

# FOTENN

## 16-20 HAMILTON AVENUE PLANNING RATIONALE & URBAN DESIGN BRIEF



October 31, 2018

Planning Rationale &  
Urban Design Brief



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# 1.0 INTRODUCTION

Fotenn Consultants Inc., acting as agents for Surface Developments, is pleased to submit a combined Zoning By-law Amendment, Official Plan Amendment, and Site Plan Control application for the lands municipally known as 16 and 20 Hamilton Avenue in the Hintonburg neighbourhood of the City of Ottawa.

## 1.1 Application History

Fotenn Planning + Design has been retained by Surface Developments (Owner) to prepare a Planning Rationale and Urban Design Brief in support of Zoning By-law Amendment, Official Plan Amendment and Site Plan Control applications for the lands municipally known as 16 and 20 Hamilton Avenue. This Rationale assesses the proposed development against the applicable policy and regulatory framework, and concludes that the development is appropriate for the site and compatible with adjacent development and the surrounding community.

## 1.2 Subject Site

The site is legally described as Plan 58 and Plan 157, Part Lots 3 & 4; Hamilton West. The properties are known municipally as 16-20 Hamilton Avenue (“subject property”). The subject property has 31.9 metres of frontage along Hamilton Avenue, with a total area of 1,138.8 m<sup>2</sup>. The property at 16 Hamilton Avenue is currently used for surface parking and storage. A building existed on-site prior to 1970. The property at 20 Hamilton Avenue is occupied by a single storey building in the light-industrial vernacular; presently used as a worker’s union office.



Figure 1: Subject Property in Local Context



Figure 2: View of Subject Property, Looking West from Hamilton Avenue North

### 1.3 Site Location and Context

The subject property is located on the west side of Hamilton Avenue North directly opposite the Parkdale Park and Market. The site represents an interior lot. Hamilton Avenue North is configured as a two-way local road. Angled public parking is available on the opposite side (easterly) of the street, and parallel street parking is available immediately in front of the site. Overhead wires situated in front of the site provide hydro to the surrounding properties. The broader area can be described as follows:

#### North

Immediately to the north of the site is 12 Hamilton Avenue, which was approved for a 5-storey, 25-unit apartment building in 2017. The site has since been excavated and the building foundation has been established. Further north are single-detached dwellings occupied by commercial and residential uses. The corner of Hamilton Avenue and Armstrong Street is occupied by a surface parking lot that serves the heritage buildings located on the north side of Armstrong Street. The Tunney's Pasture federal employment complex and Tunney's Pasture Transit Station are located further north, across Scott Street.

#### West

Immediately to the west, the site abuts single-detached dwellings that have been converted to commercial uses or multi-unit dwellings.

#### South

The lands south of the site are developed with a range of commercial uses including office and automobile repair establishments and the Wellington Street West corridor. Wellington Street West is a mixed-use commercial mainstreet that anchors the broader neighbourhood and provides amenities that serve the daily needs of area residents.

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**East**

Across Hamilton Avenue is the Parkdale Park and Market. The market is an outdoor, seasonal market operating from early spring until December. Parkdale Avenue, a major arterial road that provides a connection to the Highway 417 to the south and the Island Park Bridge to the north, abuts the market to the east.

**1.4 Transportation**

The site is well-served by the existing road network. While Hamilton Avenue is considered a local road, Figure 3, which refers to Official Plan Schedule E (Urban Road Network) demonstrates the immediate proximity of Wellington Street West (E/W) and Parkdale Avenue (N/S) which are both classified as Arterial Roads. Arterial Roads are the major roads of the City that carry large volumes of traffic over the longest distance. The Sir John A. Macdonald parkway can be accessed via Parkdale Avenue approximately 1.1 kilometres north of the subject property. Highway 417 is also accessible via Parkdale Avenue approximately 600 metres south of the subject property. Additional nearby major roads include Scott Street (Arterial, E/W) and Holland Avenue (Major Collector, N/S).

The Tunney's Pasture Light Rail Rapid Transit (LRT) station is located approximately 460 metres northwest of the site and provides opportunities for alternative modes of transportation. The Tunney's Pasture Rapid Transit Station provides efficient and regular travel to all areas of the city. The rapid transit station, expected to complete its transition from Bus service to Light Rail service in January 2019, is illustrated in the extract from Official Plan Schedule D – Rapid Transit Network shown in Figure 4.

Figure 4 also illustrates the site's proximity in relation to two Transit Priority Corridors. It is within 170 metres of Holland Avenue (Continuous Lane Corridor, N/S) and Wellington Street (Isolated Measure Corridor, E/W). This indicates additional transit support and investment to augment the already strong support by the nearby Rapid Transit Network.

**1.5 Cycling and Multi-Use Pathways**

Many cycling and multi-use pathways are available in close proximity to the subject property, as shown in Figure 5. Many of these corridors are considered "Spine Routes" and run parallel to the Sir John A. Macdonald Parkway along the Ottawa River; representing key routes between the west and east end of the central urban area.



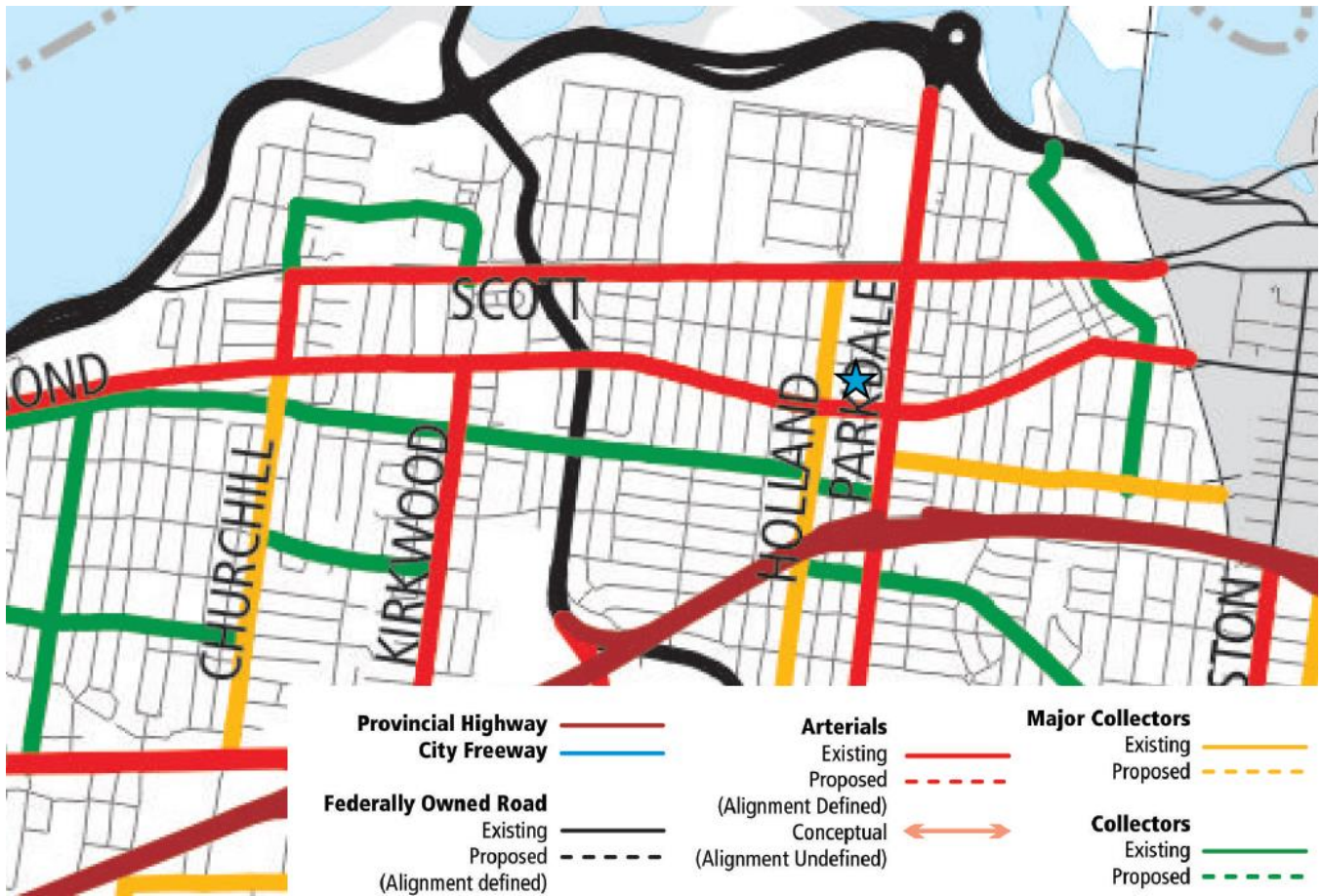


Figure 3: Extract from Official Plan Schedule E (Urban Road Network)

