



## **1657 Carling Avenue + 386 Tillbury Avenue**

Planning Rationale  
Zoning By-law Amendment  
July 29, 2024



Prepared for Inside Edge Properties

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# 1.0 Introduction

## 1.1 Application Summary

Fotenn Consultants Inc., acting as agents for Inside Edge Properties, is submitting the following Planning Rationale in support of a Minor Zoning By-law Amendment application for the lands municipally known as 1657 Carling Avenue and 386 Tillbury Avenue (the 'subject lands') in the City of Ottawa. The applicant intends to redevelop their lands with a 28-storey residential apartment building including ground floor commercial, sited on a podium that transitions from 6 to 9 storeys.

The purpose of this Planning Rationale is to assess how the proposed development conforms to the existing policies and regulatory framework of the City of Ottawa as well as its compatibility with adjacent development and the surrounding community in light of the requested amendments to the zoning applicable to the subject lands. The proposed zoning amendments are summarized as follows:

- / Permit a building height of 87 metres (i.e. 28 storeys) subject to a site-specific zoning schedule;
- / Permit a front yard setback of 7.3 metres where a maximum of 3 metres is imposed. Upon conveyance of additional ROW entitlements to the City of Ottawa, the proposal will become compliant.
- / Permit a residential parking rate of 0.43 spaces/unit, where the requirement is 0.5 spaces/unit, less 12 units.

With consideration to the policy direction of the City of Ottawa Official Plan (2022, as amended) and the Provincial Policy Statement (2020), the above-noted amendments are considered to represent good planning principles. In addition to this Planning Rationale, a number of studies and reports have been completed and submitted in support of the Zoning By-law Amendment.



Figure 1: Building Perspective from Tillbury Avenue

## Surrounding Area and Site Context

### 2.1 Subject Lands

The subject lands are located at 1657 Carling Avenue and 386 Tillbury Avenue in the Kitchissippi Ward (Ward 15) of the City of Ottawa. The subject lands are currently occupied by a two-storey mixed-use commercial building consisting of various personal service, restaurant, and office tenancies fronting onto Carling Avenue. Parking is located to the rear and accessed by an aisle to the east side of the building. The property is a through lot with frontage on Tillbury Avenue arising from the consolidation of 386 Tillbury Avenue, currently occupied by a low-rise residential dwelling. The existing frontage is currently untreed and power lines are buried along this portion of Carling Avenue.



Figure 2. 1657 Carling Avenue + 386 Tillbury Avenue (the 'subject lands').

### 2.2 Surrounding Area Context

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



### **North**

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

### **East**

Directly east of the lands is 1655 Carling Avenue, which is in the construction phase to establish two (2) high-rise residential apartment towers of 18- and 16-storeys respectively. Further east, Carling Avenue intersects with Highway 417 before continuing eastward. This section of Carling Avenue is similarly characterized by commercial uses such as automobile dealerships, small businesses, and large commercial buildings such as former Canadian Tire site, however, there exists some residential uses in the form of low-rise three (3) storey walk up apartments, high-rise apartments, a senior living facility, and hotels. Small clusters of low-rise residential dwellings are located north and south of Carling Avenue going east. The Royal Ottawa Hospital and the Westgate Shopping Centre are also located east of the subject lands.

### **West**

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

### **South**

The area immediately south of the subject lands along Carling Avenue is characterized by a variety of commercial uses including car dealerships and ancillary automotive uses, and the former Canadian Tire department store. A Zoning By-law Amendment was approved in June 2024 to permit six (6) high-rise buildings on the former Canadian Tire lands, ranging in height from 18 to 40 storeys. Beyond this is Highway 417 which eventually intersects with Carling Avenue east of the subject lands. Abutting the south side of Highway 417 are many small businesses, light industrial operations, commercial uses; beyond which is recreational space known as Clyde Woods and Carlington Park. The neighbourhood McKellar Heights is located just beyond Clyde Woods and consists mostly of low-rise residential dwellings with some small pockets of mid to high-rise apartment buildings.



Figure 3. View looking northeast along Carling Avenue showing the subject property and adjacent uses.



Figure 4. View looking northwest along Carling Avenue.



Figure 5. View of the subject lands from Tillbury Avenue looking south

### 2.3 Transit Network

As per Schedule C2 – Transit Network (Ultimate), the subject lands are located along Carling Avenue, which is identified as a planned Light Rail Transit corridor with at-grade crossings and a planned Transit Station stop approximately 80 metres away at Carling Avenue & Clyde Avenue North (see Figure 6).

### 2.4 Road Network

As per Schedule C4 – Urban Road Network of the City of Ottawa's Official Plan (Figure 7), Carling Avenue is identified as an arterial road. Arterial roads are the major crosstown corridors within the city that carry large volumes of traffic over the longest distances.





Figure 6. City of Ottawa Official Plan - Schedule C2 (Transit Network - Ultimate)



Figure 7. City of Ottawa Official Plan - Schedule C4 (Urban Road Network).

The proposed development consists of a high-rise, 28-storey residential tower massed towards Carling Avenue and sited on a 6-storey podium at the street edge which transitions upward to 9 storeys alongside and behind the tower, and again downward to 6- and 4-storeys towards Tillbury Avenue (Figure 8). The building consists of 370 residential units, distributed as per Table 1 below. Ground floor commercial units are proposed in an amount of ~361 m<sup>2</sup>, divided into four street-fronting units.



Figure 8. Rendering of proposed development at 1657 Carling Avenue.

Site access is provided by a right-in, right-out driveway aisle on Carling Avenue and a full movement driveway aisle fronting onto Tillbury Avenue (Figure 9). Surface parking spaces are proposed for rideshare/carshare services, delivery services, and retail customers. Underground parking is provided for residential tenants and visitors. The parking space distribution is noted in Table 2.

