



## 30 Cleary Avenue

Planning Rationale  
Zoning By-law Amendment and Official Plan Amendment  
November 13, 2023



Prepared for Theia Partners and Ontario Aboriginal Housing Services

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

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# 1.0 Introduction

Fotenn Planning + Design (“Fotenn”) has been retained by Theia Partners and Ontario Aboriginal Housing Services to assess the development proposal as per the current and applicable policies and to prepare a Planning Rationale in support of a Major Zoning By-law Amendment and Official Plan Amendment at the address municipally known as 30 Cleary Avenue, “the subject property”, in the City of Ottawa.

## 1.1 Application Overview

The purpose of this proposal is to formally establish a zoning framework and amend the underlying Secondary Plan to facilitate the development of the proposed two residential buildings on the First Unitarian Church property.

In order to proceed, the following applications will be required:

### 1.1.1 Official Plan Amendment

The proposed Official Plan Amendment would site specifically amend Policy 17a of the Sherbourne and New Orchard Secondary Plan to reduce the requirement of a transition zone, generally 30 metres in depth, from adjacent residential zones to a specifically defined distance from the abutting residential zone.

### 1.1.2 Zoning By-law Amendment

The proposed Zoning By-law Amendment would replace the existing split zoning, Minor Institutional, Subzone A, Urban Exception 314 and 315, Maximum Permitted Height 13.8, 18, and 25 metres – **I1A[314, 315] H(13.8, 18, 25)**, with Minor Institutional, Subzone A, Urban Exception XXXX – **I1A[XXXX]**.

The proposed Urban Exception includes the following:

- i. Add “apartment dwelling, mid-rise” and “apartment dwelling, high-rise” as permitted uses;
- ii. Add “communal amenity area” to the list of structures noted in Section 64 – Permitted Projections Above the Height Limit, of the Zoning By-law; and
- iii. Increase maximum permitted building height from 13.8, 18, and 25 metres to 49.8 metres with a height schedule that would limit this to the footprint of one of the new buildings.

## 1.2 Public Consultation Strategy

All public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities will/have been undertaken in anticipation of the applications noted above:

- / Consultation Information Session with Woodroffe North Community Association (May 1, 2023)
- / Town Hall with First Unitarian Neighbourhood (May 18, 2023)
- / Site Tour with representatives from the McKellar Park Community Association (May 21, 2023)
- / Site Tour with Woodroffe North Community Association (June 13) and with Councillor Kavanaugh (June 16, 2023)
- / Public Open House and Information Session, held at First Unitarian Church, organized by Councillor Kavanaugh (June 28, 2023)
- / Second Site Tour with Woodroffe North Community Association (July 5, 2023)
- / Site Design Meeting with River Parkway Children’s Centre (August 1, 2023)

- / Land Use Meeting with National Capital Commission and Theia Partners and Ontario Aboriginal Housing Services (August 9, 2023)
- / Second Design Meeting with River Parkway Children's Centre (September 21, 2023)
- / Notification of Councillor Kavanaugh
  - The Ward Councillor will be notified via e-mail of the proposed development in advance of the application formal submission
- / Notification to residents and local registered Community Association(s)
  - Will be completed by the City of Ottawa pursuant to the Planning Act and the City of Ottawa's Public Notification Policy
- / Planning Committee Meeting Advertisement and Report Mail out to Public
  - Notification for the statutory public meeting will be undertaken by the City of Ottawa

# 2.0 Site and Surrounding Area

## 2.1 Subject Property

The site is located in the McKellar Park community of Ottawa and is bound by a low-rise residential neighbourhood to the west, NCC owned open space / recreational lands to the north, northeast, and northwest, and a mix of uses including residential and commercial properties with frontage along Richmond Road to the south, southwest, and southeast. The subject property comprises several differently zoned areas and forms a generally triangular shaped development site with a total area of approximately 22419.58 m<sup>2</sup>. The site is accessed via Cleary Avenue and consists of three existing buildings, including a four-storey retirement home, a two-storey church displaying a high steeple and a one-storey daycare center with associated surface parking. The property is also home to a diverse and mature stand of trees in the centre of the site that have been used by the existing owners and tenants for many years as a tranquil garden / respite area.



Figure 1: Aerial image of the subject property, proximity to rapid transit, and the surrounding area.



Figure 2: 1. First Unitarian Church (left), Unitarian House (right), 2. River Parkway Child Centre, 3. Proposed development area, 4. Community maintained mature wooded and gardened area.

## 2.2 Surrounding Context

The following uses are located in the area surrounding the subject property:

**North:** Immediately north of the subject property are lands owned and operated by the National Capital Commission (NCC). These include a wooded area that abuts the subject property, and a multi-use pathway that connects to Cleary Avenue and extends to Britannia Beach, approximately three kilometres from the subject property, and to the downtown core area of the City. Beyond NCC pathway is the Kichi Zibi Mikan Parkway, an arterial road that directs east-west automobile traffic along the northern edge of the City of Ottawa.

**East:** To the east of Cleary Avenue is Richmond Road. The segment of Richmond Road that abuts the subject property includes a mix of uses, which includes multiple high-rise residential buildings. Heights of buildings on this segment of Richmond Road include buildings up to 15-storeys in height. Uses in this section of Richmond Road are primarily residential, in the form of single-detached residential dwellings. Some low-rise apartment dwellings can also be found in the area.

**West:** Immediately abutting the proposed development area, to the west, is a low-rise residential community that is primarily composed of single detached dwellings. West of Lockhart Avenue is NCC owned lands that include wooded areas as well as an NCC pathway that runs parallel to Kichi Zibi Mikan Parkway. Beyond the roadway is the Ottawa River.

**South:** Richmond Road is directly south of the subject property. The segment of Richmond Road that is adjacent to the subject property includes a variety of uses. These include residential dwellings, in the form apartment dwellings, ranging from low-rise to high-rise, the presently under construction Sherbourne Rapid Transit Station land commercial uses. Additionally, there is a linear park that follows this segment of Richmond Road between LRT stations.



Figure 3: Area context views in each cardinal direction.

## 2.3 Neighbourhood Amenities

Considering the subject property's location near an Arterial Mainstreet (Richmond Road), the subject property enjoys close proximity to many nearby amenities including a variety of commercial uses such as restaurants, retail shops, community services, tourist attractions, and greenspaces. The surrounding neighbourhood benefits from access to three large grocery facilities within a kilometre of the subject property. The site is well-served with respect to attractions, parks, and community facilities, including Britannia Beach, Park, and Yacht Club.

A non-exhaustive list of neighbourhood amenities illustrates the wide range of uses, and include:

- / Multiple active transportation routes, including the Ottawa River Pathway, Trans Canada Trail, and Pinecrest Creek Pathway;
- / Recreational facilities including tennis courts, baseball diamonds, and public swimming pools;
- / Parks including Woodroffe Park, Ambleside Park, New Orchard Park, Lincoln Heights Park, Britannia Park, and trails, pathways, and greenspaces along the NCC Capital Pathway; and
- / Schools including the Regina Street Alternative School, Woodroffe Highschool, Dr. FJ McDonald Catholic School, Mindware Academy, and Kennedy Public School

## 2.4 Road Network

The subject property is located on Cleary Avenue, a Local Road which provides transportation access to Richmond Road an Arterial Road that extends west out to the village of Richmond and east to the downtown core of Ottawa (after becoming Wellington Street). The subject lands are proximate to multiple Arterial Roads which are the major routes of the City's transportation network that generally carry large volumes of traffic over the longest distances. Arterial roads in the area also include Carling Avenue that runs in a parallel direction to Richmond Road and Woodroffe Avenue which is



just west of the subject lands and connects Richmond, Carling, and Kichi Zibi to Hwy 417. To the rear of the subject property is Kichi Zibi Makan Parkway, which is a Federally Owned Road, with limited access and higher-speed traffic that serves the need of intra-city travel similar to a highway. Additionally, the surrounding area of the subject property also includes multiple collector roads to further route traffic efficiently throughout the City. As such, the subject property is well served by the exiting street network to direct traffic around the City.



Figure 4: Schedule C4 – Urban Road Network, City of Ottawa Official Plan.

## 2.5 Transit Network

The subject property is within 100 metres of the presently under construction rapid transit station, located at Richmond Road and Sherbourne Road. In addition to the higher order rapid transit, the subject property is served by local transit bus stops located at Cleary Avenue and Richmond Road (heading east and west) which include service from the 11 and 153 routes.