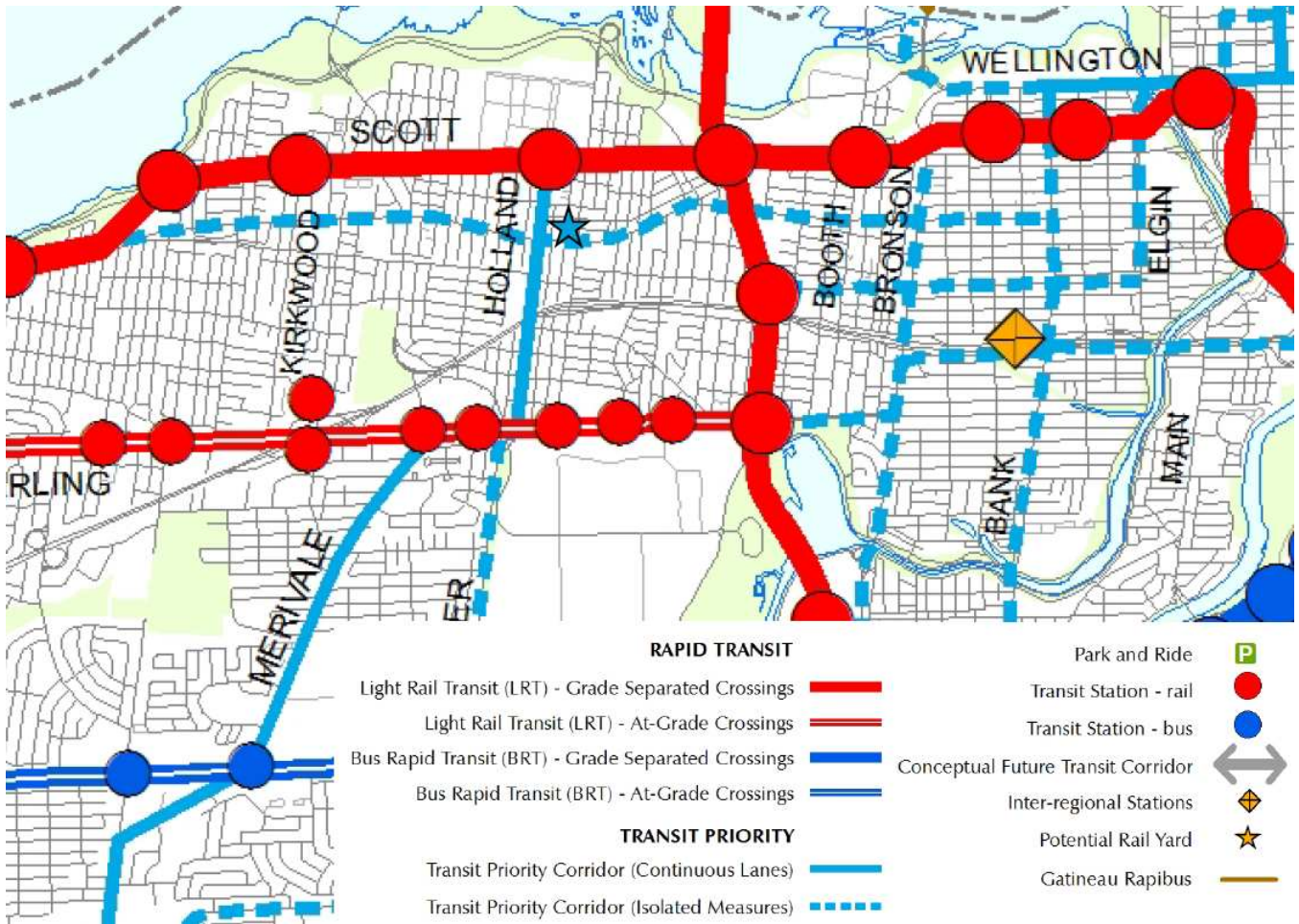


Figure 4: Extract from Official Plan Schedule D (Rapid Transit Network)



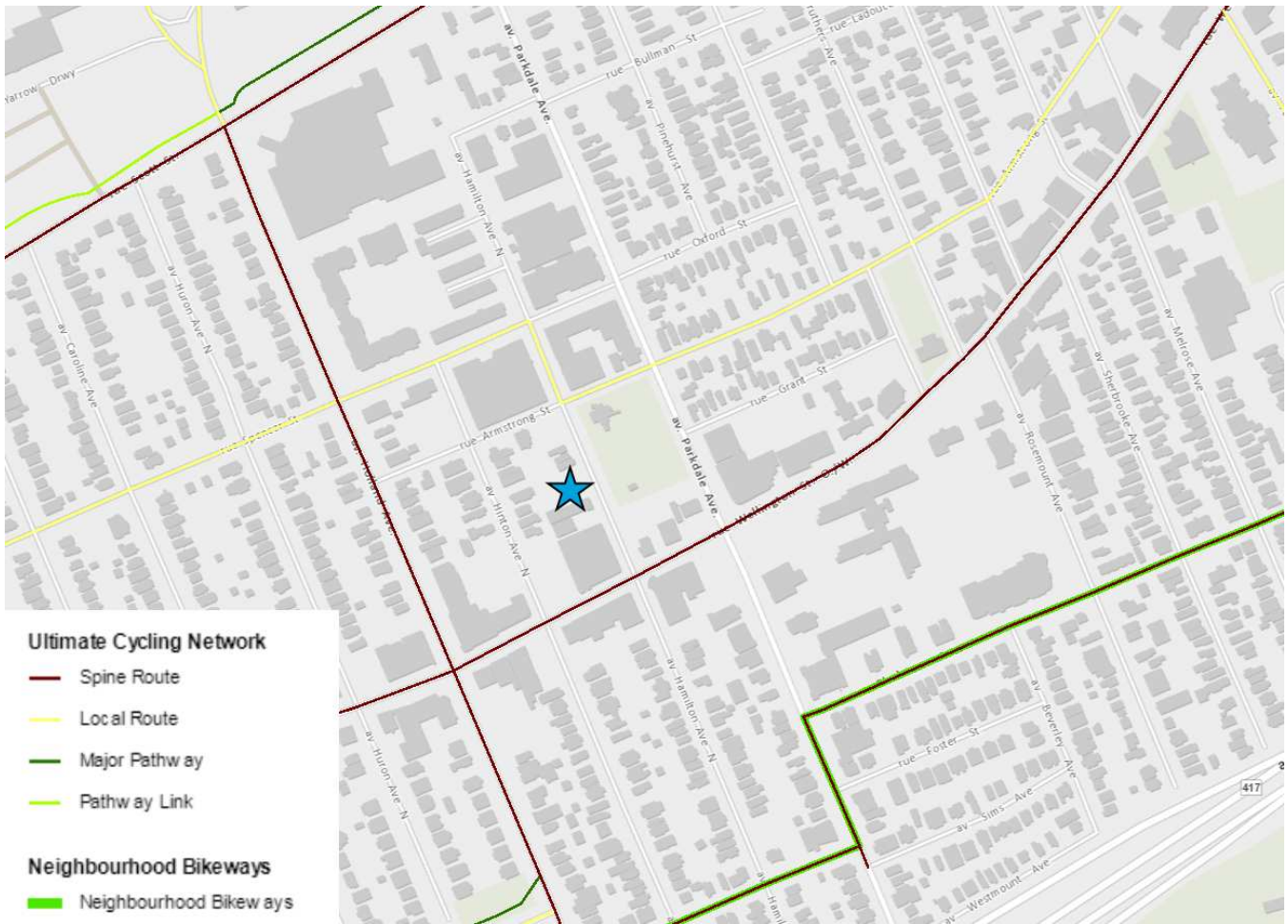


Figure 5: Extract from the City of Ottawa Ultimate Cycling Network

## 2.0 PROPOSED DEVELOPMENT

Surface Developments is proposing to develop the subject property with an 8-storey residential mixed-use building, featuring a communal roof terrace. The building is proposed to contain a total of 75 dwelling units and up to three (3) ground floor retail/office areas. The building also features exterior balconies to provide amenity space, offer eyes on the street, and animate the streetscape.

Parking for the development is proposed in an underground garage accessed from Hamilton Avenue. A total of 63 parking spaces are proposed within 21 parking stalls through the use of stack parking technology. Parking space allocation includes 49 resident spaces, 8 visitor spaces, and 6 office parking spaces. The building features a supply of 40 bicycle parking spaces in accordance with the zoning requirement for the office, retail, and residential space.

The design of the building is intended to create visual interest in an area of high visibility given the adjacent Parkdale Park and Market. The design employs a variety of colours and building materials, in addition to articulations in the massing to provide visual interest. The building gradually steps back from both the front and rear lot lines above the ground floor, deliberately creating an indented façade with terraced areas for the units (Figure 8). The fenestration treatment is designed to feature identical heights with a variety of widths, creating a unique lighting effect at night.

The building will contribute to the planned wall context suggested in City of Ottawa policies for the west side of Hamilton Avenue North; which is intended to frame Parkdale Park. The building will be constructed to the extent of each property line to create a strongly defined street edge at the lower levels, in coordination with the northerly 12 Hamilton Avenue development and any future redevelopment poised to occur on the abutting southerly property.

The rooftop is proposed to contain outdoor amenity space in the measure of 209.5m<sup>2</sup>. Another 1,113.8m<sup>2</sup> of amenity area will be distributed as private areas in the form of balconies.

Four trees and numerous planter elements are proposed in the front yard, with interlocking stone walkways providing pedestrian access to the ground-floor uses which is a co-ordinated approach with the front of 12 Hamilton. Greenery is proposed for various levels of the balcony and terrace elements.

A combined Zoning By-law Amendment, Official Plan Amendment, and Site Plan Control application is required to permit the proposed development, including the proposed building height. Figure 7 shows a rendering of the proposed development.

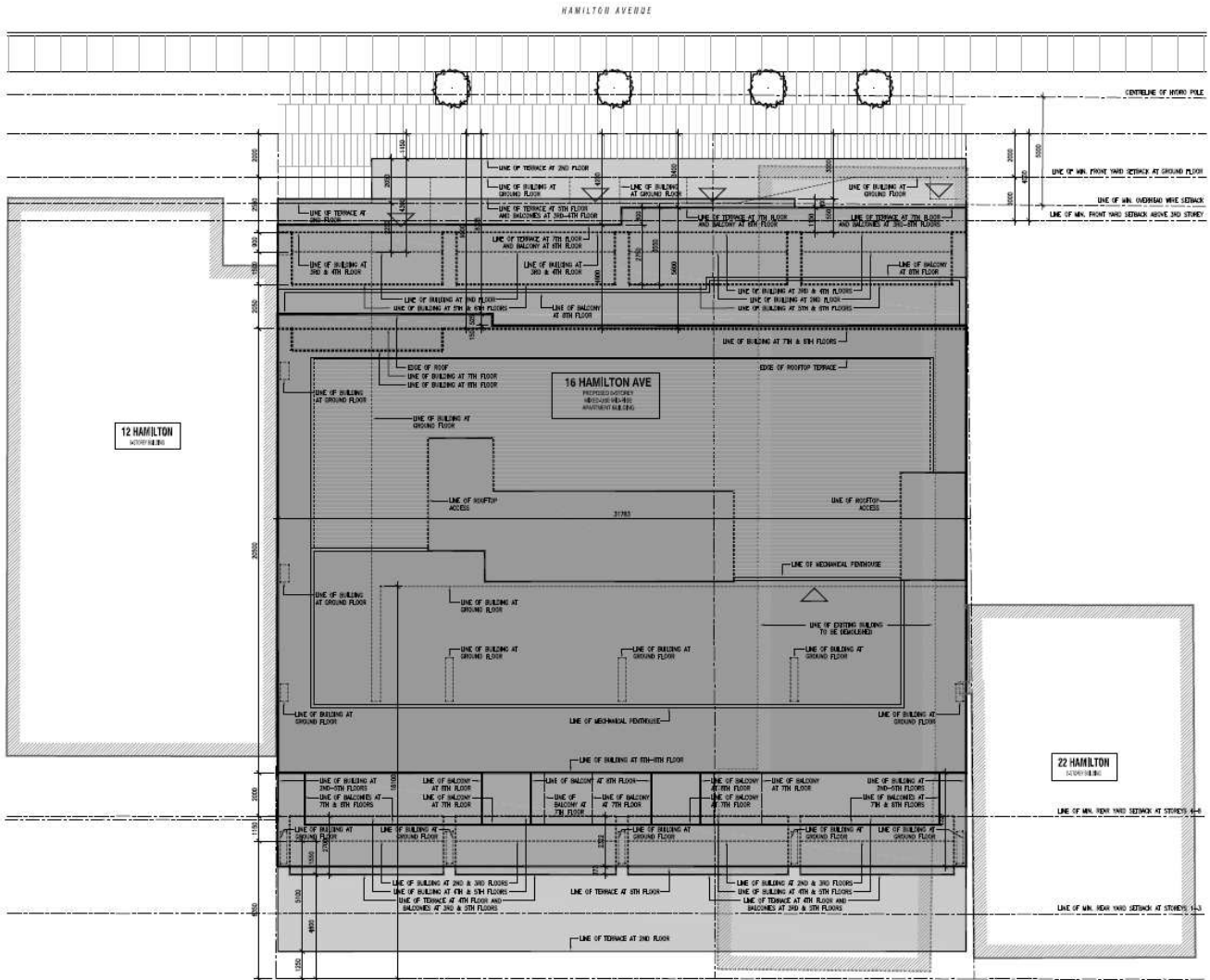


Figure 6: Proposed Site Plan





## POLICY & REGULATORY FRAMEWORK

### 3.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning. Decisions affecting planning matters “shall be consistent with Provincial Policy Statements.”