Table 1: Residential Unit Distribution

Unit Type	Count	Distribution
1-bedroom	133	36%
1-bedroom + den	72	19%
2-bedroom	136	37%
2-bedroom + den	4	1%
Studio	25	7%
<b>Total</b>	<b>370</b>	<b>100%</b>

Table 2: Parking Space Distribution

Type	Count
<b>Vehicular</b>	
Resident (Underground)	161
Retail / Drop-Off At-Grade	15
Visitor (Underground)	36
Total	<b>212</b>
<b>Bicycle</b>	
Level P1	50
At-Grade Exterior	4
Level 01	144
Total	<b>202</b>

Amenity is provided to tenants in both the format of at-grade seating areas and landscaping, a 10<sup>th</sup> floor terrace atop the building podium, and private balconies for the residents of the building. The amenity requirements outlined in the Zoning By-law are exceeded by the proposal.

### 3.1 Design Elements

The 28-storey high rise residential apartment building can be described as a modern style point tower with a podium base that provides transition in height through stepbacks and articulations. A 9-storey podium, with stepbacks to 8, 6, and 4-storeys is proposed with a 10<sup>th</sup> floor outdoor terrace above.

Along the Carling Avenue frontage, the podium is set at 8-storeys to the southwest and 6-storeys along the majority of the frontage to award prominence to the tower as the primary design element (Figure 10). The 9-storey form is located behind and alongside the tower, and steps downward to 6-storeys and once again to 4-storeys as it approaches Tillbury Avenue.

Modern design elements are proposed for the building including a masonry veneer of grey and black, with accents of aluminum and glass panels, curtain wall spandrel, and aluminum composite panels in black and silver-blue. The tower proposes cantilevered balconies with varying vertical and horizontal articulations, which results in a visually engaging façade, as demonstrated in Figure 10.

The podium consists mostly of light grey brick to create additional visual contrast with the black and glass tower portion of the building. The podium applies a woven texture to the building massing, interlaced with punch windows and balconies to create visually compelling and unique contribution to the public realm along Carling Avenue. The commercial units are highly glazed and intended to be visually inviting and active as part of the relationship to the public realm.



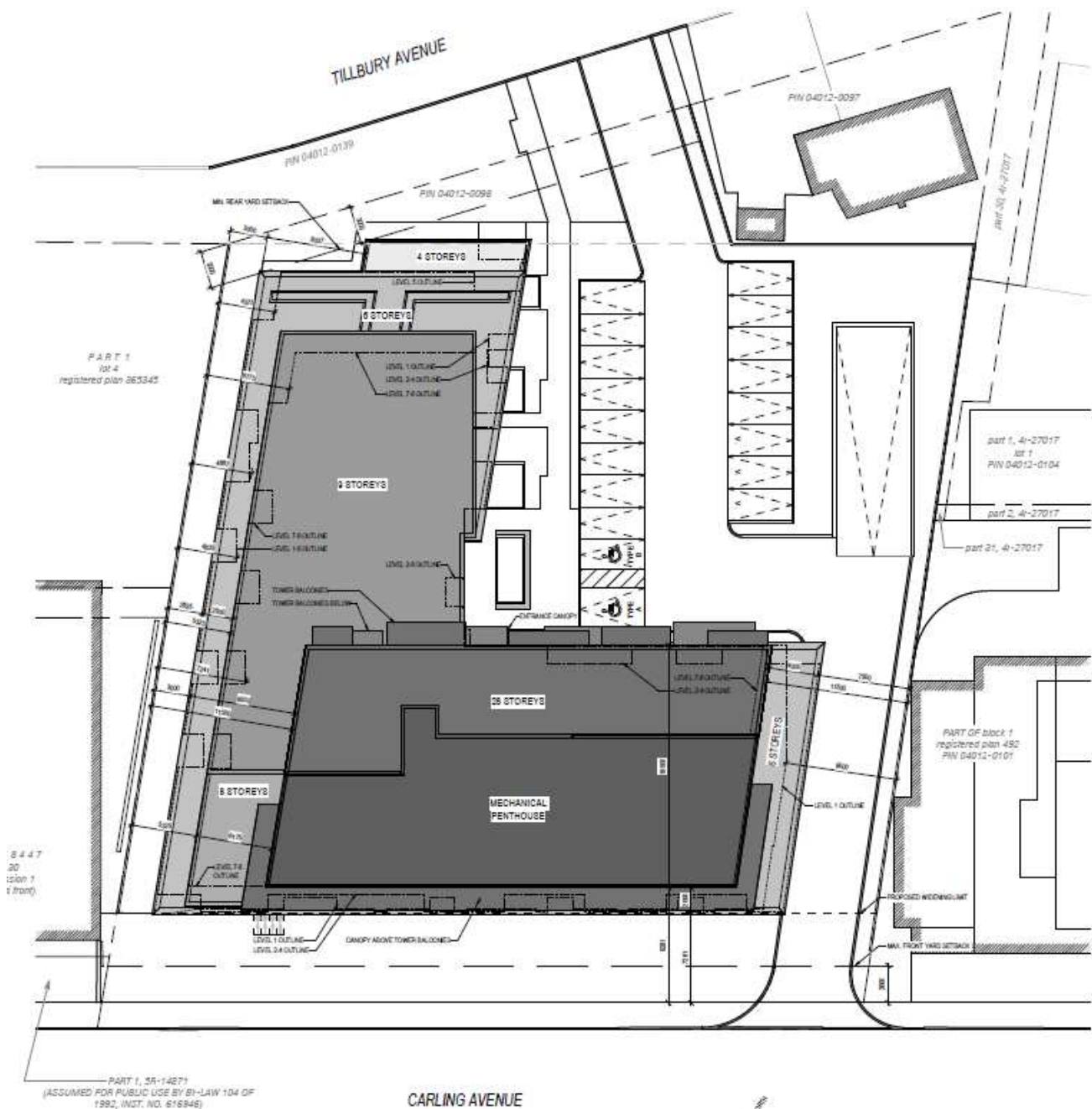


Figure 9. Proposed Concept Plan



Figure 10: Front Facade of Building at Ground Level.

## 4.0

# Policy & Regulatory Framework

## 4.1 Provincial Policy Statement (2020)

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

The PPS emphasizes intensification in built-up areas to promote the efficient use of land and existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. To achieve this goal, planning authorities are to identify and promote opportunities for intensification and redevelopment. The relevant policy interests to the current application are as follows:

- 1.1.1 Healthy, liveable and safe communities are sustained by:
  - a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
  - b) accommodating an appropriate affordable and market-based range and mix of residential types (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;
  - c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; 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;
  - 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;
  - g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;
- 1.1.3.1 Settlement areas shall be the focus of growth and development;
- 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;
- 1.3.3.3 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.
- 1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety.