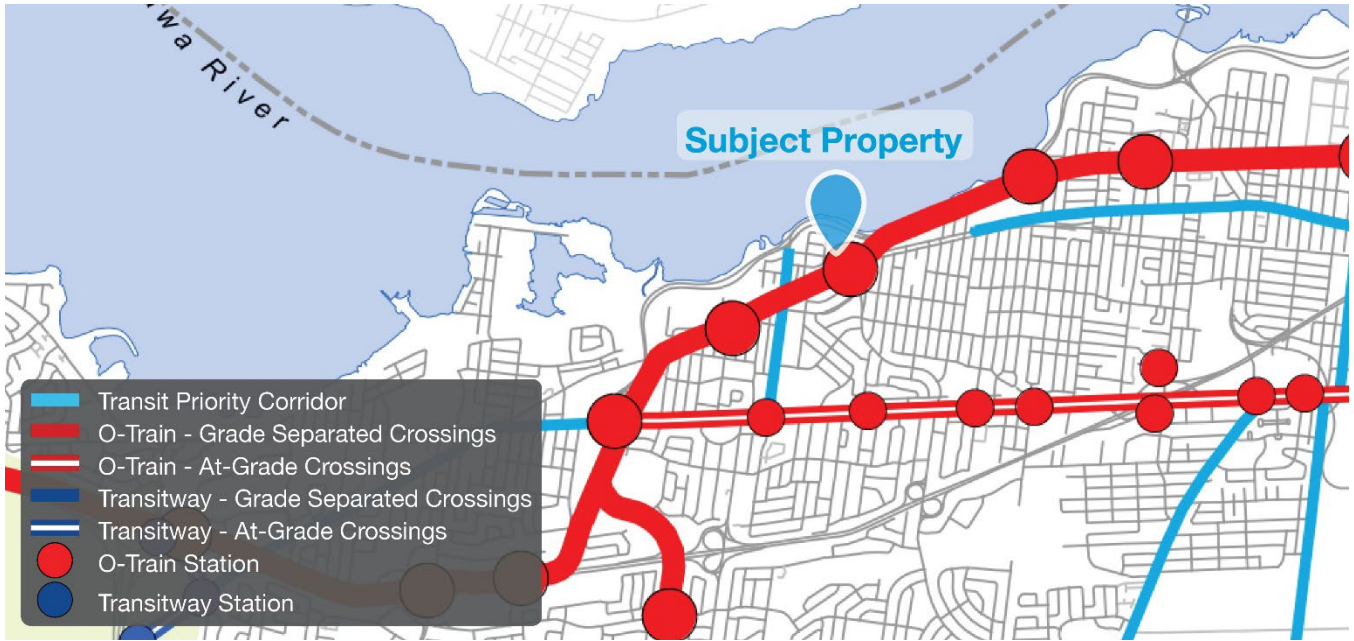


Figure 5: Schedule C2 – Transit Network, City of Ottawa Official Plan.

### 2.6 Active Transportation Network

As identified on Map 1 (Figure 7) of the City of Ottawa Transportation Masterplan, the subject property is located adjacent to a Cross-town Bikeway and Corridor Mainstreet along Richmond Road and the NCC pathway which runs along the Kichi Zibi Makan Parkway, to the north of the subject property. The ample infrastructure available to cyclists and pedestrians offers viable alternatives to automobile travel and contributes to the vitality of the evolving 15-minute neighbourhood of the surrounding area.

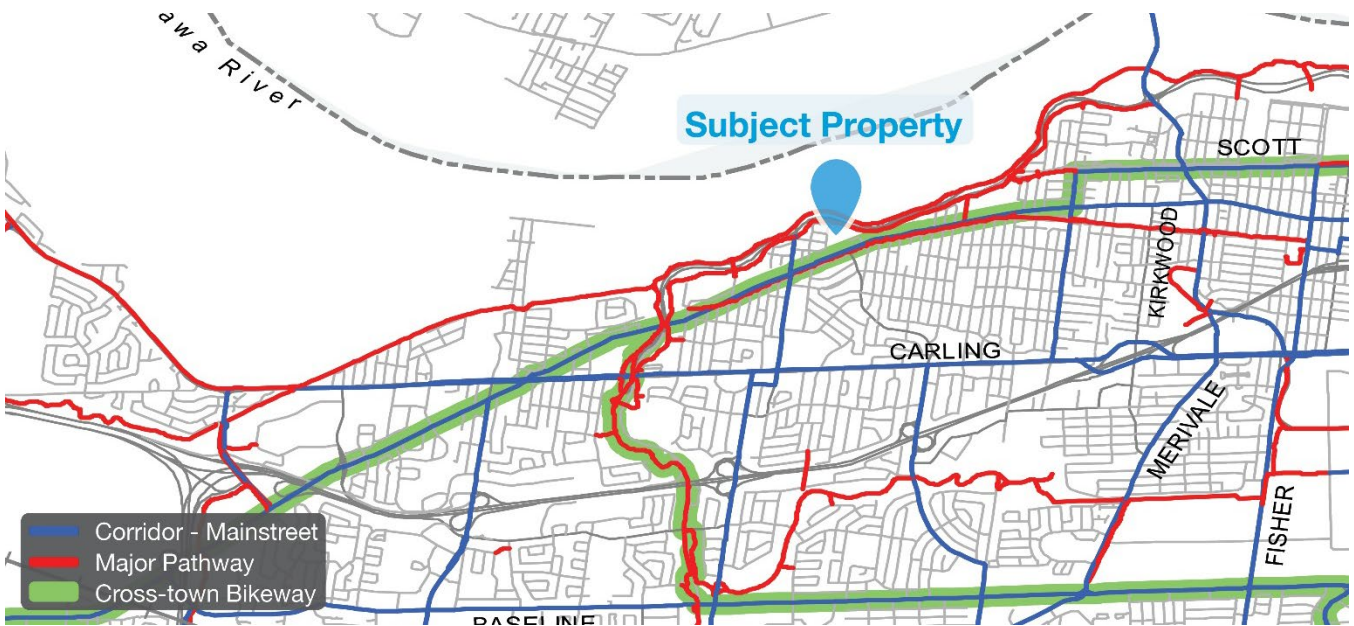


Figure 6: Map 1 – Cycling Network, City of Ottawa Transportation Masterplan

## 3.0 Policy and Regulatory Framework

### 3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act and in effect since May 1, 2020, provides policy direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” such policy statements issued under the Act.

The PPS encourages planning authorities to permit and facilitate a range of housing options, including new development as well as residential intensification, to respond to current and future needs. The PPS also encourages efficient development patterns which optimize the use of land, resources and public investment in infrastructure and public service facilities.

The proposed development meets the following policies of the PPS, among others:

- 1.1.1 Healthy, livable, and safe communities are sustained by:
- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - b) Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs
  - e) Promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs; and
  - i) Ensuring that necessary infrastructure and public service facilities are or will be available.
- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
- a) Efficiently use land and resources;
  - b) Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
  - e) Support active transportation; and
  - f) Are transit-supportive, where transit is planned, exists or may be developed.
- 1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.
- 1.1.3.5 Planning authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions. However, where provincial targets are established through provincial plans, the provincial target shall represent the minimum target for affected areas.

- 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
- a) Establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans.
  - b) Permitting and facilitating:
    1. All housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
    2. All types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
  - c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
  - d) Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;
  - e) Requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations; and
  - f) Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.
- 1.5.1 Healthy, active communities should be promoted by:
- a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity; and
  - b) b) planning and providing for a full range and equitable distribution of publicly accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources
- 2.1.1 Natural features and areas shall be protected for the long term.

**The proposed development is consistent with the policies of the Provincial Policy Statement. The proposed development on the subject land represents an efficient use of land that has access to existing infrastructure, public facilities, employment, amenities, and services. The subject property provides easy access to the active transportation on the existing network of pedestrian and cycling routes in the area. The proposed development supports transit as the subject lands are within 100 metres of the Sherbourne Rapid Transit station and in close proximity to local bus routes along Richmond Road and several adjacent streets. Finally, the proposed development will contribute to the supply of available housing (market rate and below market rate) within the Nepean neighbourhood in a built form that will offer greater variety of housing types.**

### 3.2 City of Ottawa Official Plan (2022)

The Official Plan for the City of Ottawa was approved November 4, 2022. The Plan provides a framework for the way that the City will develop until 2046 when it is expected that the City's population will surpass 1.4 million people. The Official Plan directs how the city will accommodate this growth over time and set out the policies to guide the development and growth of the City.

### 3.2.1 Strategic Directions

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

**a) Achieve, by the end of the planning period, more growth by intensification than by greenfield development.**

Ottawa is projected to grow by 402,000 people by 2046, requiring 194,800 new households. The Official Plan assigns a 60 per cent share of future growth within Ottawa's existing built-up area by putting in place zoning and other mechanisms that avoid or delay further boundary expansions. The remainder of growth will take place through greenfield development in undeveloped greenfield lands and additional developable land assigned through urban boundary expansion.