The PPS promotes intensification of built-up areas to efficiently use land where existing infrastructure and public service facilities are readily available to avoid unjustified and uneconomic expansions. Planning authorities must identify appropriate locations and promote opportunities for intensification and redevelopment. In addition to meeting the fundamental objective of concentrating growth within established and serviced urban areas, the proposed development meets the following policy interests, among others:

- / Promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- / Accommodates an appropriate range and mix of residential, employment, recreation, open space, and other uses to meet long-term needs;
- / Promotes cost-effective development patterns and standards to minimize land consumption and servicing costs;
- / Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted;
- / Promotes cost-effective development standards to minimize land consumption and servicing costs;
- / 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;
- / Is transit-supportive, where transit is planned, exists or may be developed;
- / In an appropriate location and promotes the opportunity for intensification and redevelopment as described by the municipality;
- / Development takes place in designated growth areas adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities;
- / Directs 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;
- / Promotes densities for new housing which efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation and transit where it exists or is to be developed;
- / Promotes land use patterns, density and mix of uses that minimize the length and number of vehicle trips and supports current and future use of transit and active transportation;
- / New development proposed on adjacent lands to existing or planned transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities;
- / Long-term economic prosperity should be supported by maintaining and, where possible, enhancing the vitality and viability of downtowns and Mainstreets.

**The proposed development is consistent with the Provincial Policy Statement.**

### 3.2 City of Ottawa Official Plan (2003, as amended)

The City of Ottawa Official Plan provides a vision of Ottawa’s future growth and a policy framework to guide its physical development to the year 2031. Additionally, the Official Plan addresses matters of provincial interest as defined by the Provincial Policy Statement, and serves as a basis for a wide range of municipal activities.

#### 3.2.1 Mixed-Use Centre Designation (Sec. 3.6.2)

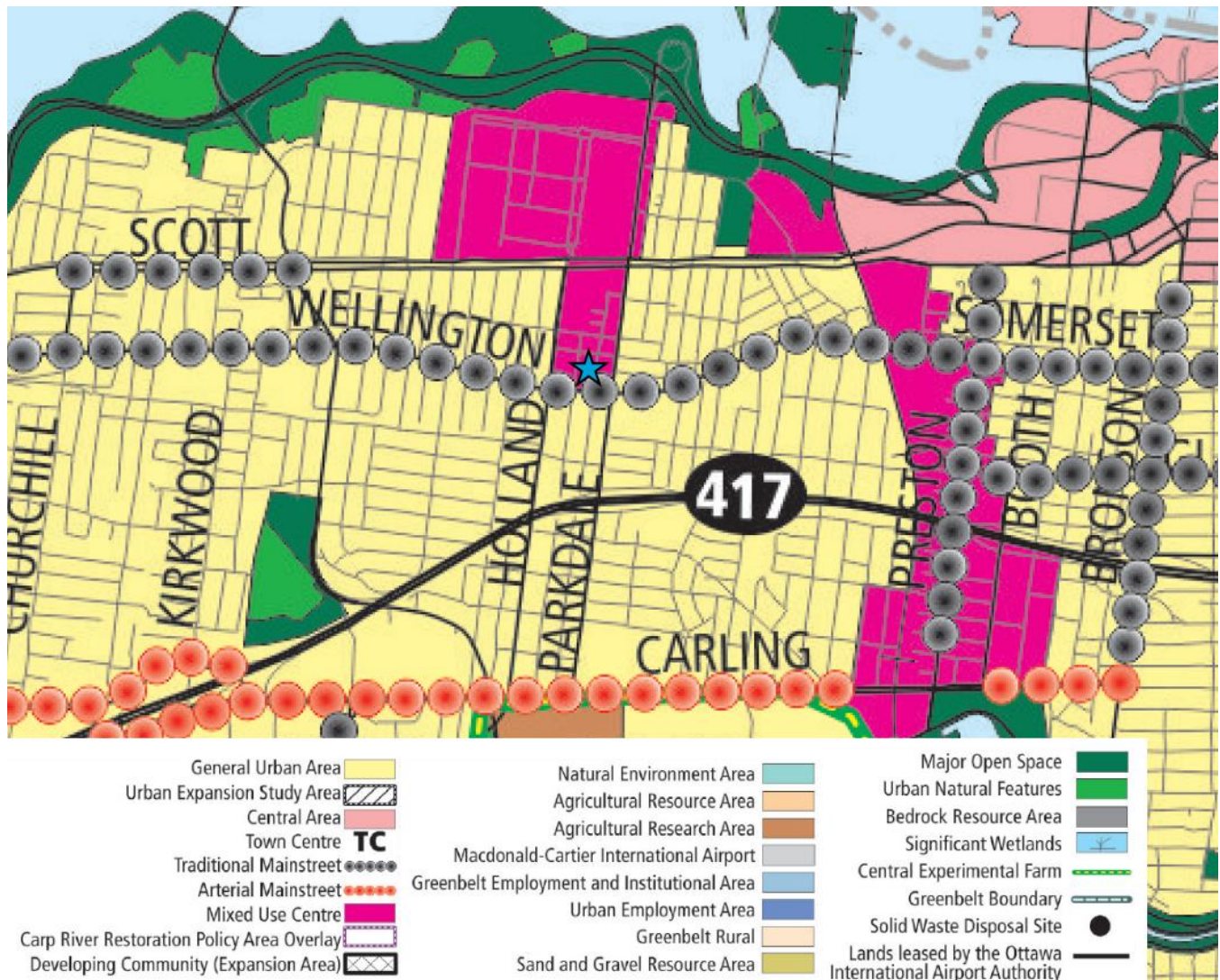


Figure 9: Schedule B of the Official Plan (Urban Policy Plan)

The subject property is designated “Mixed-Use Centre” on Official Plan Schedule B (Urban Policy). The Mixed-Use Centre designation, outlined in Section 3.6.2 of the Official Plan, applies to areas that have been identified as strategic locations on the rapid-transit network and that are adjacent to major roads. These Centres offer substantial opportunities for new development or redevelopment and represent a key element in the Official Plan’s strategy to accommodate and direct growth within the City of Ottawa.

Policy 2 states that Mixed-Use Centres are to be characterized by a broad variety of transit-supportive land use such as offices, secondary and post-secondary schools, hotels, hospitals, large institutional buildings,



community and leisure centres, day care centres, services (such as restaurants), high and medium density residential uses and mixed-use developments.

Policy 4 states that Community Design Plans (CDPs) are required for each Mixed-Use Centre. The site is subject to the Wellington Street CDP, which will be discussed in further detail later in this report. Policy 5 continues that CDPs will require residential uses as a component within Mixed-Use Centres. This supports the proposed development of the site.

Policy 6 requires that development applications be reviewed in the context of Section 2.5.1 and 4.11 of the Official Plan as well as the proposal's contribution to a range of housing options in the area. The proposal's adherence to the above-noted policies will be discussed in detail further in this report. The proposal contributes to the supply of apartment units in an area that mutually benefits from increased density.

Section 2.2.2 of the Official Plan identifies Mixed-Use Centres as a target area for intensification in the City of Ottawa. It establishes a target density for the Tunney's-Quad Mixed-Use Centre of 250 people and jobs per gross hectare by 2031. This proposal contributes to the attainment of such a density.

### 3.2.2 Design Considerations

Section 2.5.1 outlines that the introduction of new development into an existing urban fabric requires a sensitive approach and respect for the community's established characteristics. The Official Plan seeks to mitigate conflicts between existing and new development to ensure proposals are compatible with their surroundings, while allowing for sufficient flexibility and variation in building form and architectural design.

The Official Plan defines compatible development as development that enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It is development that fits well and works well with its surroundings and tries to incorporate common characteristics of its setting. New development can achieve compatibility with its surroundings without necessarily being the same as existing development.

Section 2.5.1 establishes design objectives supplemented by design principles to help achieve compatibility of form and function. The proposed development supports the following objectives and associated principles:

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

- / The proposed development is of a quality consistent with a major metropolis; adding a unique architectural design to the existing area.
- / Contributes to the creation of a distinctive street along Hamilton Avenue, with active entrances along the street and setbacks designed to frame the street edge.
- / Is sensitive to existing surrounding development, incorporating appropriate rear yard setbacks and stepbacks.

**2) To define quality public and private spaces through development**

- / Creates a social interface between the ground floor and public sidewalk, including independent entrances for the ground floor uses.
- / Building is designed to frame the street, consistent with the policy direction for the Parkdale Park precinct.
- / Represents an overall transition of building height and form from northerly portions of the Mixed-Use Centre and Scott Street Corridor to the Wellington Street West Corridor.
- / Enlivens the public realm by creating a building with vibrant and creative architectural features while introducing commercial spaces at the streetfront that are intended to serve the public and compliment the pedestrian experience in Parkdale Park and the market.

- 3) To create places that are safe, accessible and are easy to get to, and move through**
- / Design of the building features a close relationship to the street, including the public sidewalk.
  - / Integrates vehicle access into the building wall with a garage door to regulate entrance and egress.
  - / Is accessible from public transit, including the Tunney’s Pasture rapid transit station; and Wellington Street West and Holland Avenue transit priority corridors.
  - / Incorporates generous glazing and balconies to increase “eyes on the street” and passive surveillance.
- 4) To ensure that new development respects the character of existing areas**
- / Integrates the building into the existing development fabric, including consideration of building height, setbacks, and circulation patterns.
  - / Contributes to the architectural evolution of the neighbourhood by proposing a unique architectural design.
- 5) To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice**
- / Through intensification, contributes to the achievement of a more compact urban form over time.
  - / Contributes to a variety of housing options in the community, allowing the neighbourhood to accommodate a range of people of different incomes and lifestyles at various stages in the life cycle. In particular, Surface Developments endeavours to provide affordable luxury living to residents.
- 6) To understand and respect natural processes and features in development design**
- / Proposes landscaping features, including trees and shrubs in the front yard, to allow for natural water percolation and reduce the heat island effect.
  - / Incorporates stormwater management infrastructure to properly collect and discharge surface runoff.
- 7) To maximize energy efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment**
- / Proposes an active land use in proximity to rapid transit, creating opportunities to meet daily needs by alternative modes of transportation.
  - / Proposes a limited number of parking spaces to encourage use of active modes of transportation.
  - / Provides an adequate supply of bicycle parking spaces to facilitate bicycle use by residents and visitors.