- 1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

**The proposed development is located within a Provincially recognized settlement area, on a serviced lot, along a future rapid transit (LRT) corridor immediately adjacent to a planned station. As a site directly abutting a Mainstreet Corridor and on the edge of an established neighbourhood, the site presents an opportunity for the efficient use of land in proximity to existing amenities and services including parks, schools, employment, retail, and transit.**

**The proposed development will contribute to the mix of housing types sizes to accommodate a variety of family and tenant compositions. The subject site is an appropriate location for development that promotes opportunities for transit-supportive development along a future rapid transit corridor. The proposed development will provide a significant supply and range of housing options through intensification and redevelopment.**

- 1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
- b) permitting and facilitating:
    - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
    - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
  - c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
  - d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
  - e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

**The proposed development, which integrates into a broader redevelopment initiative taking place along Carling Avenue, will contribute to achieving residential intensification in an appropriate location to make use of existing services, including infrastructure, public service facilities, and existing and planned transit.**

- 1.7.1 Long-term economic prosperity should be supported by:
- b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce

**The proposed development provides additional residential opportunities within the urban boundary and enhances the vitality of the nearby residential community and an existing Mainstreet. The design of the development promotes an improved sense of place along Carling Avenue by creating a continuous street wall and intensifying lands in proximity to transit and active transportation networks.**

- 1.8 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:
- (a) promote compact form and a structure of nodes and corridors;

- (b) promote the use of active transportation and transit in and between residential, employment (including commercial and industrial) and institutional uses and other areas; and
- (e) encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion

The proposed development provides additional residential intensification to an area transitioning towards a walkable community, and adjacent to a planned rapid transit corridor and station. The proposed building is located on an infill site and will have environmental benefits as it will reduce development pressure on outlying areas which, in turn, helps to safeguard lands that serve important ecological functions and reduce the amount that people drive, improving air quality and reducing greenhouse gas emissions.

In summary, through providing residential intensification on a serviced lot that is currently underutilized along a future rapid transit corridor and immediately adjacent to a future station, the proposed development is consistent with the objectives and intent of the Provincial Policy Statement.

## 4.2 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.

### 4.2.1 Strategic Directions

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

- 1) **Achieve, by the end of the planning period, more growth by intensification than by greenfield development.**  
Ottawa is projected to grow by 402,000 people by 2046, requiring 194,800 new households. The Official Plan assigns a 60 per cent share of future growth within Ottawa's existing built-up area by putting in place zoning and other mechanisms that avoid or delay further boundary expansions. The remainder of growth will take place through greenfield development in undeveloped greenfield lands and additional developable land assigned through urban boundary expansion.
- 2) **By 2046, the majority of trips in the city will be made by sustainable transportation.**  
The mobility goal of the Official Plan is that by 2046, more than half of all trips will be made by sustainable transportation. 40 per cent of Ottawa's current greenhouse gas emissions are transportation related. Sustainable transportation options are fundamental to 15-minute neighbourhoods and vibrant communities. 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.
- 3) **Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.**  
A goal of the Official Plan is to contribute towards stronger, more inclusive and more vibrant neighbourhoods and Villages. The Official Plan introduces a transect approach to distinguish Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city. Policies associated with land use designations, including Hubs, Corridors, Neighbourhoods and Rural Villages are specific to the context of each transect.
- 4) **Embed environmental, climate and health resiliency and energy into the framework of our planning policies.**

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

**5) 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.

**4.2.2 Transect and Land Use Designation**

Schedule A of the Official Plan divides the City into six (6) 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).

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.

Policy 5.2.1.3 states that the Inner Urban Transect is generally planned for mid- to high-density development subject to proximity to rapid transit and limits on building height per the underlying designation, the separation of tower elements, and established Secondary Plan policies.

Policy 5.2.1.4 states that the Inner Urban Transect will continue to develop as a mixed-use environment where Hubs provide residents with a full range of services within a walking distance from home, to support the growth of 15-minute neighbourhoods.

Policy 5.2.2.2 states that walking, cycling and transit will be prioritized in the Inner Urban transect and that interruptions on the public realm for vehicular accesses will be minimized. Further, policy 5.2.2.3 states that surface vehicular parking within 300 metres of a rapid transit station will be very limited to a small number of spaces for short-term drop-off and pick-up only and that surface parking should be screened from the public realm.

The subject lands are designated "Corridor – Mainstreet" on Schedule B2 – Inner Urban Transect Area (Figure 11). The Corridor designation applies to bands of land along specified streets whose planned function combines a higher density of development, a greater degree of mixed uses and a higher level of street transit service than abutting neighbourhoods, but lower density than nearby Hubs.