**b) By 2046, the majority of trips in the city will be made by sustainable transportation.**

The mobility goal of the Official Plan is that by 2046, more than half of all trips will be made by sustainable transportation. 40 per cent of Ottawa's current greenhouse gas emissions are transportation related. Sustainable transportation options are fundamental to 15-minute neighbourhoods and vibrant communities. Achieving this goal relies on the City's investments in transit, particularly the construction of further stages of Light Rail Transit (LRT) and funding of other rapid transit initiatives.

**c) Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.**

A goal of the Official Plan is to contribute towards stronger, more inclusive and more vibrant neighbourhoods and Villages. The Official Plan introduces a transect approach to distinguish Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city. Policies associated with land use designations, including Hubs, Corridors, Neighbourhoods and Rural Villages are specific to the context of each transect.

**d) Embed environmental, climate and health resiliency and energy into the framework of our planning policies.**

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

**e) Embed economic development into the framework of our planning policies.**

In the Official Plan, an economic development lens is taken to policies throughout. While land use policies in the Official Plan alone do not ensure economic development, they provide a foundation for other City initiatives and programs to support economic development. In the Plan, flexible land use designations are adaptable to changing economic conditions, new industries and ways of doing business. The Official Plan also supports a broad geographic distribution of employment so that people have the choice to work closer to where they live.

### 3.2.2 Cross-Cutting Issues

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

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

The Strategic Directions and Cross-Cutting issues are addressed in other City policy documents and plans, and consequently, the Official Plan needs to be read in conjunction with those other policy documents.

### 3.2.3 Transect Policy Area

Schedule A of the Official Plan divides the City into six concentric policy areas called Transects. Each Transect represents a different gradation in the type and evolution of built environment and planned function of the lands within it, from most urban (the Downtown Core) to least urban (Rural). Throughout the Transect policies, references are made to urban and suburban built form and site design. The Transect Policies provide direction on minimum and maximum height based on context through the type of Transect and designation.



Figure 7: Schedule A – Transect Policy Areas, City of Ottawa Official Plan.

As identified on Schedule A of the City of Ottawa Official Plan (Figure 8), the subject property is in the **Inner Urban Transect**, an area that immediately surrounds the Downtown Core. The built form and site design in this Transect includes both urban and suburban characteristics with the intended pattern being urban. The Official Plan anticipates the Inner Urban transect to continue to develop as a mixed-use environment, where a full range of services are located within a walking distance from home to support the growth of 15-minute neighborhoods.

The proposed development meets the following Inner Urban Transect policies outlined in **Section 5.2**, among others:

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

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

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

**The proposed development contemplates two residential buildings that are 16 and 6-storeys respectively, which are located within 100 metres of a rapid transit station. The buildings are broadly compliant with zoning by-law and design guidelines. Further, there are no capacity constraints based on site servicing, and the design is in alignment with the design policies outline in subsection 4.6 of the Official Plan and reviewed in Section 3.2.5 of this Rationale.**

- 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;
  - b) Small, locally oriented services may be appropriately located within Neighbourhoods;
  - c) Existing and new cultural assets are supported, including those that support music and nightlife;
  - d) Larger employment uses are directed to Hubs and Corridors; and
  - e) Increases in existing residential densities are supported to sustain the full range of services noted in Policy a)

**The development is located on a property that already includes a mix of uses, which support services and amenities found on the adjacent Mainstreet Corridor. Adding an additional 214 dwellings will only improve the vitality of the existing 15-minute neighbourhood.**

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

- 5.2.2.2 The transportation network for the Inner Urban Transect shall:
- a) Prioritize walking cycling and transit; and
  - b) Accommodate motor vehicle access and movement provided doing so does not erode the public realm nor undermine the priority of pedestrians, cyclists and transit users

**The subject property is located within 100 metres of a Rapid Transit Station, abuts the NCC pathway that runs parallel to Kichi Zibi Mikan Parkway, and the segment of Richmond Road adjacent to the subject property includes separated bicycle lanes. Further, ingress and egress from the associated underground parking on the subject property is proposed in an area that would mitigate conflict between pedestrians and vehicles.**

- 5.2.2.3 Motor vehicle parking in the Inner Urban Transect shall be managed as follows:
- d) Where new development is proposed to include parking as an accessory use, such parking:
    - i. Shall be hidden from view of the public realm by being located behind or within the principal building, or underground;
    - ii. Shall be accessed by driveways that minimize the impact on the public realm and on both City-owned trees and privately-owned distinctive trees, and result in no net increase in vehicular private approaches; and
    - iii. May be prohibited on small lots or where parking cannot reasonably be accommodated in a manner consistent with the intent of this Plan.

**The vast majority of parking is located underground, while the limited above ground temporary spaces are specifically for servicing, deliveries, and visitors to the proposed buildings. Further, the ingress and egress to the below grade parking lot is located approximately 30 metres from the entrance to the closest proposed building. This parking strategy was chosen to mitigate vehicle-pedestrian conflict as much as possible.**

- 5.2.4.1 Neighbourhoods located in the Inner Urban area and within a short walking distance of Hubs and Corridors shall accommodate residential growth to meet the Growth Management Framework as outlined in Subsection 3.2, Table 3b. The Zoning By-law shall implement the density thresholds in a

manner which adheres to the built form requirements as described in Subsection 5.6.1, as applicable and that:

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

**The proposed 6 and 16-storey residential buildings are consistent with the planned function of the property, as identified in the Sherbourne and New Orchard Secondary Plan. Further, they contribute to meeting the residential growth outlined in Section 3.2 and Table 3b of the Official Plan. The proposed development provides a mix of unit types and sizes to support a variety a family sizes, and introduce a building fully dedicated to Ontario Aboriginal Housing Services.**

### 3.2.4 Urban Designation and Overlay

Within each Transect, designations further articulate maximum building heights and minimum densities. The four residential designations are Hubs, Mainstreet Corridors, Minor Corridors, and Neighbourhoods. Each designation represents a different progression in the type and evolution of built environment and development heights and densities, from taller and denser (Hubs) to lower and less dense (Neighborhoods).

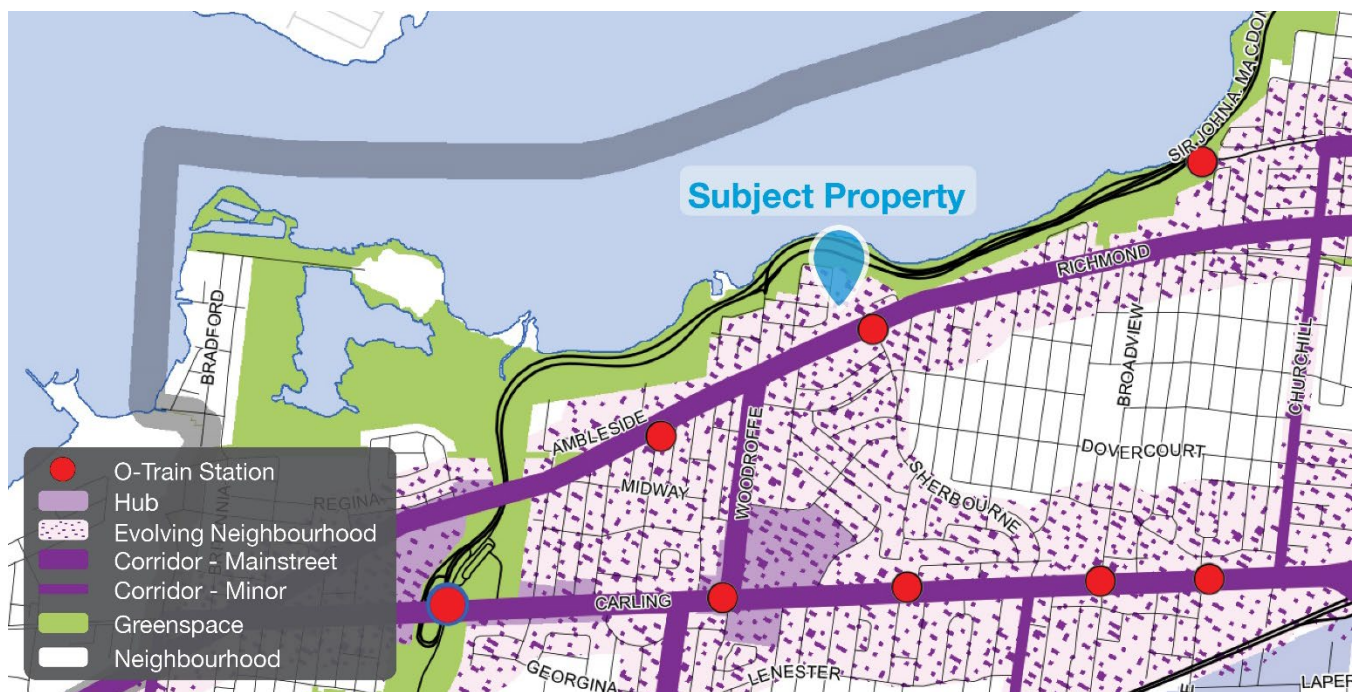


Figure 8: B2 – Inner Urban Transect, City of Ottawa Official Plan

The subject property is designated as **Neighbourhood**, as identified on Schedule B2 (Figure 9) of the Official Plan. Neighborhoods are contiguous urban areas that constitute the heart of communities. Neighbourhood policies will allow



for the development of a full range and choice of housing, with complementary small-scale non-residential land uses to support the creation of 15-minute neighbourhoods. Most of the development in this designation will be low-rise residential, except where existing zoning or secondary plans allow for greater building heights; or in areas already characterized by taller buildings.