Section 4.11 of the Official Plan discusses Urban Design and Compatibility. In particular, it addresses the essential requirement to incorporate good quality design which fits the context of the neighbourhood in the present and as it is intended to grow. Policy 2 of Section 4.11 contains a set of criteria intended to provide a means to objectively evaluate the compatibility of infill development. The following is an evaluation of the proposal against the established criteria:

<b>Compatibility Criterion</b>	<b>Conformity</b>
Traffic	/ Parsons Group prepared a Transportation Impact Assessment (TIA) that concludes that the proposed access, circulation, and balance of bicycle and vehicle parking is acceptable to support the site.
Vehicular Access	/ Vehicle ingress and egress are proposed to be provided by means of a private approach to an underground parking facility through a garage incorporated into the building wall.
Parking Requirements	/ A total of 63 parking spaces are proposed for the development.

<b>Compatibility Criterion</b>	<b>Conformity</b>
	<ul style="list-style-type: none"> <li>/ As the subject property is located within walking distance of rapid transit, residents and visitors are likely to use rapid transit and other alternative modes of transportation.</li> <li>/ Of the parking spaces, a total of 8 spaces will be reserved for visitor parking and 6 for office parking, meeting the associated zoning requirements.</li> </ul>
Outdoor Amenity Areas	<ul style="list-style-type: none"> <li>/ The building design incorporates rear yard setback and stepbacks intended to provide additional separation distance to adjacent rear yard amenity areas to the south and southeast.</li> <li>/ The northerly building will directly abut the proposed building; and therefore there will be no impact to this property as they form a unified wall</li> <li>/ The southerly lot does not contain residential uses and is likely to be redeveloped in the future to contribute to the planned wall context.</li> <li>/ The communal amenity area for the development is provided on the rooftop and will not impact sensitive residential areas to the west.</li> </ul>
Loading Areas, Service Areas and Outdoor Storage	<ul style="list-style-type: none"> <li>/ All service and utility areas associated with the development are proposed to be contained internal to the building.</li> </ul>
Lighting	<ul style="list-style-type: none"> <li>/ Outdoor lighting will be reviewed through the Site Plan Control process.</li> </ul>
Noise and Air Quality	<ul style="list-style-type: none"> <li>/ Gradient Wind prepared a report, included in this submission, which determines that negative impacts to noise or air quality are not anticipated to result from the proposed development.</li> </ul>
Sunlight and Microclimate	<ul style="list-style-type: none"> <li>/ The stepped back design of the building mitigates sun shadowing impacts. Gradient Wind prepared a report confirming that no adverse wind impacts will be generated as a result of the building design.</li> </ul>
Supporting Neighbourhood Services	<p>The subject property is well-served by neighbourhood services, including:</p> <ul style="list-style-type: none"> <li>/ Commercial uses along Wellington Street West</li> <li>/ Tunney's Pasture Rapid Transit Station</li> <li>/ Parkdale Park and Market</li> <li>/ McCormick Park, Hintonburg Park, Reid Park</li> <li>/ Fisher Park School, Community Centre, and Park</li> <li>/ Connaught Public School, St. Francois-d'Assise Elementary School</li> <li>/ Ottawa Public Library Rosemount Branch</li> <li>/ Hintonburg Community Centre</li> <li>/ Hintonburg Community Police Centre</li> <li>/ Existing cycling network</li> </ul>

Policy 7 of Section 4.11 discusses the three key building profiles; in particular identifying that a five (5) to nine (9) storey buildings, such as that being proposed, are considered "medium-rise".

Policy 12 specifies several means by which building transitions can be accomplished, including:

- a) Incremental changes in building height (e.g. angular planes or stepping building profile up or down);



- b) Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);
- c) Character (e.g. scale and rhythm, exterior treatment, use of colour and complementary building finishes);
- d) Architectural design (e.g. the use of angular planes, cornice lines); and
- e) Building setbacks.

The proposed development is consistent with the building profile policies of Official Plan Section 4.11, including:

- / The subject property is located within proximity to other existing or approved medium-rise buildings, including on Hamilton Avenue;
- / The property is located within 600 metres of the Tunney's Pasture rapid transit station;
- / The building is designed to respect the physical context of its surroundings, including through appropriate setbacks and stepbacks in the rear yard;
- / The proposal features unique architectural design, including a variety of building materials and articulation of the façades;
- / Through design, land uses, active entrances, and appropriate setbacks, the proposed building defines the street edge and generates animation along the public street;
- / The building contributes to the creation of an established streetscape to frame the Parkdale Park and Market;
- / The proposed building height represents an appropriate building height transition within the Tunney's Quad Mixed-Use Centre; where existing and permitted building height gradually reduces from the north edge of Armstrong where heights of at least nine stories and in most cases much more are permitted "as-of-right" towards Wellington Street West where heights are limited generally to six stories;
- / The building materials and façade articulation are used strategically to break up the massing;
- / The design endeavours to facilitate a transition to adjacent low-rise development by means of a rear yard setback and stepbacks; and,
- / As a result of its location in a Design Priority Area, the development proposal is subject to review by the Urban Design Review Panel (UDRP). The applicant will engage with this process to ensure that the design-related policies of the Official Plan are achieved to the fullest extent possible.

**The proposed amendments and development conform to the policies of the Official Plan.**

### 3.3 Wellington Street West Community Design Plan

Adopted in April of 2011, the Wellington Street West Community Design Plan (CDP) represents a comprehensive vision for the community and its physical development over time. It acts as a guiding document for the Wellington Street West Secondary Plan, discussed at a later point in this report. The key directives and policies from the CDP in relation to this plan are outlined below:

The site is within the Parkdale Park study area of the CDP. The design vision for this area includes the following relevant guidelines:

- / Encourage the redevelopment of private properties facing Parkdale Market and create active frontage on Hamilton Avenue and Armstrong Street
- / A6, Development facing onto Parkdale Park: The majority of properties that face onto Parkdale Park are underutilized or vacant. They create gaps in activity and built form along Armstrong Street, Hamilton Avenue and the south edge of Parkdale Park. Future built form and uses facing Parkdale Park should create an active frontage. They should complement and improve park and market experiences, in terms of safety, sense of comfort, and attractiveness. When infill redevelopment occurs, it must provide the following:
  - A6a. Building facades shall create a continuous built edge and must face directly onto Parkdale Park to establish a strong surrounding frame for the park and market

- A6b. Built form at the rear of buildings shall provide a transition to abutting residential uses on Hinton Avenue.

### 3.4 Wellington Street West Secondary Plan

The subject property is located in the Wellington Street West Secondary Plan area, adopted by Council on May 25, 2011. The Secondary Plan builds upon the Wellington Street West CDP in providing Council-approved land development policies which reflect the community's vision as discussed above.

The site is within the Parkdale Park policy area as per Schedule B of the Wellington Street West Secondary Plan (see Figure 10).

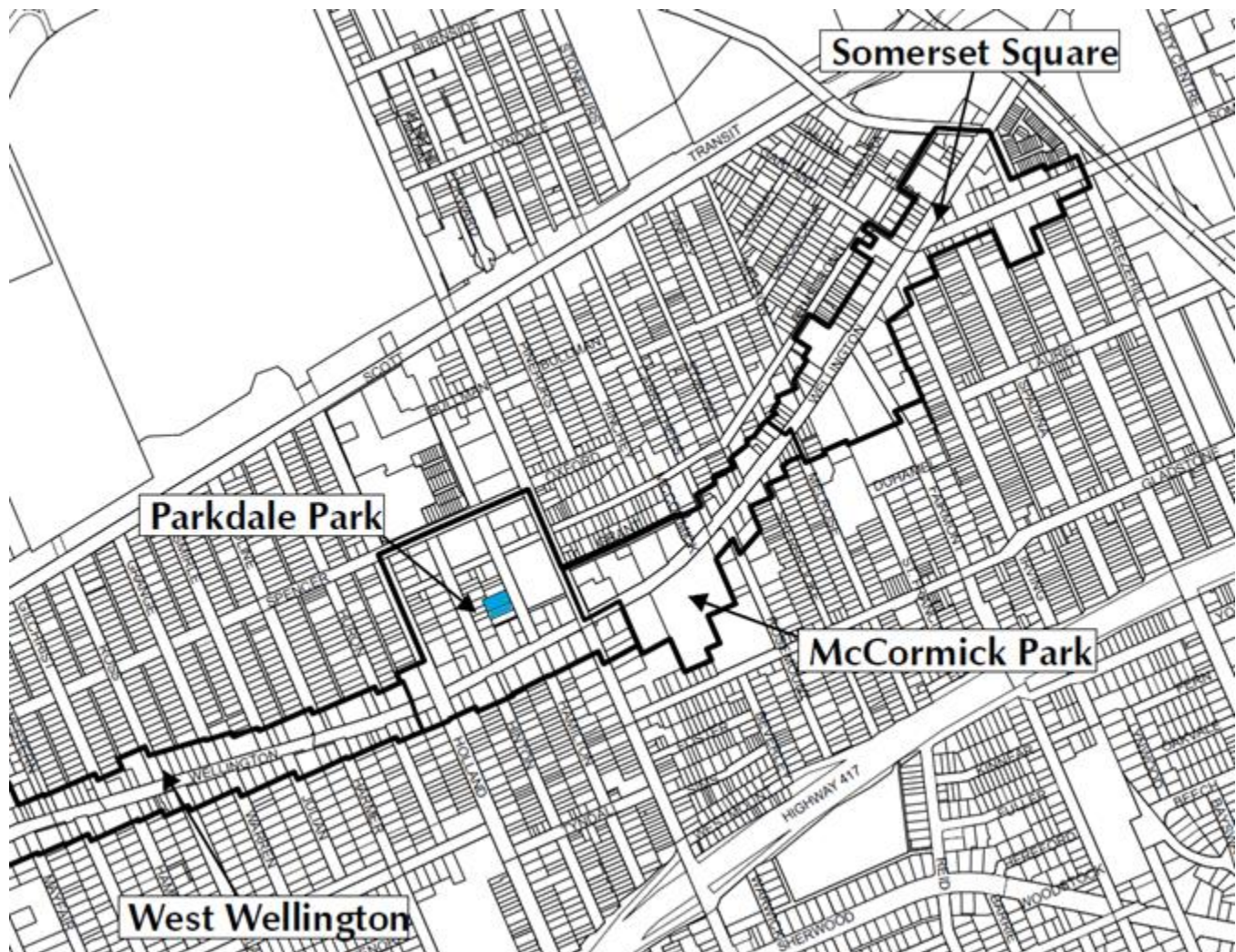


Figure 10: Extract from Schedule B of the Wellington Street West Secondary Plan

The Policies for the Parkdale Park Area that apply to the proposal are as follows:

- / Policy 9: The maximum building height for all new buildings on Hinton and Hamilton Avenues, between Wellington and Armstrong Streets, will be six (6) storeys or 20 metres.