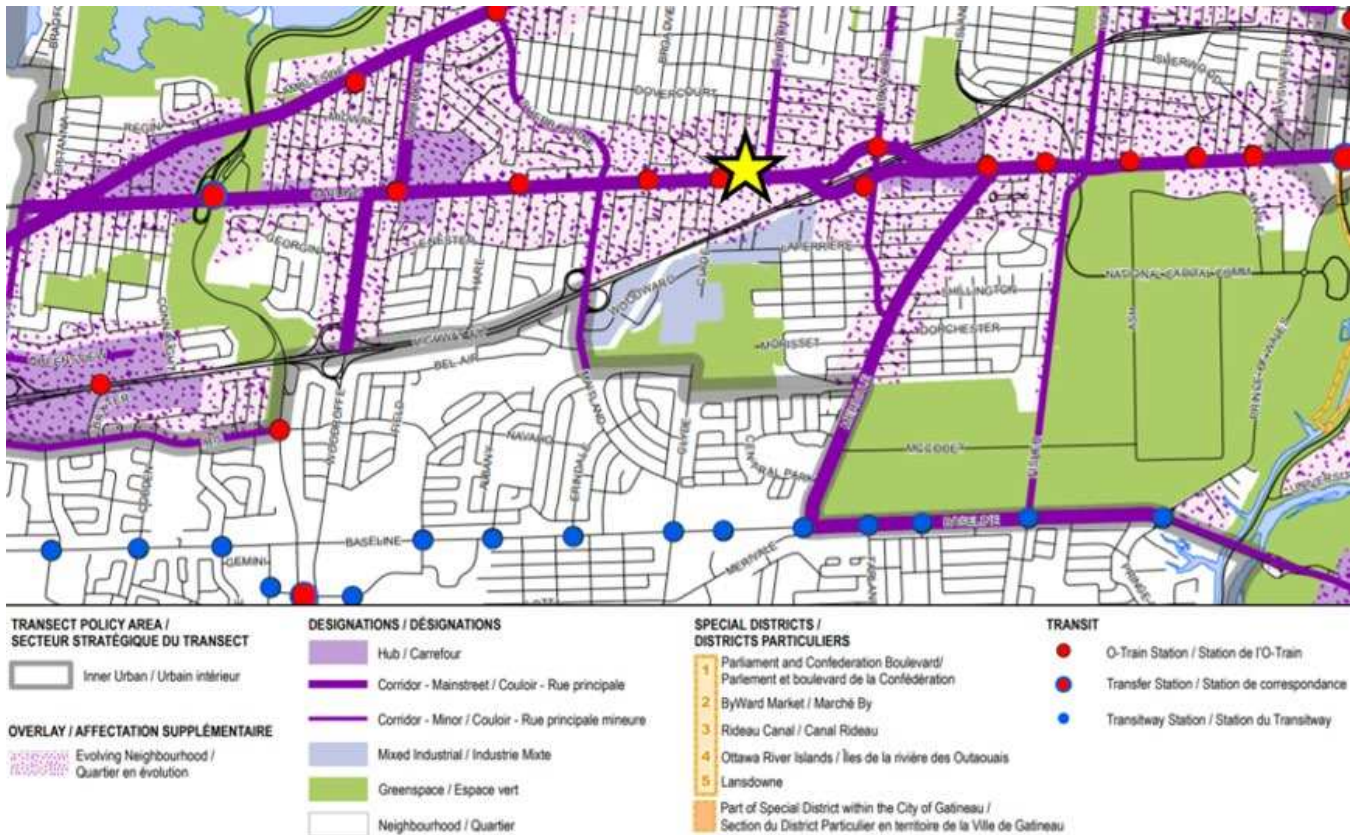


Figure 11: Schedule B2 - Inner Urban Transect of the Official Plan

Per policy 6.2.1.1, the Mainstreet Corridor designation generally applies for a depth of 220 metres from the centreline of the street identified as a Mainstreet Corridor. Policy 6.2.1.2 states that development within the corridor shall establish buildings that locate the maximum permitted building heights and highest densities closest to the Corridor. Further, development may be required to provide public mid-block pedestrian connections to nearby streets or abutting designations. Sites generally greater than one (1) hectare in area, or 100 metres in depth, shall be required to establish an enhanced circulation network throughout the site that prioritizes the needs of pedestrians, cyclists, transit users, and, where development will be in phases, the phases closest to the corridor may be required to proceed first.

**The Mainstreet Corridor designation applies to the entirety of the subject property. The highest volume of proposed density is located closest to the corridor. The site is smaller than 1 hectare in area.**

Policy 6.2.1.3 states that Corridors will generally permit residential uses as well as non-residential that integrate with a dense, mixed-use environment.

**Residential uses and ground floor commercial uses are proposed.**

Policy 6.2.1.4 notes that where the corridor designation applies to lands with frontage on both a Corridor and parallel street or side street, the development shall address the Corridor as directed by the general policies governing Mainstreet Corridors, particularly where large parcels or consolidations of multiple smaller parcels are to be redeveloped. Additionally, vehicular access shall generally be provided from the parallel street or side street.

**The proposed development addresses the corridor. Vehicular access is proposed on both Carling Avenue and Tillbury Avenue. Restricting access to Tillbury Avenue only would have an adverse effect on traffic circulation, creating undue load and irregular movements at intersections. The Carling Avenue access will remain right-in, right-out, as currently established. The Carling Avenue access is functionally subordinate and secondary to the Tillbury Avenue access, in line with policy direction.**

Policy 5.2.3.2(a) states that along Mainstreets whose right-of-way is 30 metres or greater and where the parcel is of a sufficient size to allow for a transition in built form massing, the permitted height is minimum two (2) storeys up to a maximum of 40 storeys.

**The right-of-way is greater than 30 metres and therefore a building height of up to 40 storeys can be permitted, subject to acceptable transition. A building height of 28 storeys is currently proposed. Building transition is assessed in the following section.**

Per policy 5.2.3.2(c), the wall heights directly adjacent to a street, and the heights of the podiums of high-rise buildings shall be proportionate to the width of the abutting right of way and consistent with the objectives of the urban design policies for mid and high-rise built form in section 4.6.6 of the Plan.

**The proposed podium height of approximately 19.7 metres along the majority of Carling Avenue is proportionate to the width of the right-of-way, which exceeds 30 metres. The objectives of the Official Plan urban design policies are discussed in detail below.**

#### **4.2.3 Evolving Overlay**

The Evolving Overlay applies to areas that are in a location or at stage of evolution that create the opportunity to achieve an urban form in terms of use, density, built form and site design (as seen in Figure 11). 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:

- a) Guidance for gradual change in character based on proximity to Hubs and Corridors.
- c) Direction to built form and site design that support an evolution towards more urban built form patterns and applicable transportation mode share goals.

**The proposed development is in line with evolving overlay policies as it seeks to redevelop an underutilized commercial site in proximity to transit with a high density mixed-use residential development.**

#### **4.2.4 Urban Design**

Urban Design 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.

Several of the urban design policies are better addressed through a future Site Plan Control application. Relevant policies have been discussed below.

Section 4.6 of the Official Plan contemplates an urban design framework to outline the City's urban design program. The subject property is identified as a Tier 3 – Local (Major) Design Priority Area (DPA) per Table 5 – Design Priority Areas of the Official Plan, as it is on a Mainstreet Corridor, outside of the Downtown Core. Tier 3 areas define the image of the city at the local level. Characterized by neighbourhood commercial streets and village mainstreets, these areas provide a high-quality pedestrian environment. Tier 3 areas also represent emerging areas that may contribute to defining Ottawa's local image in the future and areas that represent hubs of significant economic activity. These include commercial streets reflecting a suburban built form that may transition into a more walkable environment.