In addition to its designation, the subject property also has an **Evolving Neighbourhood Overlay** applied. The Evolving Overlay is applied to areas in close proximity to Hubs and Corridors to signal a gradual evolution over time that will see a change in character to support intensification, including guidance for a change in character from suburban to urban to allow new built forms and more diverse functions of land. The Overlay is intended to provide opportunities that allow the City to reach the goals of its Growth Management Framework for intensification through the Zoning By-law, by providing:

- / Guidance for a gradual change in character based on proximity to Hubs and Corridors;
- / Allowance for new building forms and typologies, such as missing middle housing;
- / Direction to built form and site design that support an evolution towards more urban built form patterns and applicable transportation mode share goals; and
- / Direction to govern the evaluation of development.

The City of Ottawa is currently undertaking a review of their Comprehensive Zoning By-law. Changes to the zoning by-law will provide development standards for the built form and buildable envelope consistent with the planned characteristics of the overlay area. However, the updated Zoning By-law has not yet been released at this time.

**The proposal demonstrates that the development achieves objectives of the applicable transect with regards to density, built form and site design. The proposed development contemplates intensification inline with the goals of the Official Plan's Growth Management Framework, in a built form that meets the planned function of the site.**

The proposed development meets the following Neighbourhood Designation Policies outlined in **Section 6.3** of the Official Plan, among others.

### Define neighbourhoods and set the stage for their function and change over the life of this Plan

6.3.1.2 Permitted building heights in Neighbourhoods shall be Low-rise, except:

- a) Where existing zoning or secondary plans allow for greater building heights; or
- b) In areas already characterized by taller buildings.

**The proposed development contemplates two residential buildings, 6 and 16-storeys respectively. As per Policy 17c of the Sherbourne and New Orchard Secondary Plan, the subject property is designated to permit heights up to 16-storeys. Further, the subject property abuts a segment of Richmond Road which includes buildings that contemplate heights up to 24-storeys with an existing 15-storey building at the corner of Cleary and Richmond Road.**

6.3.1.3 Development in the Neighbourhood designation which seeks additional height beyond 4 storeys:

- a) May be evaluated through a Zoning By-law amendment, without the need to amend this Plan, in cases that fall under the provisions of Subsection 6.3.1 Policy 2) but where the zoning does not provide corresponding permissions; and
- b) In all other cases, require an area-specific policy through an amendment to this Plan

**A Zoning By-law Amendment is being sought to seek relief from the permitted height of the existing zoning and an Official Plan Amendment is proposed to address conformity with the prescribed location of high-rise development on the subject property.**

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

- a) Allowing higher densities and permitted heights, including predominantly apartment and shared accommodation forms, in areas closer to, but not limited to, rapid-transit stations, Corridors and major neighbourhood amenities;
- b) Allowing lower densities and predominantly ground-oriented dwelling forms further away from rapid-transit stations, Corridors and major neighbourhood amenities; and
- c) Provide for a gradation and transition in permitted densities and mix of housing types between the areas described in a) and b).

**The subject property is located within 100 metres of a rapid transit station and abuts Richmond Road, which is identified on Schedule B2 of the Official Plan as a Mainstreet Corridor. To provide an appropriate transition to the existing low-rise neighbourhood to the west of the proposed development, the tower of the 16-storey building has been set back 16.1 metres from the interior side yard lot line (more than twice the required 7.5 metre zoning setback). Further, there is an existing mature bosque of trees that act as a landscape buffer between the subject property and the abutting low-rise neighbourhood that is intended to be preserved. Please see figure 3, image 3 for a photograph of the treed area.**

### 3.2.5 Urban Design

Urban Design is the process of giving form and context to our city to create the theatre of public life. It concerns the design of both the built form and the public realm. Urban design plays an important role in supporting the City's objectives such as building healthy 15-minute neighbourhoods, growing the urban tree canopy and developing resilience to climate change. New development should be designed to make healthier, more environmentally sustainable living accessible for people of all ages, genders and social statuses.

**Section 4.6** of the Official Plan contemplates an urban design framework to outline the City's urban design program.

#### Promote design excellence in Design Priority Areas

- 4.6.1.4 Design excellence shall be achieved in part through recognition and conservation of cultural heritage resources located throughout the City, including buildings, streetscapes and landscapes.

**As part of the proposed development, only development on an existing at-grade parking lot is contemplated. The location of the development was intentionally chosen to avoid impacting the aforementioned landscaped buffer, any existing buildings, and the abutting garden/woodland areas which are managed by residents of Unitarian house. The garden/woodland areas are also cultural heritage features of the site, and were retained due to the institutional/cultural use associated with the woodlands.**

- 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:
- 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.

**Please see the accompanying Design Brief, which articulates choices regarding materiality, public realm, lighting, and micro-climate impacts and mitigation strategies.**

#### 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;

**The proposed development contributes to a cohesive silhouette comprised of a diversity of building heights in an area already characterize by tall buildings by providing a tower that complies with Official Plan direction to locate comparatively shorter towers further away from transit stations. Additionally, the height and location of the 16-storey tower align with the policy of the Sherbourne and New Orchard Secondary Plan, which includes provisions to position the tower to minimize view impacts on adjacent high-rise buildings, and not develop over 16-storeys in height.**

### **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.

**The included exterior amenity spaces will offer the public use of street furniture, improved landscaping, and a significant space to improve the public realm abutting the proposed development. Specific features include locating ingress / egress from the below-grade parking lot away from the proposed development and existing daycare, the woonerf inspired pedestrian dominant space between the two buildings, the proposed connection to the NCC pathway through the subject property, and the retention of the existing garden/mature tree stands to the east and west of the proposed development. Please see the accompanying Design Brief for a more fulsome discussion of design strategies within the public realm.**

- 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.

**The provided public amenity spaces on the subject property have been considered in consultation with both the current users and residents (First Unitarian Church, Unitarian House, and River Parkway Children's Centre) as well as members of Ontario Aboriginal Housing Services who represent future residents of the 6-storey building. Considerations were made to provide exterior amenity spaces that were culturally sensitive to the demographics of those who will be primarily using the space, but is publicly available to the broader community.**

- 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.

**The proposed development contemplates removing at-grade parking associated with the existing church and locating the majority of parking for the new development below grade. In place of at-grade parking, programmed landscape features, street furniture, and a woonerf are integrated into both the development and broader park land strategy for the subject property. At the Site Plan Control phase, a more thorough design will be undertaken to contemplate a pedestrian network throughout the site.**

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.

**All street furniture and publicly available amenities will be welcoming and clearly articulated to be usable by the broader public.**

4.6.3.9 Opportunities will be explored to commemorate the culture, history and current interests of the Algonquin Anishinabe Host Nation, Urban First Nations, Inuit and Métis peoples through place-making, naming, wayfinding, monuments, interpretive features, public art, streetscaping, landscaping, signage, and programming.

**Given the partnership with Ontario Aboriginal Housing Services, consultation has been undertaken to improve the cultural sensitivity of development and the exterior amenity spaces. The location of the 6-storey building was intentionally chosen adjacent to the NCC lands to respect and reflect the historical connection to Ottawa river and the natural shoreline area. A more fulsome plan for the area will be undertaken during the Site Plan Control application process to further refine the design to the cultural sensitivities of the use demographics. These include plantings, naming opportunities, and other measures to further reconciliation.**

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

4.5.5.3 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. 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.