**The proposed development does not meet Policy 9. The policy itself has a complicated history as part of the Wellington Street West Secondary Plan. The originally approved Secondary Plan**

document, per the Planning Committee report in April 2011, includes the above-noted policy. After the plan was approved, this policy was subject to an appeal to the Ontario Municipal Board (OMB). The appeals resulted in several hearings and eventually the various appellants received decisions related to their respective sites. Accordingly, the remaining policies were adopted as approved, including the policy being discussed.

Over the course of the appeal, the affected policies were temporarily removed from the Secondary Plan document as made available on the City website. The reduced version of the Secondary Plan was the file version available to the public until August 2018, when it was revised to refer to the since-approved policies.

The proposed eight (8) stories can support the intention of the Secondary Plan. The increased height more effectively reflects the intention to frame Parkdale Park. Eight (8) storey heights are permitted in the Secondary Plan in the same context on the lands immediately north of the Park on Armstrong Street and there are site-specific policies permitting a density transfer from 7 Hinton (northwest of Armstrong and Hamilton) one lot west to 281 Armstrong. The net effect of this would result in a building in the area of approximately 20-storeys.

As discussed and illustrated later in the Zoning By-law section of this report, the lands immediately north of the Parkdale Market (northeast of Armstrong Ave. and Hamilton Ave.) are actually zoned to permit 18 storeys, transitioning to 9 at the Armstrong edge. In accordance with Official Plan policies in Section 4.11, these heights, along with a partial eight (8) height on the subject lands, will allow for a proper transition to Wellington Street West (generally permitted to be 6 stories).

- / Policy 13: Buildings on these blocks will incorporate a base, body and top to ensure an attractive, pedestrian-scaled building base, streetscape and appropriate street-to-height ratio.

Upon completion of the Secondary Plan process, the zoning of the subject lands was re-zoned from Mixed Use Centre, Subzone 12 – MC12 to Subzone 16 – MC16. The changes arising from the rezoning, and representing the present site zoning, are summarized in a table provided within the staff report (Figure 11).

The Secondary Plan zoning changes only increased the permitted building height by one (1) metre to 20 metres and provided new rear yard setback provisions to ensure sufficient transitioning. Accordingly, this zoning, which is already dated 6-7 years, did not represent a significant increase in density for what is the Tunney's Quad Mixed-Use Centre.

It is further worthy of consideration that the Wellington Street West Secondary Plan was adopted approximately a year and a half in advance of City Council approval for the Ottawa Confederation Line LRT project; with the former being adopted on May 25, 2011 and the latter being approved on December 19, 2012. The Community Design Plan recognizes that the Transportation Master Plan forecasted the introduction of Light Rail Rapid Transit, but at this time no commitment or detailed design was available to strongly justify higher densities. Accordingly, the corresponding Secondary Plan could not have forecasted the additional density and housing needs arising from the shift from Bus Rapid Transit to Light Rail Rapid Transit.

Following Council commitment to the Confederation Line, density limits in the areas surrounding Rapid Transit Stations were significantly increased through subsequent policy changes and more recent zoning amendments to ensure a concentration of residents, jobs, and services in close proximity to Rapid Transit. The proposed Official Plan Amendment has the effect of revising the permitted density to reflect the shift to LRT on a site-specific basis.



Proposed Changes to MC12 - Mixed Use Centre Subzone			
#	Address or Location	Existing Zoning	Proposed Zoning
25	All existing MC12 Properties in the study area, bounded by Holland and Parkdale Avenues and Armstrong and Wellington Streets	Maximum building heights MC12[106]: 19, FSI 3.5 MC12[110]: 19, FSI 3.0  Max FSI, only commercial: 1.5 Max.FSI, other cases: 3.0 Minimum building setback: no minimum	Maximum building height: 20m; Remove previous FSI provisions  Minimum building setback above the 3 <sup>rd</sup> storey, when building height is over 4 storeys: 2m
26	All existing MC12 Properties in the study area, bounded by Holland and Parkdale Avenues and Armstrong and Wellington Streets	Minimum required rear yard setbacks for residential and mixed use buildings: 3m	Rear yard setback minimum: 3m, for storeys 1 to 3 7.5m, for storeys 4 to 8  For through lots, the lot lines abutting the street are considered a front lot line
27	All existing MC12 and IL8 Properties in the study area, bounded by Holland and Parkdale Avenues and Spencer and Wellington Streets  The above maximum does <b>not</b> apply to 7 Hinton Avenue.	The cumulative gross floor area occupied by retail stores must not exceed 10% of the maximum permitted GFA for commercial space; where a lot contains both residential and commercial uses, the maximum permitted cumulative total gross floor area of the commercial uses is 50% of the total lot GFA on the lot	Maximum Gross Floor Area per unit of retail, service-oriented commercial uses, and office uses: 200 m <sup>2</sup>  Additional office uses are permitted on any floors above the ground floor.  <b>Note:</b> The above maximum does <b>not</b> apply to 7 Hinton Avenue.
28	All existing MC12, MC and IL8 Properties in the study area	Minimum parking requirements vary, as per Section 101	Parking spaces required or provided in the MC16 Subzone may be available for parking purposes to any land use located within the MC16 Subzone. <b>Note:</b> MC16 is proposed zoning encompassing the areas presently zoned MC12 and IL8  Please review the proposed MC16 Subzone, appended to this Table.

Figure 11: Zoning Change Summary, May 2011 report to staff



**The proposed development conforms to the general policy direction of the West Wellington Secondary Plan, however an amendment is required to Policy 9 on at least a site-specific basis to permit a partial 8-storey building with a height of up to 26.5 metres.**

### 3.5 City of Ottawa Official Plan Amendment (OPA) 150

In 2013, the City of Ottawa reviewed its Official Plan, resulting in numerous changes to its land use policies. The Ministry of Municipal Affairs and Housing issued approval of OPA 150 in April 2014, but the Amendment is currently under partial appeal before the Ontario Municipal Board (OMB). Until the OMB renders its decision on the outstanding appealed policies, the current policies of the City of Ottawa Official Plan (2003, as amended) remain in full force and effect. Notwithstanding, the revised policies reflect the most recent opinion of Council on Official Plan matters and therefore the significant distinct policies are discussed below.

The site remains located within a Mixed-Use Centre under OPA 150. Policies 3 and 4 of OPA 150 were subsequently amended and approved by City Council on October 17<sup>th</sup>. As a result of a settlement with appellants, Policy 3 of the revised Section 3.6.2 indicates that Mixed-Use Centres are priority areas for undertaking secondary plans which may provide for minimum and maximum building heights and apply either the target density for the area (identified in Figure 2.3) or decide to distribute target densities site-specifically. The respective Wellington Street West plans remain as discussed above in the Official Plan section.

Policy 4 states that in order to achieve the employment targets for Mixed Use Centres and the target density within walking distance of existing and proposed stations on the City's Rapid Transit System, a range of building heights, including High-Rise may be considered. Appropriate transition in height is to be provided at the periphery where the Mixed Use Centre abuts established Low – Mid-rise areas.

According to Figure 2.3, Tunney's Mixed Use Centre has an existing density of 187 people or jobs per hectare and a minimum target of 250. This is at least a 33.6% targeted density increase for the Mixed-Use Centre area. As will be discussed in greater detail under the existing zoning section, the subject amendments will allow for an overall density increase from the as-of-right (5,849m<sup>2</sup>) of approximately 8.75% (6,361m<sup>2</sup>).

As noted above, the Wellington Street West Secondary Plan only resulted in a zoning height increase of 5% on the subject lands. While it is recognized that the Secondary Plan would not have proposed a uniform increase of density for the study area, it is important to note that the amendments will accommodate an incremental increase on the subject lands that meets the targeted increase (on an average percentage basis) for the area.

Policy 8 states that Mixed Use Centres will optimize the use of land through provisions for compact mixed-use development. In particular relation to this site, it notes that Zoning By-law and community design plans will:

- a. Require employment and housing as part of a larger mix of uses, and permit a mix of uses, within a building or in adjacent buildings;
- b. Require residential uses in the form of apartments and other multiples at a medium or high density;
- d. Allow for the potential redevelopment of surface parking areas;

**The proposal supports the intention to provide a range of building heights, compact mixed-use development and the redevelopment of surface parking while advancing the density that is targeted within walking distance of the light rail transit station.**

Policies under Section 2.5.1 have been revised, but only to allow development proponents to respond in creative ways to the Design Objectives. Responses provided in the Official Plan section above continue to apply.

Policies under Section 4.11 have also been revised and organized into seven categories, including:

<b>Compatibility Criterion</b>	<b>Conformity</b>
Views	<ul style="list-style-type: none"> <li>/ The unique architecture and form of the building will make a positive contribution to the Parkdale Park character area.</li> <li>/ The proposed development is outside the Central Area and will have no impact on protected views.</li> </ul>
Building Design	<ul style="list-style-type: none"> <li>/ The building creates visual interest by incorporating a range of building materials and articulated façades.</li> <li>/ The principal façade and entrances are oriented to Hamilton Avenue.</li> <li>/ Includes windows on the building elevations that are visible from the public street.</li> <li>/ Incorporates stepbacks and indentation from the front and rear lot lines at the 3<sup>rd</sup>, 5<sup>th</sup>, 7<sup>th</sup>, and 8<sup>th</sup> level storey to add visual interest and reduce the impacts of massing.</li> </ul>
Massing and Scale	<ul style="list-style-type: none"> <li>/ The proposed building height, massing, and scale is designed with sensitivity to the surrounding development, as well as transitioning from existing high-rise development to the north and west.</li> <li>/ The stepbacks incorporated in the building design are dramatic with setbacks at the upper levels that are reaching approximately 10 metres. As a result, the upper levels of the building will be very difficult to see from ground level near the building. Such setbacks are also similar to City requirements for high-rise tower separation, a standard established to maximize sunlight penetration and privacy between buildings.</li> <li>/ Incorporates ground-oriented housing adjacent to the street.</li> </ul>
High-Rise Buildings	<ul style="list-style-type: none"> <li>/ A high-rise building is not being proposed.</li> </ul>
Outdoor Amenity Areas	<ul style="list-style-type: none"> <li>/ Incorporates thoughtful massing and stepbacks to ensure an adequate separation distance to adjacent rear yard amenities.</li> </ul>
Public Art	<ul style="list-style-type: none"> <li>/ No public art is contemplated at this time.</li> </ul>
Design Priority Areas	<ul style="list-style-type: none"> <li>/ The front building façade is designed to be parallel to the public street, creating a continuous street frontage along Hamilton Avenue.</li> <li>/ Proposes unique architectural treatments, including façade articulations.</li> <li>/ Defines and encloses the street by continuing a mid-rise wall context with the adjacent building.</li> </ul>

The implementing policies for Secondary Plans and Community Design Plans, discussed in Section 2.5.6 are also changed as a result of OPA 150. In particular, Policy 1 of this section states:

The City's target areas for intensification in Figure 2.3 are priority areas for undertaking community design plans and other secondary planning processes. Planning areas will be established in annual work programs based on the following criteria:

- a. The potential of the area to accommodate growth and intensification;
- b. The pressure for growth in the area;

- c. Opportunities to coordinate the plan with a municipal initiative such as replacement of water and wastewater infrastructure or the redesign of road rights-of-way; and
- d. Opportunities to capitalize on the City's investment in transit or other infrastructure.