Policy 4.6.1.5 states that development 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.

Highway 417 is identified as a “Scenic Capital Entry Route” on Schedule C13 of the Official Plan. Per policy 4.6.2.3, high-rise buildings must consider the impacts of the development on the skyline. This is done by demonstrating that the proposed building contributes to a cohesive silhouette comprised of a diversity of heights and architectural expressions. Per 4.6.2.4, development abutting scenic routes shall contribute to conserving or creating a desirable context. This may be accomplished by orienting buildings towards the scenic route and other ways. For Scenic Capital Entry Routes, development should also enhance the opportunity for views and vistas towards natural features and cultural landscapes of the Capital, and contribute to the image of Ottawa as the Capital by providing landscape and aesthetic improvements, including buildings that enhance the urban character, where possible.

**The proposed development will enhance the entry route along Highway 417 entering the City from the west through the redevelopment of a commercial site with a high-rise buildings that will provide interest and positive contributions to the skyline when viewed from afar.**

Policy 4.6.5.2 states that development 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.

**The proposed site layout would frame the public realm with a building that reflects the emerging and desired urban format of development. The setbacks are proportionate and retail entrances face the street.**

Policy 4.6.5.3 encourages designs to minimize the potential for conflict between vehicles and pedestrians and to 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.

**A future Site Plan Control application will clarify the exact location of servicing and amenities. The intention is for these spaces to be internalized within the building.**

Policy 4.6.6 contains policies related to enabling the sensitive integration of new development into existing neighbourhoods. Policy 4.6.6.2 states that transition between mid and high-rise buildings and adjacent properties designated as neighbourhood will be achieved by providing a gradual change in height and massing, through the stepping down of buildings, setbacks, and generally be guided by the application of an angular plane as may be set out by the Zoning By-law or Council-approved Plans or design guidelines.

Where two or more high-rise buildings exist within the immediate context, new high-rise buildings should provide for variation in building heights, per policy 4.6.6.3.

**The proposed development is within an evolving area where low-rise industrial and non-residential buildings are gradually converting to different, often higher density, uses. The relationship between nearby low-rise uses and the proposed tower has been considered. The subject lot, which is uniquely deep given the surrounding context and has frontage on Tillbury Avenue, allows for a transition from the tower floorplate down to lower heights as it moves north, accommodating a building transition on-site. The separation between the proposed development and these uses, together with the ongoing intensification east, west, and south along Carling Avenue, provide an appropriate transition to the neighbourhood.**



Per 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 sizes should generally be limited to 750 square metres for residential buildings and 2,000 square metres for commercial buildings with larger floorplates permitted with increased separation distances. Space at-grade should be provided for soft landscaping and trees.

Per 4.6.6.9, separation distance between high-rise towers should be provided to ensure privacy, light, and sky views for residents. Generally, a separation of 23 metres is preferred, though lesser separation distance may be permitted in accordance with Council approved design guidelines. Where the planned context would allow for high-rise buildings, development proposals should demonstrate and consider this.

**A tower floorplate with a gross floor area of 736.41 m<sup>2</sup> is proposed. Tower setbacks of 11.5 metres are proposed to the east and west property lines to establish the site's portion of the obligation to achieve a 23-metre tower separation in both directions. The tower floorplate is sited along Carling Avenue with the maximum possible separation being attributed to the Tillbury Avenue frontage. A gradual transition from 9 storeys, to 6 storeys, to 4 storeys is provided along through the podium with sensitivity to the nature of Tillbury Avenue. Additional landscaping is proposed to soften the interface with the street edge.**



Figure 12: Proposed development in context of surrounding approvals (please see attached Design Brief for full-scale graphic).

#### 4.2.5 Housing

The Official Plan strives to facilitate a diversity of housing options for both private ownership and rental. The City will promote a range of affordable and market-rate housing by providing a toolkit of planning incentives and direct supports that allows for a greater number of units within the permitted built form envelope.

Per policy 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:

- 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.

**The proposed development would provide for a range of housing options and choices within the development and the broader neighbourhood.**

**The proposed development conforms to the relevant policies of the Official Plan.**

### 4.3 Urban Design Guidelines for Transit Oriented Development

Transit Oriented Development (TOD) is generally considered to be medium or high-density development within 600 metres walking distance of a rapid transit stop or station. Given that the subject lands are within approximately 100 metres of a planned rapid transit stop, the following guidelines are applicable and have been met by the proposed design, among others:

- G.1** Provide transit supportive land uses within a 600-metre walking distance of a rapid transit stop or station. Transit-supportive land uses encourage transit use and transportation network efficiency as they establish high residential and/or employee densities;
- G.3** Create a multi-purpose destination for both transit users and local residents through providing a mix of different land uses that support a vibrant area community and enable people to meet many of their daily needs locally, thereby reducing the need to travel. Elements include a variety of different housing types, employment, local services and amenities that are consistent with the policy framework of the Official Plan and the City's Zoning By-Law. The mix of different uses can all be within one building and/or within different buildings within close proximity of one another;
- G.7** Locate buildings close to each other and along the front of the street to encourage ease of walking between buildings and to public transit. Coordinate the location and integration of transit stops and shelters early in the design process to ensure sufficient space and adequate design;
- G.9** Create transition in scale between higher intensity development around the transit station and adjacent lower intensity communities by stepping down building heights and densities from the transit station;
- G.11** Step back buildings higher than 4 to 5 storeys in order to maintain a more human scale along the sidewalk and to reduce shadow and wind impacts on the public street;
- G.14** Provide architectural variety (windows, variety of building materials, projections) on the lower storeys of buildings to provide visual interest to pedestrians;
- G.29** Provide convenient and attractive bicycle parking that is close to building entrances, protected from the weather, visible from the interior of the building and that does not impede the movement of pedestrians;
- G.35** Locate parking lots to the rear of buildings and not between the public right-of-way and the functional front of the building. For buildings on corner sites, avoid locating parking lots on an exterior side;
- G.39** Encourage underground parking or parking structures over surface parking lots. Locate parking structures so that they do not impede pedestrian flows and design them with active street-level facades, including commercial uses and/or building articulation, non-transparent windows or soft and hard landscaping;