**The proposed development will internalize, where possible, all servicing and loading areas. The vast majority of the proposed parking is located underground and away from pedestrian oriented areas, and the small amount of surface parking is located in areas that mitigate car / pedestrian conflict.**

**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.

**The proposed development contemplates 6 and 16-storey residential buildings on a subject property where the planned context permits heights up to 16-storeys. The location of the buildings accommodates an extensive transition to the abutting low-rise neighbourhood, with a tower floor plate of 750 square metres, to minimize shadowing impacts. Any potential privacy impacts are anticipated to be mitigated by the preservation of the existing mature tree stand along the property line. Finally, the high-rise building meets the angular plane provision when measuring the angular plan from the average setback of the abutting residential dwellings.**

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 Bylaw or by other means in accordance with Council-approved Plans and design guidelines

**The proposed development design contemplates densities that align with the planned intensification for the area and heights the correspond to the development's distance from a Rapid Transit Station, in addition to meeting the Secondary Plan's permitted heights. Further, the subject property and abutting low-rise neighbourhood is located in an Evolving Overlay, which projects future development will become more dense and taller overtime. Notwithstanding this, the tower was designed with a small floorplate that steps to a 12-storey podium to mitigate casting shadows on the surrounding area. In addition, the tower is designed to preserve and protect the existing mature trees that will serve to buffer views and privacy concerns between the tower and the existing residences to the west which are sited on abnormally deep lots with rear setbacks that average over ten-metres in depth. Although a strict application of the angular plane demonstrates that it transects the upper elements of the tower, the Official Plan explicitly states that angular plane is to be considered in conjunction with other design considerations, such as those mentioned above, when evaluating successful development transition.**

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

- a) Provide protection from heat, wind, extreme weather, noise and air pollution; and
- b) 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.

**Amenity space will be provided in the form of 632 square metres of private amenity space, with an additional 1301 square metres of shared amenity space throughout the building and exterior spaces. Further the existing garden/woodland areas and NCC abutting parkland adds additional gathering and recreation area for residents.**

4.6.6.7 Mid-rise buildings shall be designed to respond to context, and transect area policies, and should:

- d) Frame the street block and provide mid-block connections to break up large blocks;
- e) Include a base with active frontages, and a middle portion that relates to the scale and character of the surrounding buildings, or, planned context;

- f) Be generally proportionate in height to the width of the right of way as illustrated in the Figure below, with additional height permitted in the Downtown Core Transect; and
- g) Provide sufficient setbacks and step backs to:
  - i) Provide landscaping and adequate space for tree planting;
  - ii) Avoid a street canyon effect; and
  - iii) Minimize microclimate impacts on the public realm and private amenity areas.

**The proposed 6-storey mid-rise building is compliant with the existing and proposed zoning provisions, includes an active frontage, and is built to an appropriate scale relative to the abutting high-rise building. Further, the mid-rise building is located on site to provide appropriate separation from the high-rise building and abutting low-rise 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 proposed development is contemplated on a subject property that is identified in the Secondary Plan as a location for high-rise development, located within 100-metres of a rapid transit station, and responds appropriately to the policies regarding height in the Inner Urban Transect. The tower floorplate is approximately 750 square metres and the separation distance between the buildings is appropriate so as to not create privacy or shadowing concerns. Finally, the landscaped condition at-grade includes a mix of hard and softscaping in addition to programmed areas which will be discussed in more fulsome detail in the accompanying Design Brief.**

### 3.2.6 Growth Management Framework

Ottawa is a large municipality with different geographies that will accommodate different amounts and types of growth. **Section 3** of the Ottawa Official Plan contemplates how the City aims to guide the evolution of growth to create a city of proximities as opposed to a city of distance. Within the Greenbelt, where most of the housing growth in the built-up area is expected to occur, new housing development will be both in the form of larger dwelling units and apartments.

The policy intent of the City's Growth Management Framework is:

- / To provide an appropriate range and mix of housing that considers the geographic distribution of new dwelling types and/or sizes to 2046;
- / To provide a transportation network that prioritizes sustainable modes over private vehicles, based on the opportunities for mode shifts presented by each transect area context;
- / To prioritize the location of residential growth to areas with existing municipal infrastructure, including piped services, rapid transit, neighbourhood facilities and a diversity of commercial services;
- / To reduce greenhouse gas emissions in the development and building sectors and in the transportation network; and
- / To establish a growth management framework that maintains a greater amount of population and employment inside the Greenbelt than outside the Greenbelt.

**The proposed development meets the following Growth Management Framework policies among others:**

#### Designate Sufficient Land for Growth

3.1.3 The urban area and villages shall be the focus of growth and development.

**As outlined in the Transect Policy section, the subject property is within the urban area and located in an ideal location for further intensification based on the policy analysis presented throughout this report.**

3.1.4 The City will allocate household growth targets as follows:

- c) 93 per cent within the urban area where:
  - i) 47 per cent is within the urban area that is built-up or developed as of July 1, 2018; and
  - ii) 46 per cent is within the greenfield portion of the urban area;

**The proposed development contemplates building two residential buildings on an infill site, contributing to the 47% of development to be located in the urban area that is built up as of July 1, 2018.**

### Support Intensification

3.2.1 The target amount of dwelling growth in the urban area that is to occur through intensification is 51% and represents the proportion of new residential dwelling units, excluding institutional and collective units such as senior's and student residences, based upon building permit issuance within the built-up portion of the urban area

**The proposed development looks to replace the current at-grade parking lot with a more efficient use of the property, which includes a total of 214 dwelling units, dispersed between two buildings. The 66 units located in the 6-storey building are associated with Ontario Aboriginal Housing Services and offer dwelling units at below market rates.**

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, and maximum building heights are intended to establish a limit to building height.

**The subject property is designated as an Institutional Mixed-Use Zone in the Sherbourne and new Orchard Secondary Plan. The Secondary Plan identifies the site as appropriate for up to 16-storeys. Additionally, the development exceeds the minimum densities established for this area of the City.**

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.

**The subject property is located within the Neighbourhood designation and abuts a Mainstreet Corridor. The proposed development looks to contribute to the intensification of an area designated for greater density. Further, the development of 214 additional dwelling units will contribute to the vitality and sustainability of the goals of a 15-minute neighbourhood in the area.**

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

**The subject property is designated Institutional Mixed-Use in the Secondary Plan, which permits heights up to 16-storeys. Further, the subject property is fully serviced and supporting studies included in the Zoning Bylaw Amendment application confirm the available capacity within the municipal water and sewer systems.**

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. Former industrial sites do not have the Industrial and Logistics or the Mixed Industrial designations as shown on Schedules B2 through B8, or a corresponding Industrial designation with in a rural secondary plan.

**The area designated for redevelopment is presently used as a at-grade parking. The proposed development replaces the use with two residential buildings which support the City's intensification goals and targets.**

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

**The proposed development will diversify and increase the variety of dwelling units in the neighbourhood. The unit mix includes a range, from 1 to 3-bedroom units.**

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.

**Per Table 3b, the target residential density range for intensification within the Inner Urban transect is 60-80 dwellings per net hectare. The proposed development contemplates 214 units in a developed area of approximately 3,200 square metres. This represents an intensification which exceeds the target by a wide margin.**

### 3.3 Sherbourne and New Orchard Secondary Plan

The Sherbourne and New Orchard Secondary Plan provides the strategic planning direction to guide future development and redevelopment of lands that are in close proximity to Sherbourne and New Orchard O-Train Stations. The plan aims to guide the evolution of the development of the lands based on the arrival of the LRT service on the lands. This will ensure that intensification will be compatible and compliment existing development. More specifically, the plan looks to make sure that the tallest buildings are in proximity to transit.

#### 3.3.1 Land Designation Policy

As identified on Schedule A (Figure 10) of the Secondary Plan, the subject property is designated **Institutional Mixed-Use**. The subject property is the only property in the Secondary Plan study area with the Institutional Mixed-Use designation.