**The site and surrounding area, referred to as the “Tunney’s Quad Mixed Use Centre”, are considered an area for intensification under Figure 2.3 of OPA 150. Under this Figure 2.3, the density target for Tunney’s Quad is 250 jobs and people per gross hectare. Since the Council approval for the establishment of Light Rail Transit (LRT) in the immediate vicinity, the pressure for growth and opportunity to capitalize on the City’s investment in transit in accordance with the above policy have increased since that which was contemplated at the time of the Secondary Plan adoption.**

Policy 5 updates the components to be included in Community Design Plans and area-specific plans:

- a. A plan of how the land will develop or re-develop over time, including land uses, open space, public rights-of-way for roads and transit, and connections for walking and cycling;
- b. Analysis of how the proposed development will achieve the minimum number of jobs and the density and mix of residential units required by policies in this Plan; where applicable, the density requirements in Figure 2.3 may be achieved overall by assigning different levels of density to individual sites;
- c. Identification of stable areas and areas suitable for intensification, based on proximity to transit and compatibility with the current or planned character of the surrounding area;
- d. Building heights and minimum densities for development parcels or areas within the planning area;
- e. Planning and design strategies to support walking and cycling and increased use of transit;
- f. Measures to improve the natural heritage system and reduce the impact of development on it;
- g. Requirements for public facilities such as parks, schools, cycling facilities and sidewalk improvements and measures to secure them;
- h. An assessment of water, wastewater and stormwater infrastructure, including any planned upgrades or known constraints, and measures to address shortfalls; and
- i. A section indicating the circumstances under which changes to the plan would need approval of Council

**Importantly, the Wellington Street West Community Design Plan (CDP) does not meet Policy 5B. The CDP does not include an analysis of how the Plan will meet the minimum job and density targets and does not cite Figure 2.3; which identifies the Tunney’s Quad as an area intended for intensification. Given that the Plan has not considered density targets in its analysis, which ultimately resulted in the prescribed zoning and Secondary Plan policies, it can be considered outdated in reference to the most recent opinions of Council. The intention of the Official Plan Amendment proposed herein is to permit a density that more appropriately coheres with the site’s ideal land use as a result of transit improvements and revised planning policy direction.**

**The proposed amendment conforms to the approved and appealed policies of Official Plan 150.**





<b>Table 3: Zoning Evaluation</b>				
<b>Zoning Mechanism</b>		<b>Required</b>	<b>Proposed</b>	<b>Compliance</b>
Lot Area		No minimum	1,138.8 m <sup>2</sup>	✓
Lot Width		No minimum	31.9 m	✓
Minimum Front Yard Setback		2m from façade facing a public street	2m	✓
Minimum building stepback above the 3 <sup>rd</sup> storey when building is over 4 storeys		2m from front building wall	Storey 1: 2m	✓
			Storey 2: 5.45m	✓
			Storeys 3-4: 4.55m	✓
			Storeys 5-6: 6.95m	✓
			Storeys 7: 8.45m	✓
			Storeys 8: 9.5m	✓
Minimum Interior Side Yard Setback		No minimum	0m	✓
Minimum Rear Yard Setback		3m for storeys 1 to 3; 7.5m for storeys 4 to 8 of a building	Storeys 1: 6.35m	✓
			Storeys 2-3: 6.35m	✓
			Storeys 4-5: 7.5m	✓
			Storeys 6-8: 9.5m	✓
Maximum GFA	For retail	200m <sup>2</sup>	112.7 m <sup>2</sup>	✓
	For office	Ground floor: 200m <sup>2</sup> ; other floors no maximum	192.9 m <sup>2</sup>	✓
Maximum Building Height		20 metres (site-specific)	26.2 metres	✗
Minimum Required Resident Parking		Area Z: No off-street motor vehicle parking is required to be provided	49 spaces	✓
Minimum Required Visitor Parking		0.1 per dwelling unit after the first 12 units = 6 spaces	8 spaces	✓
Minimum Required Retail Parking		MC16: Uses of less than 150m <sup>2</sup> on the ground floor are not required to provide parking = 0 required	0 spaces	✓
Minimum Required Office Parking		Area Z: No off-street motor vehicle parking is required to be provided	6 spaces	✓
Minimum Parking Space Dimensions		2.6 m x 5.2 m	2.6 m x 5.2 m	✓

<b>Table 3: Zoning Evaluation</b>			
<b>Zoning Mechanism</b>	<b>Required</b>	<b>Proposed</b>	<b>Compliance</b>
Minimum Number of Bicycle Parking Spaces	0.5 spaces per dwelling unit = 37.5 spaces	40 spaces	✓
Minimum Required Amenity Area (Total)	6m <sup>2</sup> per unit = 450 m <sup>2</sup>	1,323.3 m <sup>2</sup>	✓
Minimum Required Communal Amenity Area	50% of total amenity area required = 225 m <sup>2</sup>	209.5 m <sup>2</sup>	✗

### 3.7 Relief Required

As summarized in Table 3, relief is required for the following zoning provisions to permit the proposed development:

- / **An increased maximum building height of 26.2 metres, whereas the prevailing zoning on the property applies a 20-metre maximum building height limit.**

The proposed building height is designed to achieve a transition from high-rise uses near Tunney's Pasture to the Wellington Street West corridor. The Official Plan policies support mid-rise buildings in the Mixed Use Centre designation in areas within 600 metres of rapid transit stations where a built form transition is appropriate.

The site provides a unique opportunity to contribute to a transition from the 37 storeys permitted abutting Scott Street to the six (6) storeys permitted at Wellington Street West. Figure 13 indicates the range of building heights in the immediate area of the subject site. Generally, building heights north of Armstrong Street are permitted in significantly higher measures than that permitted south of Armstrong Street. In order to facilitate an acceptable transition, mid-rise buildings such as that being proposed are essential where they can smoothen an abrupt shift in building height between two density areas.

It is worth noting that in regard to Figure 13 and the surrounding building heights more generally, 281 Armstrong is eligible for a density transfer from the easterly 7 Hinton Avenue site, which is subject to a heritage protection that limits development on the property. Therefore, under Policy 12 of Section 11.3.3 of the Wellington Street West Secondary Plan, 281 Armstrong can be developed to an area equal to the Floor Space Index (FSI) of an 8 storey building on the 7 Hinton site. Given the smaller lot area, such a development would likely take the form of a high-rise tower. Figure 18 of this report forecasts a height of 21 storeys. Such a height also meets the objective of compliance with the Urban Design Guidelines for High-rise Buildings of the City which dictate smaller tower floor plates and minimum separation distances from property lines.



Figure 13: Permitted Building Heights from Scott Street to Wellington Street West

The additional building height adds density in proximity to the Tunney's Pasture rapid transit station, increasing ridership and encouraging alternative modes of transportation in the community. Simultaneously, the building is sensitively designed to respect the established residential area to the south and west. Specifically, this is achieved through the relatively small footprint of the upper floors of the building created through the generous setbacks, and the siting on the lot.

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The subject property represents a key opportunity for intensification along Parkdale Park that creates a cohesive, yet distinctive wall condition along Hamilton Avenue. This proposal is uniquely in keeping with the intended vision for the street and the area more generally. The additional building height makes the provision of an active retail frontage more feasible by providing improved ground-floor ceiling heights while still meeting marketable GFA targets for residential units.

The increased height of the building also presents an opportunity for the creation of an architecturally distinct building in the community. The articulated architecture of the building is intended to create a unique presence on the streetscape, differentiating this segment of Hamilton Avenue from the lower profile development to the south.

**A reduced minimum communal amenity area of 46.5% of the total minimum amenity area, whereas 50% of the minimum required amenity area must be communal under the zoning by-law.**

The proposed communal amenity area, located on the rooftop, measures 209.5m<sup>2</sup> in size whereas 225m<sup>2</sup> is required for the subject site. This is a modest reduction in size arising from the constraints of the proposed stepbacks which limit the available rooftop area that can be used viably for amenity.

It should be noted that the overall required amenity area is 450m<sup>2</sup>, and 1,323.3m<sup>2</sup> is being provided which results in a 294% fulfillment of the overall requirement. Were the stepbacks less dramatic, it would be possible to meet the amenity requirement, however it would result in greater impacts on adjacent properties. Given that Parkdale Park is located immediately across from the site, there is direct access to a substantial public communal amenity area that more than sufficiently addresses a 15.5m<sup>2</sup> deficiency in communal amenity area provided.



As discussed throughout this report, the proposed development meets and exceeds the standards for urban design in the City of Ottawa. The proposed development results in a distinct, attractive building which complements and elaborates upon the established and planned neighbourhood context. The building siting establishes a strong, animated streetscape; providing “eyes on the street”. The building massing goes beyond setback minimum requirements to suitably address impact issues with regard to privacy, shadowing, and wind.

## 4.1 Materiality and Aesthetic

As shown in Figure 7 and the title page of this report, the proposed building has been designed to a high standard suitable for an area of notable visibility within a desirable and growing community. The use of light materials provides contrast and visual diversity when compared to the approved and under-construction apartment building located at 12 Hamilton Ave.

The massing of the building has been split into two complementary blocks through strong vertical elements framing the balconies which exchange emphasis between sides of the building as the storeys increase in height. Articulation cuts in the upper balconies further break up the massing into distinctive sides while also providing improved sunlight penetration.

Generous fenestration is provided, notably for the ground floor commercial areas. This will allow for interior lighting to contribute to the streetscape in evenings; providing visual warmth, safety, and a sense of place in the neighbourhood.

The building aesthetic is softened through the inclusion of street trees along the frontage. Small planters are also incorporated along the building edge at the ground floor. Landscaping elements are proposed along the balcony edges on the 2<sup>nd</sup>, 7<sup>th</sup>, and 8<sup>th</sup> floors. This will further soften the building edges while providing a contrast to the proposed materials.

## 4.2 Urban Design Guidelines for Transit-Oriented Development

The Urban Design Guidelines for Transit-Oriented Development were approved by Council in January 2009 and are intended to be used for development near transit stations such as that being proposed.