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

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

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

The usage of the term “Arterial Mainstreet” derives from the previous Official Plan for the City of Ottawa. Nonetheless, the Mainstreet Corridor designation in the Inner Urban Transect, applicable to the site, shares many common elements and overall planned intent and therefore the guidelines have been reviewed below on this basis. The proposed development meets the following recommendations, among others:

- G.1**                Locate new buildings along the public street edge;
- G.5**                Provide streetscape elements such as trees, decorative paving, benches and bicycle parking between the building and the curb. These elements should match approved streetscape design plans for the area, or where there is no streetscape design plan, they should match and extend the existing context;
- G.6**                Set new buildings 0 to 3.0 metres back from the front property line, and 0 to 3.0 metres back from the side property line for corner sites, in order to define the street edge and provide space for pedestrian activities and landscaping;
- G.11**              Create intensified, mixed-use development, incorporating public amenities such as bus stops and transit shelters, at nodes and gateways by concentrating height and mass at these locations;
- G.13**              Ensure that buildings occupy the majority of the lot frontage. If the site is on a corner, situate the building at the lot line with the entrance at the corner;
- G.14**              Create a transition in the scale and density of the built form on the site when located next to lower density neighbourhoods to mitigate any potential impact;
- G.15**              Landscape the area in front of a building wall and use projections, recesses, arcades, awnings, colour and texture to reduce the visual size of any unglazed walls;
- G.18**              Use clear windows and doors to make the pedestrian level façade of walls, facing the street, highly transparent. Locate active uses along the street at grade, such as restaurants, specialty in-store boutiques, food concessions, seating areas, offices and lobbies;
- G.21**              Provide unobstructed pedestrian walkways that are a minimum of 2.0 metres wide along any façade with a customer entrance, along any façade adjacent to parking areas, and between the primary entrance and the public sidewalk. Provide additional width where doors swing out and car bumpers can potentially interfere with the walkway. Make all other on-site pedestrian walkways at least 1.5 metres wide;
- G.27**              Locate surface parking spaces at the side or rear of buildings. Provide only the minimum number of parking spaces required by the Zoning By-law;
- G.35**              Provide a minimum 3.0 metre wide landscape area, which may include a solid wall or fence in addition to planting, at the edges of sites adjacent to residential or institutional properties;
- G.40**

Landscape areas between the building and the sidewalk with foundation planting, trees, street furniture, and walkways to the public sidewalk.

**The proposed design of the building includes many of the above-mentioned urban design recommendations, among others, appropriate for new development along Arterial Mainstreets (now generally referred to as Mainstreet Corridors in the Official Plan).**

## 4.5 Urban Design Guidelines for High-Rise Buildings

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

- G.1.12** Include base buildings that relate directly to the height and typology of the existing or planned streetwall context;.
- G.1.16** When a proposed high-rise building abuts properties where a high-rise building is permitted, the lot should be of sufficient size to achieve tower separation, setback, and step back:
  - / 1,800m<sup>2</sup> for an interior lot or a through lot;
- G.1.17** When a proposed high-rise building abuts lots where only low-rise residential buildings are permitted, the lot should be of sufficient width or depth to establish the desirable transition:
  - / in the Central Area and the emerging downtown districts the lot should be of sufficient size to establish a minimum 20m tower setback from the abutting low-rise residential properties
- G.2.1** Enhance and create the overall pedestrian experience in the immediate surrounding public spaces (including POPS) through the design of the lower portion, typically the base, of the building, which:
  - / fits into the existing urban fabric, animates existing public spaces, and frames existing views; and
  - / creates a new urban fabric, defines and animates new public spaces, and establishes new views.
- G.2.16** Additional height may be appropriate through the provision of step backs and architectural articulation, particularly on wider streets and deeper lots.
- G.2.18** Where there is an existing context of streetwall buildings with consistent height, the base of the proposed high-rise building should respect this condition through setbacks and architectural articulation.
- G.2.20** Respect the character and vertical rhythm of the adjacent properties and create a comfortable pedestrian scale by:
  - / breaking up a long façade vertically through massing and architectural articulation to fit into the existing finer grain-built form context
- G.2.23** The ground floor of the base should be animated and highly transparent. Avoid blank walls, but if necessary, articulate them with the same materials, rhythm, and high-quality design as more active and animated frontages.



- G.2.29** Step back the tower, including the balconies, from the base to allow the base to be the primary defining element for the site and the adjacent public realm, reducing the wind impacts, and opening skyviews:
- / the minimum step back, including the balconies, should be 1.5m;
- G.2.32** Articulate the tower with high-quality, sustainable materials and finishes to promote design excellence, innovation, and building longevity, including:
- / orienting and shaping the tower to improve building energy performance, natural ventilation, and daylighting;
  - / articulating the facades to respond to changes in solar orientation, wind effects, and context.
- G.2.36** Integrate roof-top mechanical or telecommunications equipment, signage, and amenity spaces into the design and massing of the upper floors.
- G.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

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

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

The subject lands are split zoned with AM10 (Arterial Mainstreet – Subzone 10) applicable to most of the southern portion of the property and R4UC (Residential Fourth Density – Subzone UC) on the northern portion of the property (Figure 12). Additionally, the subject lands are within the Mature Neighbourhoods Overlay of the zoning by-law, however, as the proposed development is a 28-storey mixed-use, high-rise apartment dwelling, these provisions are not applicable.

The purpose of the Arterial Mainstreet zoning is to accommodate a broad range of uses including retail, service commercial, offices, residential, and institutional uses, in mixed-use buildings or in separate buildings as well as impose development standards that encourage intensification which is compatible with surrounding uses. A wide range of uses are permitted in Arterial Mainstreet zones, however, an apartment dwelling, high-rise is not a permitted use in the Arterial Mainstreet zone and will be added as part of the Zoning By-law Amendment.

The purpose of the Residential Fourth Density zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings and regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced.

The Zoning By-law Amendment application is intended to remove the R4UC zoning and apply AM10 zoning, as amended, to the entire site.