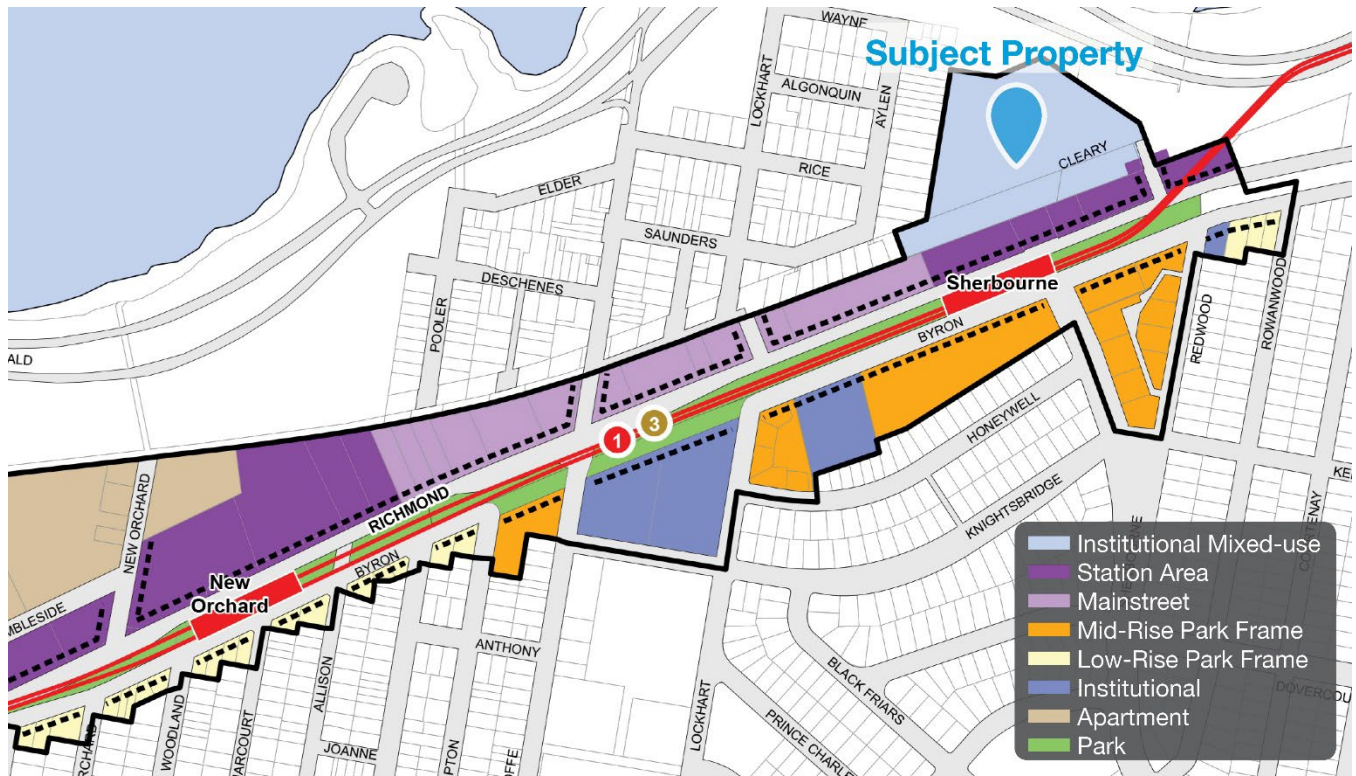


Figure 9: Schedule A – Designation Plan, Sherbourne and New Orchard Secondary Plan.

Site specific policies that pertain to the subject property are as follows:

- 17           Redevelopment of this area will be with buildings in a range of heights, in accordance with the following:
- a) The portions of the lot adjacent and closest to a residential zone must comprise of a transition zone, generally 30 metres in depth, which includes a 7.5 metre setback, measured from the residential lot line, with a low-rise built form;
  - b) Mid-rise buildings for the portion of the lot with street frontage on Cleary Avenue;
  - c) High-rise buildings up to 16 storeys are permitted and must be located:
    - i) Must be located and designed to minimize the shadow impacts on the adjacent low-rise neighbourhood community;
    - ii) In a position with minimal view impacts on adjacent high-rise buildings;
    - iii) Be located close to the NCC corridor or in a location that will break up the cumulative massing along Richmond Road.

**The proposed development contemplates two residential buildings, 6 and 16-storeys respectively, a side yard setback of 10.5 metres from the abutting residential zone is provided to the 6-storey, mid-rise building 16.1 metres is provided to the 16-storey tower. Both buildings front on to Cleary Avenue, do not interfere with the views of adjacent high-rise buildings, and abut the NCC corridor and provide access to the corridor. The 16-storey tower is proposed to include a small roof-top enclosed amenity space that would dictate a site-specific policy to exclude this from being considered a 17<sup>th</sup> storey.**

**The definition of a Transition Zone is not defined in this Secondary Plan, nor in the parent Official Plan such that it is not clear if any of the Transition Zone can include the adjacent residential yards which in this case are above average in depth. As such, the proposed tower is setback on average 35.6 metres from the dwellings on the abutting residential properties. While it is feasible to understand this setback as an appropriate transition zone, given the lack of clarity in the definition, an Official Plan Amendment application has been submitted to ensure that the**

building locations proposed in the associated Zoning By-law Amendment are undeniably consistent with the Secondary Plan.

It is important to highlight that in creating Secondary Plan policy direction, it is not common for authors of these plans to have the benefit of site-specific details such as the depth of surrounding setbacks, and the location and health of mature on-site vegetation and vegetated buffers which in this case would likely have dictated a reduction in the depth of the Transition Zone. Successful building footprints that adhere to the stipulated setbacks would almost certainly result in the removal of either the existing mature tree stand or the existing resident building or the remarkable heritage church structure.

- 18 Redevelopment of lands within this designation will require the majority of the uses to be institutional community servicing uses, such as: day care; church; retirement residential; community centre; long term care facility; garden; housing with emphasis on affordable, supportive or multi-faith units; public park; fitness centre; medical clinic; and community gardens. A zoning amendment will be required to demonstrate how the majority of the land uses includes institutional community servicing uses.

**At present, all uses on the subject property qualify as institutional community servicing uses as defined in Policy 18 of the Secondary Plan. These include day care, church, retirement residential, and garden. The proposed development provides 66 affordable units in partnership with Ontario Aboriginal Housing Services. The proposed 16-storey building will be the only use on site that does meet the institutional community servicing use, as defined by the Secondary Plan.**

- 19 Redevelopment will include all of the following:
- a) A pedestrian and cycling pathway connection extending from the east side lot line of 809 Richmond Road leading into the site;
  - b) Continuous sidewalk connections on either side of Cleary Avenue into the site;
  - c) Interior streets, public or private, to break-up the large site.

**A pathway from 809 Richmond Road is to be provided, leading into the site, and connecting to an existing sidewalk. Additionally, as part of the proposed development, Cleary Avenue will be extended to create circulation to the new buildings and circulate traffic between the existing gardens / woodland areas.**

- 20 A future Zoning by-law Amendment application to add permitted uses and/or alter the as-of-right permitted height must provide a concept plan document which details all of the following:
- a) The proposed development of the site in its entirety;
  - b) Compatibility of proposed built form adjacent to any residential zone;
  - c) The vehicular, pedestrian and cycling access points;
  - d) Conformity with the provisions of Section 3: Land Designation Policies, Policies 17) to 20).

**Please see the accompanying Design Brief, Architectural Package, and Landscape Plan for a thorough analysis of the proposed development and its contextual sensitivity to the abutting residential neighbourhood.**

### 3.3.2 Built Form – High-Rise Buildings

The following policies pertain to the built form of High-Rise Buildings:

- 1 High-rise buildings are limited in the planning area to be between 10 to 30 storeys. Where high-rise buildings are identified as appropriate, all of the following provisions are to be met to qualify for a high-rise building:
- a) Lot size generally of 2,000 square metres or more;
  - b) Provision of a separation distance between towers of generally 20 metres with any minor variation to this provision being required, to demonstrate that the existing towers or future

towers can be off-set to allow for enough space between tower units and that any shadow impacts are not increased as a result of the minor variation sought;

- c) Tower portion of proposed building generally being a minimum of 10 metres from abutting property lines;
- d) The podium animating the pedestrian realm, generally forming a continuous street wall for the totality or as close as possible to the totality of the frontage, should relate to the adjacent buildings in massing, height and architectural rhythm.

**The proposed development contemplates a single high-rise building, 16-storeys in height. The podium is located 14-metres from the closest property line, and the tower is 16.1 metres from the property line.**

- 2 All of the following provisions are required in the design of high-rise buildings:
- a) The tower should be set back from the podium faces and should be articulated to break up building mass and allow sky view, sunlight and transition towards the abutting properties.
  - b) The tower should be designed to address shadow impacts of adjacent sensitive areas, including low-rise neighbourhood.
  - c) Mechanical penthouses should be architecturally integrated into the tower's design and remain consistent with the overall character of the tower.
  - d) The tower should be well-proportioned and generally take the podium and tower approach in built form design.
  - e) The podium height should be no less than three storeys but no more than six.

**The proposed tower portion of the high-rise building is set back from the podium 2.5 metres to maximize the distance from the abutting low-rise neighbourhood and has a 750 square metre floor plate to limit shadowing impacts. The podium is four storeys in height. Further, the mechanical penthouse has been integrated into terrace level shared amenity space, which better integrates the mechanical structure into the silhouette of the building.**

### 3.3.3 Built Form – Mid-Rise Buildings

The following policies pertain the built form of Mid-Rise Buildings:

- 3 Mid-rise buildings are defined as five to nine storeys. Where mid-rise buildings are identified as appropriate, all of the following design features are encouraged:
- a) The provision of an appropriate base in the range of two to four storeys that relates to the sidewalk and pedestrian realm;
  - b) An upper portion (of a height that is approximately equivalent to the width of the right of way) forming part of the street wall and relating to the adjacent buildings, through a combination of alignment, building materials, symmetry of spacing or other urban design techniques that provide unity for the streetscape.
  - c) Other design techniques such as setbacks and step backs to avoid the canyon effect along adjacent public streets and to minimize the visual and microclimate impacts on public and private realms.