The following design guidelines for transit-oriented development apply and are being achieved through the proposed development:

- / Provides transit-supportive land uses within a 600-metre walking distance of a rapid transit station.
- / Contributes to a range of housing types within the community.
- / Locates the proposed building along the front of the street to encourage ease of walking between the building and to public transit.
- / Locates a high-density residential use close to the transit station.
- / Creates transition in scale between higher-intensity development around the transit station and adjacent lower-intensity communities.
- / Creates a highly-visible building through distinctive design features that can be easily identified and located.
- / The proposed building is located in reference to the front property line in a manner that is intended to define the street edge.
- / Provides architectural variety on the lower storeys of buildings to provide visual interest to pedestrians.
- / Proposes a reduced number of parking spaces to minimize surface parking and encourage transit use.
- / Locates parking to the rear of the building and not between the public right-of-way and the functional front of the building.

### 4.3 Shadowing Study

A shadowing study was prepared by Project1 Studio to compare the impact of the proposed design with a similar development prepared within the as-of-right building envelope for the site's current zoning:

## March 21

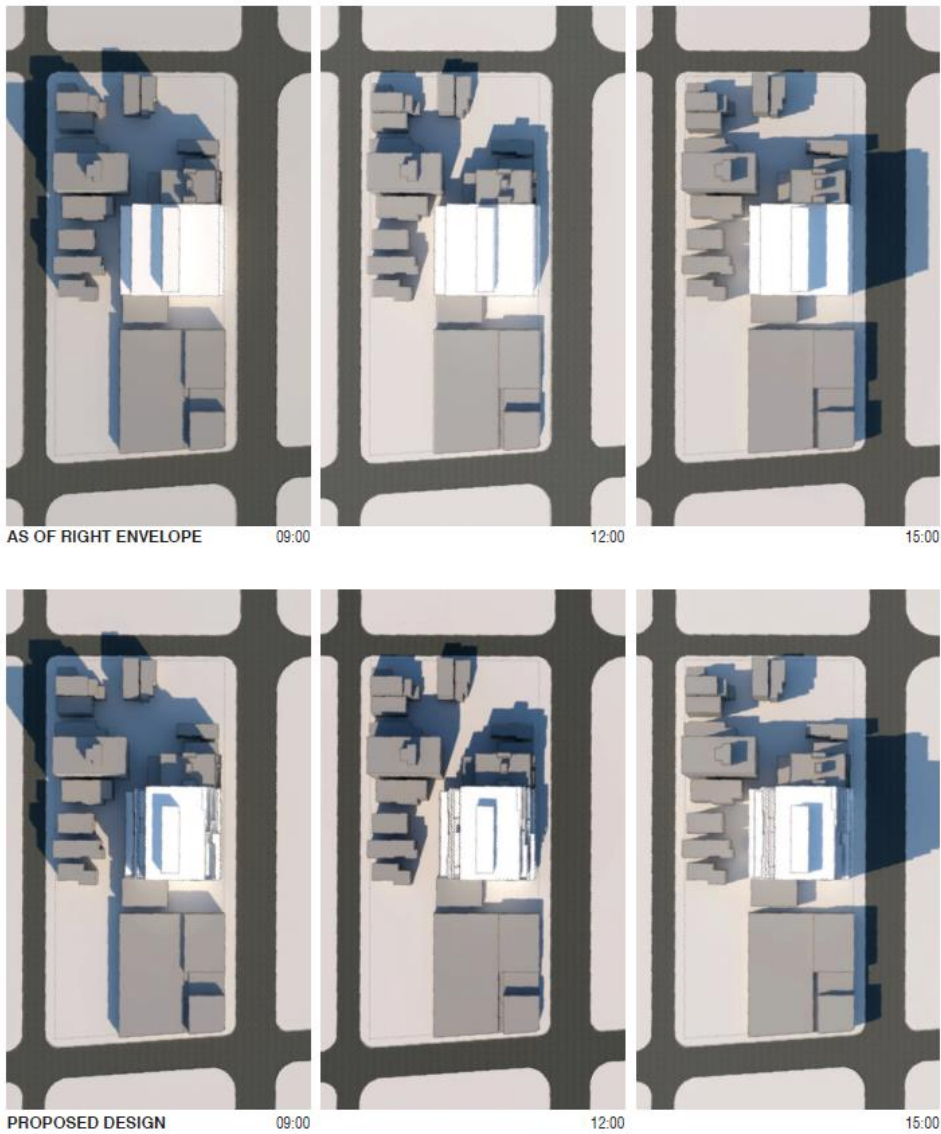


Figure 14: Shadow Impact Comparison, March 21

# June 21

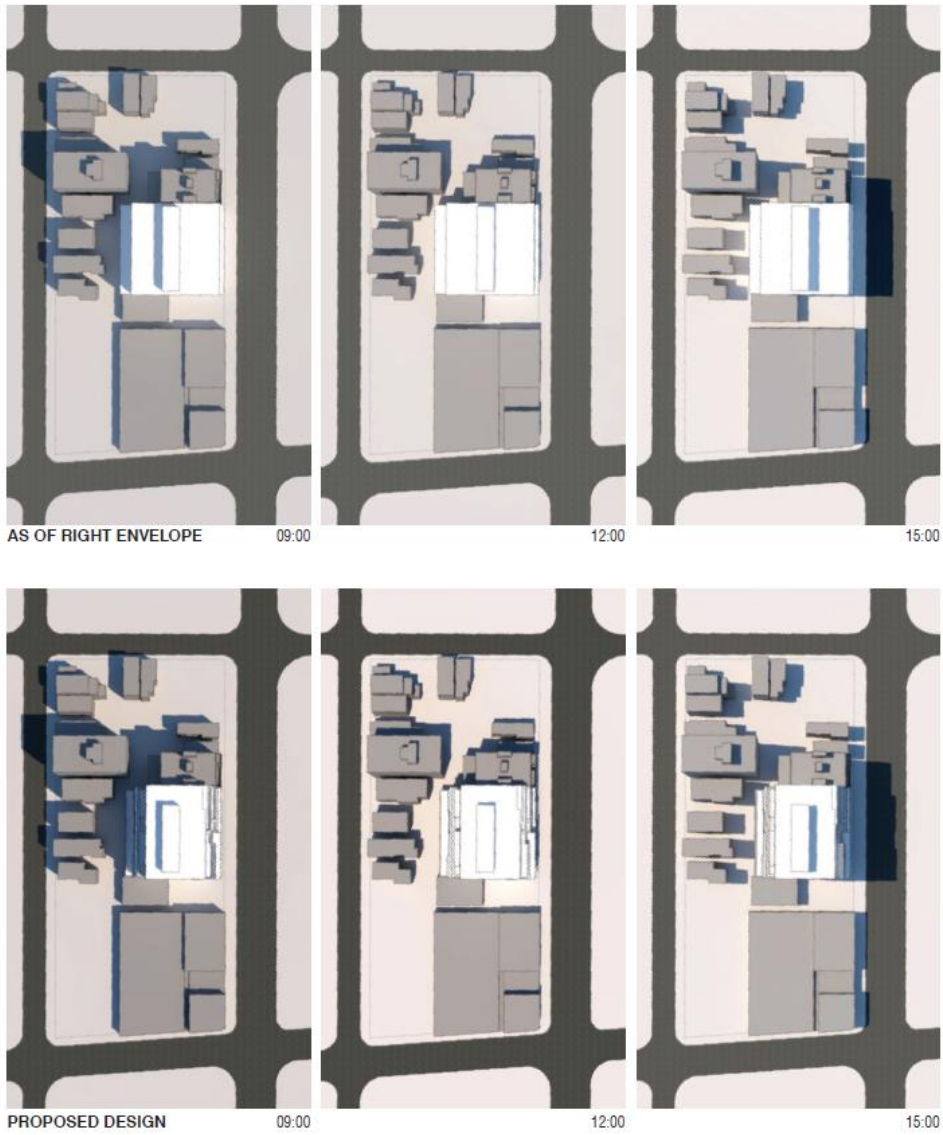


Figure 15: Shadow Impact Comparison, June 21

## December 21

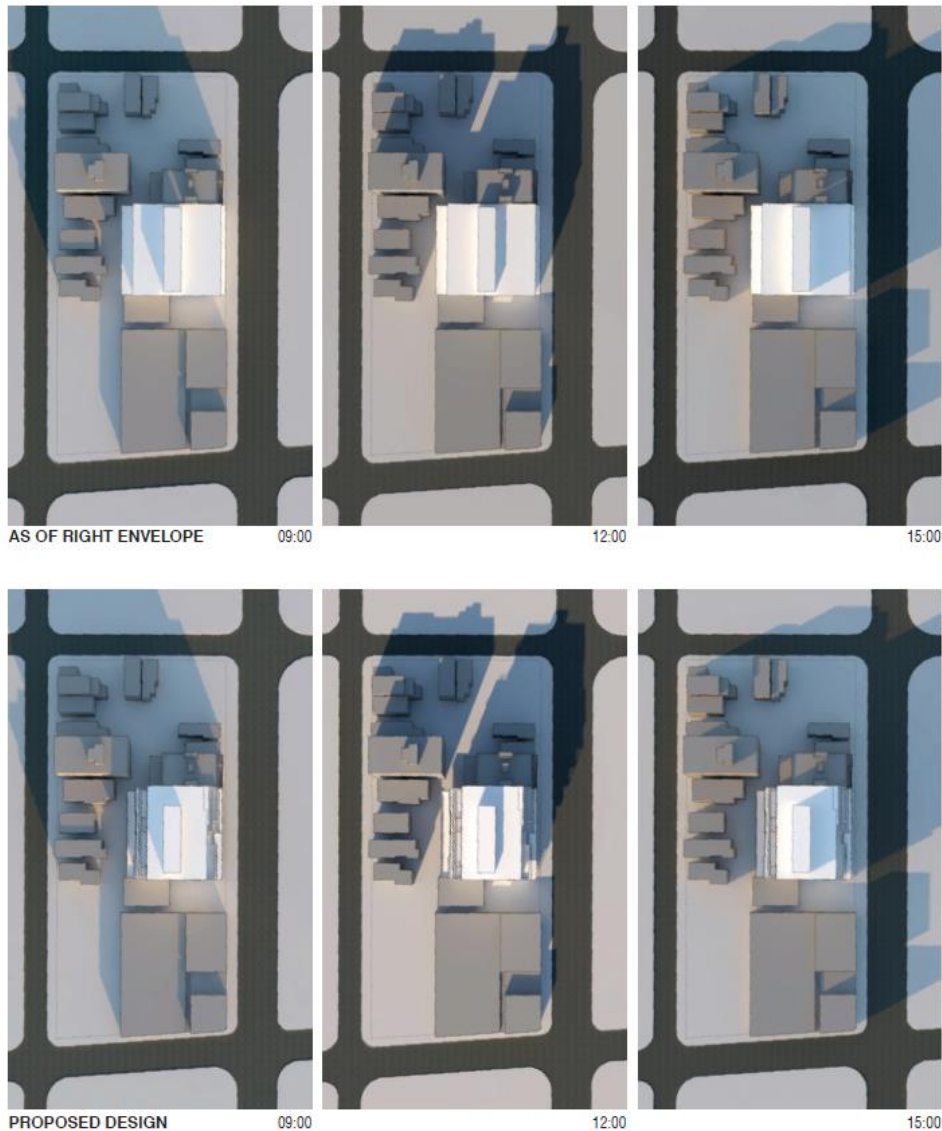


Figure 16: Shadow Impact Comparison, December 21

The shadow study figures provided above illustrate that the additional height does not result in unreasonable (in fact almost identical) shadows when compared to what is permitted within the current regulatory and policy framework. The thoughtful incorporation of stepbacks dramatically reduces the impact of the additional height and results in a building that will cohesively exist within the existing built form and abutting properties.