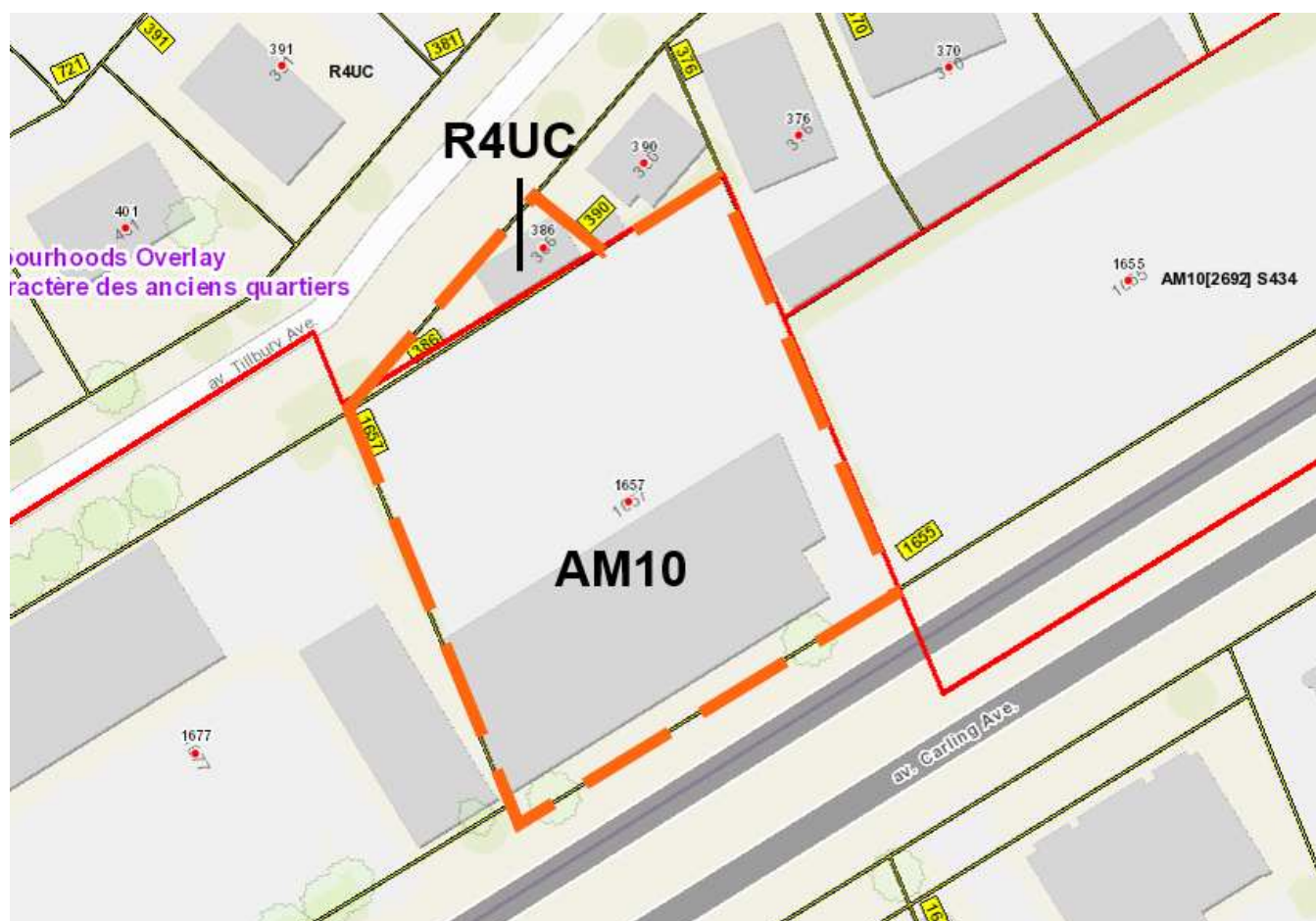


Figure 13: Current zoning applicable to the subject lands.

#### 4.6.1 Proposed Zoning

As discussed above, it is proposed that the Residential Fourth Density, Subzone UC zoning be removed from the northern portion of the property and that the entire property be re-zoned to Arterial Mainstreet – Subzone 10 with site specific exceptions.

The following table demonstrates a comparison of Arterial Mainstreet – Subzone 10 zoning provisions and what is being proposed as part of this concept. Compliance with the provision is marked by a green checkmark and deficiencies are marked by a red X.

Table 3: Zoning Analysis

Zoning Mechanism	Arterial Mainstreet - Subzone 10	Proposed	Compliance
<b>Minimum Lot Area</b>	No minimum	3,591.9 m <sup>2</sup>	✓
<b>Minimum Lot Width</b>	No minimum	61.1 m	✓
<b>Minimum Front Yard Setback</b>	The minimum front yard setback is 0 metres, and at least 50% of the frontage along the front lot line must be occupied by building walls located within 4.5 metres of the frontage for a Residential use	To comply following implementation of road widening: Front	✗

<b>Zoning Mechanism</b>	<b>Arterial Mainstreet - Subzone 10</b>	<b>Proposed</b>	<b>Compliance</b>
	building, and within 3.0 metres for Non-residential and Mixed use buildings.	yard setback will go from <b>7.3m</b> to <b>0m</b> .	
<b>Minimum Interior Side Yard Setback</b>	Abutting a residential zone: 3.0 metres for the first 20 metres back from the street, 7.5 metres beyond 20 metres back from the street,  All other cases: No minimum	East Side: 7.5m (abuts residential zone)  West Side: 3m (abuts mixed use zone)	✓  ✓
<b>Minimum Rear Yard Setback</b>	(i) 3.0 metres for any building wall within 20 metres of a lot line abutting a public street; (ii) 7.5 metres in all other cases	3.7m	✓  ✓
<b>Building Height</b>	Up to 20m from a rear lot abutting R1,R2,R3: 11m Up to 20m from R4: 15m 20m-30m from a rear lot abutting R1-R4: 20m Otherwise: 30m	N/A 28.2m 28.2m 86m	✓ X X X
<b>Minimum Required Resident Parking (Area Y)</b>	High-rise Apartment: After the first 12 units, 0.5 spaces per dwelling unit $370 - 12 = 358 \times 0.5 = \mathbf{179 \text{ spaces}}$	161 spaces	X
<b>Minimum Required Visitor Parking (Area Y)</b>	0 spaces for first 12 units 0.1 spaces for 358 units = <b>36 spaces</b>	36 spaces	✓
<b>Required Commercial Parking</b>	In the case of a retail food store with a gross floor area of 1500 square metres or less, no off-street motor vehicle parking is required to be provided.  In the case of a restaurant with a gross floor area of 350 square metres or less, no off-street motor vehicle parking is required to be provided.  In the case of any other non-residential use with a gross floor area of 500 square metres or less, no off-street motor vehicle parking is required to be provided.  All retail units proposed to be under 100 m <sup>2</sup> , no parking required	15 spaces	✓
<b>Minimum Parking Space Dimensions</b>	2.6 m x 5.2 m	2.6 m x 5.2 m	✓
<b>Aisle and Driveway Provisions</b>	A driveway providing access to a parking lot or parking garage must have a minimum width of:	Driveway: 6m	✓



