Consulting Ltd.
300 - 1331 Clyde Avenue
Ottawa ON K2C 3G4
stantec.com