**The proposed mid-rise building is six-storeys in height, meets the zoning provision for rear yard setback from the abutting low-rise neighbourhood, and is appropriately separated from the abutting high-rise building. Further, the height is appropriate to the context of its location to the adjacent Rapid Transit Station, locating shorter buildings further away from the station.**

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

Approved by City Council in 2018, the City of Ottawa's Urban Design Guidelines for High-Rise Buildings are to be used during the review of development proposals to promote and achieve appropriate high-rise development. The design guidelines will be applied wherever high-rise residential and mixed-use buildings are proposed.

These guidelines seek to highlight ways to:

- / Promote high-rise buildings that contribute to views and vistas and enhance the character and the image of the city;
- / Address compatibility and the relationship between high-rise buildings and their existing and planned context;
- / Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- / Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site; and
- / Promote development that responds to the physical environment and microclimate through design.

They are general guidelines, and not all will apply equally in all circumstances. Each context will inform the application of, and the emphasis on, various guidelines. Specific site context and conditions will be considered in conjunction with these guidelines.

The guidelines are general and are not to be used as a checklist for evaluating a proposal. They were developed to improve and enhance compatibility, transition, and livability, as well as to manage the relationship between high-rise buildings and nearby, buildings, streets, parks, and open spaces.

**The proposed development meets the intent and purpose of several of the City's Urban Design Guidelines for High-Rise Buildings, including the following:**

#### Context

- 1.12 Include base buildings that relate directly to the height and typology of the existing or planned streetwall context.
- 1.16 When a proposed high-rise building abuts properties where a high-rise building is permitted, the lot should be of sufficient size to achieve tower separation, setback, and step back.

#### Built Form

- 2.1 Enhance and create the overall pedestrian experience in the immediate surrounding public spaces (including POPS) through the design of the lower portion, typically the base, of the building, which (a) fits into the existing urban fabric, animates existing public spaces, and frames existing views.
- 2.2 Enhance and create the image of a community and a city through the design of the upper portion of the building, which is often comprised of a middle and a top that (b) respects and/or enriches urban fabric and skylines.
- 2.3 Depending on the function and context, high-rise buildings can take many different forms to serve both the experience and expression functions:
  - a) A high-rise building that includes three distinctive and integrated parts – base, middle, and top is generally accepted as a good approach to built form design in order to effectively achieve many urban design objectives;

- b) A high-rise building that has a tower (middle + top) with a small floor plate can effectively achieve many design objectives in the urban environment.
- 2.13 Place the base of a high-rise building to form continuous building edges along streets, parks, and public spaces or Privately Owned Public Space (POPS):  
In the absence of an existing context of street wall buildings, create a new street wall condition to allow for phased development and evolution.
- 2.15 The maximum height of the base of a proposed high-rise building should be equal to the width of the ROW to provide sufficient enclosure for the street without overwhelming the street.
- 2.17 The minimum height of the base should be 2 storeys.
- 2.23 The ground floor of the base should be animated and highly transparent. Avoid blank walls, but if necessary, articulate them with the same materials, rhythm, and high-quality design as more active and animated frontages.
- 2.24 Encourage small tower floor plates to minimize shadow and wind impacts, loss of sky views, and allow for the passage of natural light into interior spaces:
  - a) The maximum tower floor plate for a high-rise residential building should be 750m<sup>2</sup>; and Larger tower floor plates may be considered in suburban locations with design features to mitigate shadow and wind impacts, maintain sky views, and allow for access to natural lights.
- 2.29 Step back the tower, including the balconies, from the base to allow the base to be the primary defining element for the site and the adjacent public realm, reducing the wind impacts, and opening sky views.
- 2.35 The top should be integral to the overall architecture of a high-rise building, either as a distinct or lighter feature of the building or a termination of the continuous middle portion of the tower.
- 2.36 Integrate roof-top mechanical or telecommunications equipment, signage, and amenity spaces into the design and massing of the upper floors.

### Pedestrian Realm

- 3.1 Provide a minimum 6m space between the curb and the building face along the primary frontages of a high-rise building, including the City-owned portion within the right-of-way (ROW) and the building setback area.
- 3.10 Locate the main pedestrian entrance at the street with a seamless connection to the sidewalk.
- 3.12 Animate the streets, pathways, parks, open spaces, and POPS by (a) introducing commercial and retail uses at grade on streets with commercial character; (b) incorporating ground-oriented units with useable front entrances, and front amenity spaces on streets with residential character; (c) providing greater floor to ceiling height at the ground floor to allow for flexibility in use over time; and (d) providing a minimum of 50% of clear bird-friendly glazing on the portions of the ground floor that face the pedestrian realm.
- 3.14 Locate parking underground or at the rear of the building.
- 3.16 Internalize and integrate servicing, loading, and other required utilities into the design of the base of the building, where possible.
- 3.17 When they are not internalized, screen servicing, loading, and required utilities from public view and ensure they are acoustically dampened where possible.
- 3.18 Locate and co-locate access to servicing and parking appropriately, ideally from the rear of the building, a public lane, or a shared driveway, to minimize the visual impacts and interference with the pedestrian realm.

- 3.19 Recess, screen, and minimize the size of the garage doors and service openings visible from streets and other public spaces.

### 3.5 Transit Oriented Development Guidelines

Approved by City Council on September 26, 2007, the City of Ottawa's Transit-Oriented Development Guidelines seek to provide guidance to assess, promote and achieve appropriate Transit-Oriented Development within the City of Ottawa.

These guidelines are to be applied to all development throughout the City within a 600 metre walking distance of a rapid transit stop or station to provide guidance to the proper development of these strategically located properties. Enhanced cycling facilities and cycling infrastructure should be considered within a 1,500 metre cycling distance. Areas served by high-quality transit (frequent service, numerous routes, extended hours of service) rather than rapid transit will also benefit from applying these guidelines.

**The proposed development meets the following applicable design guidelines, among others:**

#### Land Use

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

#### Layout

- Guideline 10 Orient buildings towards transit stations and provide direct pedestrian access that minimizes conflict with vehicles.

#### Built Form

- Guideline 11 Step back buildings higher than 4 to 5 storeys in order to maintain a more human scale along the sidewalk and to reduce shadow and wind impacts on the public street.
- Guideline 13 Set large buildings back between 3.0 and 6.0 metres from the front property line, and from the side property line for corner sites, in order to define the street edge and to provide space for pedestrian activities and landscaping.
- Guideline 14 Provide architectural variety (windows, variety of building materials, projections) on the lower storeys of buildings to provide visual interest to pedestrians.
- Guideline 15 Use clear windows and doors to make the pedestrian level façade of walls facing the street highly transparent in order provide ease of entrance, visual interest and increased security through informal viewing.

#### Pedestrian and Cyclists

- Guideline 28 Design ground floors to be appealing to pedestrians, with such uses as retail, personal service, restaurants, outdoor cafes, and residences.

#### Vehicles and Parking

- Guideline 35 Locate parking lots to the rear of buildings and not between the public right-of-way and the functional front of the building. For buildings on corner sites, avoid locating parking lots on an exterior side.
- Guideline 36 Design access driveways to be shared between facilities
- Guideline 39 Encourage underground parking or parking structures over surface parking lots. Locate parking structures so that they do not impede pedestrian flows and design them with active street-level facades, including commercial uses and/or building articulation, non-transparent windows or soft and hard landscaping.

### Streetscape and Environment

- Guideline 54 Enclose air conditioner compressors, garbage and recycling containers and other similar equipment within buildings or screen them from public view.

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



Figure 10: Zoning map of the subject property and surrounding area.

### 3.6.1 Existing Zoning

The subject property is split zoned into multiple zones. The primary zone for the five zoning areas on the subject property is Minor Institutional Zone, Subzone A – **I1A**. All five differ in terms of height restriction (13.8, 15, and 25 metres) and urban exception (314 and 315). Please refer to Figure 11 above, to identify each specific zoning area.

The purpose of the I1 Zone are as follows:

- / Permit a range of community uses, institutional accommodation and emergency service uses to locate in areas designated as General Urban Area or Central Area in the Official Plan; and
- / Minimize the impact of these minor institutional uses located in close proximity to residential uses by ensuring that such uses are of a scale and intensity that is compatible with neighbourhood character.

**Urban Exception 314** requires a minimum of 143 parking spaces to be provided on the subject property, and **Urban Exception 315** requires vehicular access to be permitted between Richmond Road and any adjacent I1 zones.

Permitted uses in the I1A zone including the following:

- / community centre shelter
- / group home
- / municipal service centre
- / place of assembly
- / residential care facility
- / rooming house
- / training centre limited to job instruction/ training associated with a school
- / day care
- / library
- / one dwelling unit ancillary to a permitted use
- / place of worship
- / retail food store, limited to a farmers' market
- / school
- / urban agriculture
- / emergency service
- / museum
- / park
- / recreational and athletic facility
- / retirement home
- / sports arena

**Neither apartment dwelling, mid-rise or apartment dwelling, high-rise are permitted uses in the I1A zone.**

The following table summarizes the proposed development's compliance with the I1A zone. Areas of non-compliance are noted with an "X".