Zoning Mechanism	Arterial Mainstreet - Subzone 10	Proposed	Compliance
	<p>- in the case of a parking lot, 6.0 metres for a double traffic lane</p> <p>- in the case of a parking garage, min. 6.0 metres for all, and max 6.7 m for a double traffic lane when 20 or more parking spaces for an apartment high-rise</p>	Parking garage driveway – high rise apartment: 6.0 m	✓
<b>Minimum Number of Bicycle Parking Spaces</b>	0.5 per dwelling unit 390 x 0.5 = 195 spaces	204 spaces	✓
	1 per 250 m <sup>2</sup> of Commercial GFA 368/250 = 2 spaces	4 spaces	✓
<b>Minimum Required Private Amenity Area</b>	6 m <sup>2</sup> per dwelling unit 6 m <sup>2</sup> x 390 = 2,340 m <sup>2</sup>	4,653 m <sup>2</sup>	✓
<b>Minimum Required Communal Amenity Area</b>	A minimum of 50% of the required total amenity area = 1,170 m <sup>2</sup>	1,203 m <sup>2</sup>	✓
<b>Landscaping Provisions for Parking Lots</b>	<p>A minimum of 15% of the area of any parking lot, whether a principal or an accessory use, must be provided as perimeter or interior landscaped area.</p> <p>Minimum required width of a landscaped buffer of a parking lot: For a parking lot containing more than 10 but fewer than 100 spaces, (b) Not abutting a street: 1.5 m</p>	Min. 1.5 m, greater in most instances as demonstrated on Site Plan	✓
<b>Ground Floor Façade</b>	<p>The ground floor façade facing a public street of a building located within 4.5 metres of the front lot line or corner side lot line must include:</p> <p>(i) a minimum of one active entrance from each individual occupancy located immediately adjacent to the front lot line or corner side lot line in the case of non-residential uses; and</p> <p>(ii) a minimum of one active entrance in the case of a residential use building; where an active entrance is angled on the corner of the building, such that it faces the intersection of the arterial mainstreet and a side street intersecting the arterial mainstreet, it is deemed to face both streets;</p> <p>A minimum of 50% of the surface area of the ground floor façade, measured from the average grade up to a height of 4.5 metres, facing a public street must be comprised of transparent glazing</p>	<p>Active entrances are proposed along Carling Avenue for the commercial and residential components of the high-rise apartment tower.</p> <p>&gt; 50% of the ground floor façade of the building is comprised of transparent glazing and active entrances.</p>	✓

Zoning Mechanism	Arterial Mainstreet - Subzone 10	Proposed	Compliance
	and active customer or resident entrance access doors.		

#### 4.7 Relief Required

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

**A maximum building height of 87 metres, per a site-specific zoning schedule.**

- / Existing zoning on the property limits the height of a building to a maximum of 30 metres within the AM10 zoned area. The Mainstreet Corridor designation of the Official Plan contemplates building heights up to 40 storeys where the ROW is in excess of 30m and an adequate transition is provided.

The proposed development is located within approximately 100 metres of a planned rapid transit station on Schedule C2 of the Official Plan, as discussed above. Additionally, the proposed design of the building provides adequate separation to adjacent low-rise buildings, for the reasons discussed in this report. The urban design and compatibility criteria of Section 4.6 has been met. A site-specific zoning schedule would allow for the site zoning to align with current policy direction with reference to the building design proposed herein.

**Front Yard Setback of 7.3 metres, per a site-specific zoning schedule.**

- / The proposed front yard setback exceeds the maximum set out in the Zoning By-law. This is due to accommodation for a future right-of-way widening applying to this portion of Carling Avenue. The front property line currently projects into the ROW at a greater rate than the adjacent lands (refer to Figure 2). Once this additional land is conveyed to the municipality, the proposed setback will be located at the front property line and will come into conformity. Therefore, the setback compliance issue identified is technical in nature and the development outcome will function in line with the intention of the Zoning By-law.

**Minimum Residential Parking of 0.43 spaces per unit.**

- / Given the nature of the proposed development's location along a Mainstreet Corridor and within 100 metres of rapid transit, it is proposed that the required parking rate be reduced from 0.5 spaces per unit to 0.43 spaces per unit. This serves to promote use of active transportation options while reducing access and egress to the site. The required number of visitor spaces has been maintained to ensure the viability of overall site functionality. Bicycle parking is proposed in excess of the minimum requirement.

## Conclusion

It is our professional opinion that the proposed Zoning By-law Amendment application is appropriate, represents good planning, and are in the public interest.

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

The proposed development conforms to the Official Plan's vision for directing growth within the urban area and in proximity of Rapid Transit. It responds to and meets the policies for Mainstreet Corridors within the Inner Urban Transect. The proposal responds to its context by respecting the existing residential dwellings of the area while contributing to the planned built form along Carling Avenue. The development meets the urban design and compatibility objectives, principles, and policies in Sections 4.6 of the Official Plan in addition to the applicable Council-approved urban design guidelines.

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

Sincerely,

A handwritten signature in dark ink, reading "Scott Alain". The signature is fluid and cursive, with the first name "Scott" and last name "Alain" clearly distinguishable.

Scott Alain, MCIP, RPP  
Senior Planner