Zoning Mechanism (I1A)	Provision	Provided	Compliance
<b>Minimum Lot Width</b>	15 metres	237.3 metres	✓
<b>Minimum Lot Area</b>	400 square metres	20,680 square metres	✓
<b>Minimum Front Yard Setback</b>	3 metres	22.7 metres	✓
<b>Minimum Rear Yard Setback</b>	4.5 metres	6.2 metres	✓
<b>Minimum Interior Yard Setback</b>	7.5 metres	10.5 metres	✓
<b>Minimum Corner Yard Setback</b>	4.5 metres	No corner yard	✓
<b>Maximum Height</b>	Varies by Exception, 13.8, 15, and 25 metres	49.8 metres	X
<b>Minimum Amenity Space</b>	Total: 6 m <sup>2</sup> per dwelling unit (1,284 m <sup>2</sup> )	1,933 square metres	✓
	Communal: 50% of total amenity area (642 m <sup>2</sup> )	1,301 square metres	✓

The following table summarizes the proposed development's compliance with the Planned Unit Development zoning provisions found in Section 131 of the Zoning By-law. Areas of non-compliance are noted with an "X".

Zoning Mechanism (PUD)	Provision	Proposed	Compliance
<b>Minimum Width of Private Way</b>	6 m	6 metres	✓



<b>Minimum Setback for any Wall of a Residential Use Building to a Private Way</b>		Notwithstanding any front yard setback requirement associated with any zone or subzone, the minimum setback for any wall of a residential use building to a private way is 1.8 metres	No private roadway	✓
<b>Minimum Setback for any Garage or Carport Entrance from a Private Way</b>		5.2 m	No private roadway	✓
<b>Minimum separation area between buildings within a planned unit development</b>	(a) where the height of abutting buildings within the PUD is less than or equal to 14.5 metres	1.2 m	8.5 metres	✓
<b>Parking</b>		(a) In addition to providing parking pursuant to Section 100 of this by-law, parking within a planned unit development may be located anywhere within the development, whether or not the development parcels within the planned unit development are severed.  (b) Required visitor parking may be provided as parallel parking on a private way, provided the private way has a minimum width of 8.5 metres.	Underground parking located within the development, surface parking spaces proposed as 90 degree	✓

The following table summarizes the proposed development's compliance with zoning relating to parking requirements. Areas of non-compliance are noted with an "X".

<b>Zoning Mechanism (Parking)</b>	<b>Provision</b>	<b>Provided</b>	<b>Compliance</b>
<b>Minimum Required Vehicle Parking Spaces</b> <i>Area Z</i>	Residential: 0 stalls per unit	111 (total)	✓
	Visitor: 0.2 stalls per unit (no more than 30 required per building)	30 / 14	✓
<b>Maximum Permitted Vehicle Parking Spaces</b>	1.75 per unit (375)	113	✓
<b>Minimum Driveway Width</b>	Parking lot: 6.0 metres	6.0 m	✓
	Parking garage: 6.0 metres	6.0 m	✓
<b>Minimum Aisle Width</b>	Parking lot: 6.0 metres	6.0m	✓
	Parking garage: 6.0 metres	6.0m	✓
<b>Minimum Parking Space Dimensions</b>	Length: 5.2 metres	5.2m	✓
	Width: 2.6 metres	2.6m	✓

	Up to 40% of required parking spaces may be 4.6 m by 2.4 m	<40%	✓
<b>Minimum Required Bicycle Parking Spaces</b>	0.5 per unit (107)	219	✓
<b>Minimum Bicycle Parking Space Dimensions</b>	1.8m x 0.6m	1.8m x 0.6m	✓
<b>Minimum Bicycle Parking Space Aisle Width</b>	1.5 metres	1.5m	✓
<b>Maximum Provision of Vertical Bicycle Parking Spaces</b>	50%	44% (98)	✓
<b>Minimum width of landscaped area around a parking lot</b>	None	None	✓
<b>Minimum Required Landscaped Area within a Parking Lot</b>	None	0%	✓
<b>Loading Space Rates</b>	None	0	✓

As demonstrated in the zoning tables above, the proposed development adheres to the general intent of the I1A zone. Which is to regulate development in areas that are primarily institutional in nature. The proposed Zoning By-law Amendment will address the permitted uses and maximum permitted height zoning provision through a site-specific Urban Exception. The proposed amendments are outlined in Section 5.2 of this Rationale.

## 4.0 Proposed Amendments

### 4.1 Official Plan Amendment

An Official Plan Amendment is proposed to Section 17a of the Sherbourne and New Orchard Secondary Plan. The Official Plan Amendment would:

- / Amend Section 17a to define the transition zone as 10.5 metres from abutting low-rise residential properties for mid-rise buildings and 14 metres from abutting low-rise residential properties for high-rise buildings.
  - The proposed amendment is appropriate given that the term transition zone is not defined in the Provincial Policy Statement, Ottawa Official, or Secondary Plan and has no method to accurately establish what qualifies as a 30-metre transitional zone. Further, the understood intent of the provision, to appropriately transition to abutting low-rise development is provided through small tower floor-plates, an existing landscape screen, and an average distance of from the tower to the existing low-rise buildings is over 35 metres. All strategies employed to mitigate impacts on low-rise development are established policies found in the parent Official plan. The amended policy would identify a defined distance each building must be from the abutting low-rise residential property, with appropriate setbacks to a suitably transition to the low-rise neighbourhood to the west of the subject property.

### 4.2 Zoning By-law Amendment

The requested Zoning By-law Amendment is proposed to rezone the subject property from Minor Institutional, Subzone A, Urban Exception 314 and 315, Maximum Permitted Height 13.8, 18, and 25 metres – **I1A[314, 315] H(13.8, 18, 25)**, with Minor Institutional, Subzone A, Urban Exception XXXX – **I1A[XXXX]**.

The urban exception sought will include the following:

#### Additional land uses:

- / **apartment dwelling, mid-rise;** and
- / **apartment dwelling, high-rise**
  - The proposed land uses, apartment dwelling, mid-rise and high-rise are appropriate for the subject property given that both uses are permitted in the underlying Neighbourhood Official Plan designation, permitted in the Secondary Plan Institutional Mixed-Use designation (given that the residential use is not the primary use on the site), and the high-rise heights requested are permitted within the Secondary Plan. The requested uses look to permit heights and uses that are already permitted within the underlying policy for the subject property.

#### Relief from zoning provisions:

- / **Increase maximum permitted building height to 49.8 metres**
  - The proposed increase in height is appropriate given that the requested height is sought to build a 16-storey high-rise building on a subject property where the Secondary Plan permits heights up to 16-storeys and the parent Official Plan would permit heights similar to the adjacent high-rise buildings, which in several cases are taller than 16-storeys.
- / **Add enclosed communal amenity area to the list of structures noted in Section 64 – Permitted Projections Above Height Limit of the Zoning By-law**
  - The proposed additional structure is appropriate given that it operates similarly to the permitted rooftop terrace, except for the enclosed walls. The combination of the location of the building and small tower footprint mitigate any privacy and shadowing impacts caused by the enclosed communal amenity space,

and present little impact to the abutting properties than the permitted mechanical penthouse, also located on the roof. Additionally, no windows will be facing the abutting neighbourhood.

## 5.0 Conclusion

It is our professional Planning opinion that the applications for a Zoning By-law Amendment and Official Plan Amendment for 30 Cleary Avenue are appropriate, represent good planning, and are in the public interest.

- / The proposed development is consistent with the **Provincial Policy Statement (PPS)** by providing efficient and appropriate development on lands within the urban boundary and in an intensification target area and contributes to the range of housing options available in the community.
- / The proposed development conforms to the **Official Plan's** vision for managing growth in the urban area and meets the policies for infill and intensification in the areas in close proximity to Rapid Transit Stations.
- / The proposed development meets the **Urban Design** and **Growth Management Framework** objectives, principles, and policies in Sections 4.6 and 3 of the Official Plan.
- / The proposed development responds strongly to the associated **Urban Design Guidelines** by proposing appropriately designed infill that is sensitive to its planned context and intensifies the site in manner that is consistent with Official Plan density targets.
- / The proposed development broadly aligns with the uses and built form identified in the Institutional Mixed-use designation of the **Sherbourne and New Orchard Secondary Plan**.
- / The proposed **Zoning By-law Amendment** would apply a modified Minor Institutional zoning to the subject property, which ensures efficient development patterns of a suitable scale and density which are **in keeping with Secondary Plan policies for the subject property**.
- / The proposed development is **supported by technical studies and plans** submitted as part of this application.

Sincerely



Tyler Yakichuk, MPlan  
Planner



Brian Casagrande, RPP, MCIP  
Partner