#### 4.4 Massing and Transition

The proposed height was strategically considered for the manner by which it can facilitate a transition from the high-density area surrounding the Tunney's Pasture Light Rail Station to the medium-density, traditional mainstreet character of the Wellington Street West. Moderate shifts in building height such as that being proposed articulate a more distinctive skyline, create a richer fabric along the streetscape, and avoid monotony in urban form.

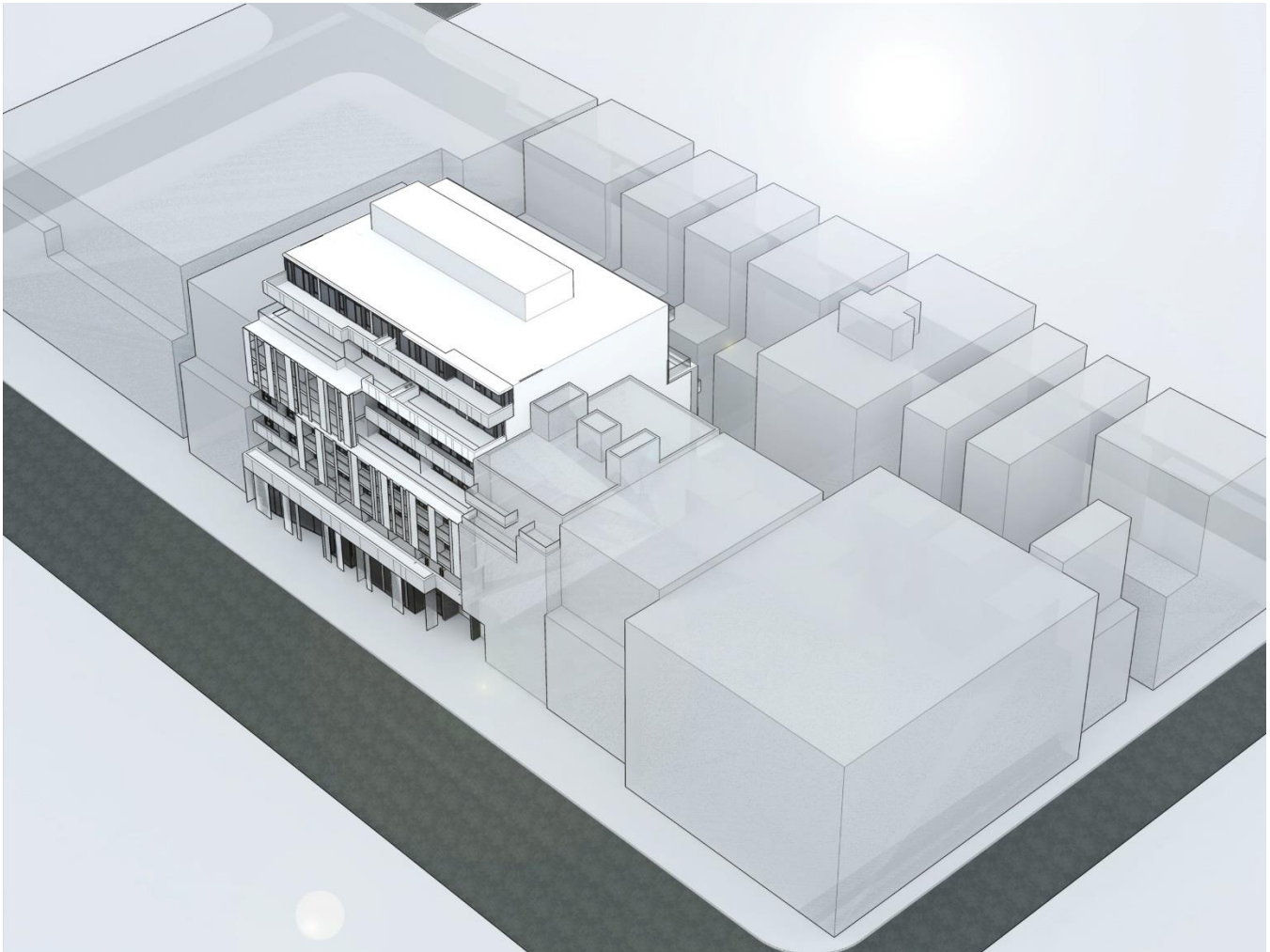


Figure 17: Massing comparison with abutting as-of-right development potential

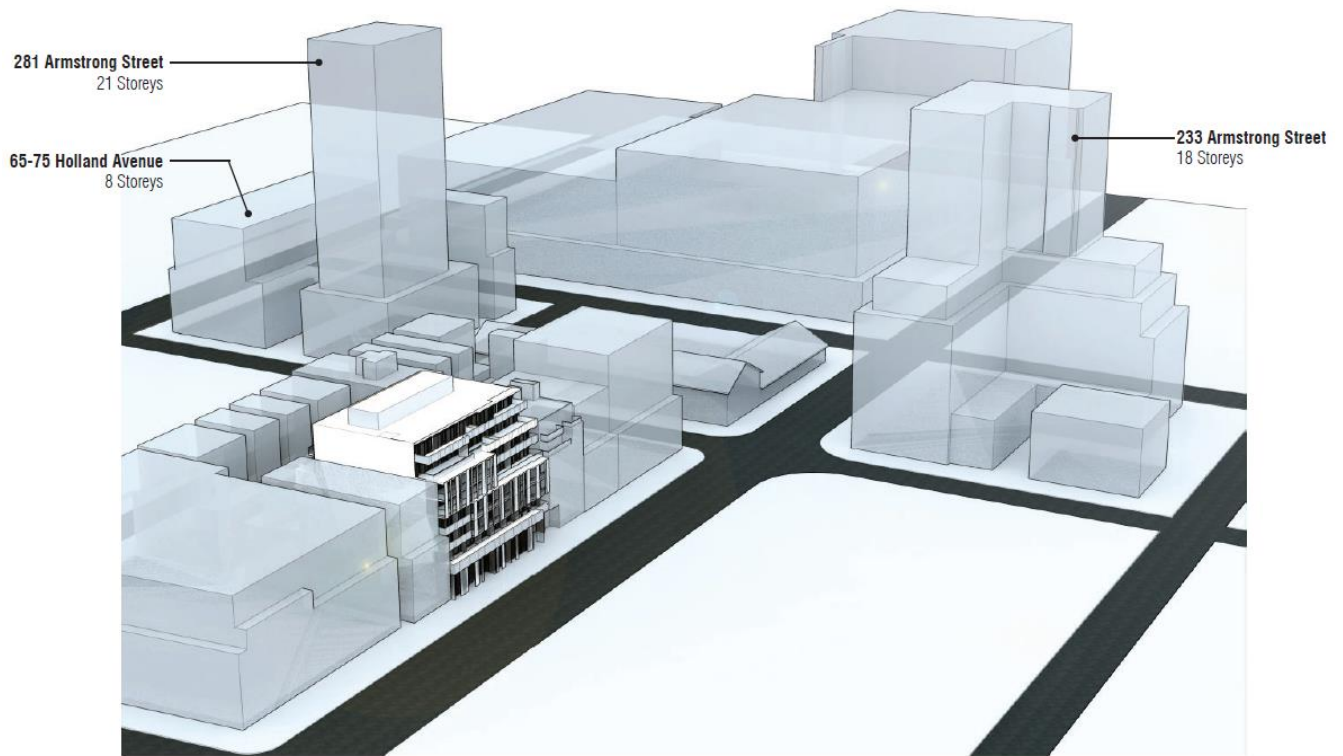


Figure 18: Massing comparison including northerly blocks

## 5.1 Site Servicing Study

A Servicing and Stormwater Management Report was prepared by Kollaard Associates, dated October 23, 2018. This report addresses the adequacy of the existing municipal storm and sanitary sewer system and watermain to service the proposed development. It concludes that Stormwater Management for the proposed development will be achieved by restricting the 100 year post development flow to the 5 year pre-development flow. The peak sewage flow rate from the proposed development will be 1.58 L/sec. The existing municipal sanitary sewer should have adequate capacity to accommodate the minimal increase in peak flow. The City has not identified any capacity issues in the existing sanitary sewer system.

The existing municipal watermain along Hamilton Avenue North will have adequate capacity to service the proposed development for both domestic and fire protection. A booster pump will be needed within the building to ensure sufficient pressure on the upper floors.

## 5.2 Geotechnical Study

A Geotechnical Investigation was prepared by Paterson Group, dated October 22, 2018. This study determined that from a geotechnical perspective, the subject site is adequate for the proposed multi-storey building. The proposed building is expected to be founded on conventional footings placed on an undisturbed, compact to dense, glacial till bearing surface.

## 5.3 Transportation Impact Study

A Transportation Impact Study was prepared by Parsons, dated October 22, 2018. The report satisfies the TIA requirements for the development and recommends the project to proceed from a transportation perspective.

## 5.4 Noise / Vibration Study

An Environmental Noise Assessment was prepared by Gradient Wind Engineering, dated October 24, 2018. The report determined that since noise levels fall below ENCG criteria, the proposed development is expected to be compatible with the existing and future noise sensitive land uses. The report recommended that mechanical equipment on the roof, such as the emergency generator and MUA be placed as far as possible from the roof top terrace in order to improve sound levels within the noise sensitive space.

## 5.5 Wind Analysis

A Pedestrian Level Wind Study was prepared by Gradient Wind Engineering, dated October 23, 2018. The study determined that excluding anomalous localized storm events such as tornadoes and downbursts, no areas over the study site are considered uncomfortable or unsafe.

## 6.0 CONCLUSIONS

It is our professional opinion that the proposed applications for Zoning By-law Amendment, Official Plan Amendment, and Site Plan Control are appropriate, represent good planning, and are in the public interest.

The proposed amendments are 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 amendments conform to the Official Plan's vision for managing growth in the urban area, particularly the targets for intensification set-out in OPA 150, while meeting the policies for Mixed-Use Centres. The proposed amendments and development respond to the development context by continuing the existing and planned mid-rise built form along Hamilton Avenue, as well as ensuring a built form transition along the street. The development meets the urban design and compatibility objectives, principles, and policies in Sections 2.5.1 and 4.11 of the Official Plan.

The proposed development meets all of the applicable requirements in Comprehensive Zoning By-law 2008-250, with the exception of building height and a minor reduction in communal amenity space. The requested amendments are appropriate and will not create undue negative impacts on the community or surrounding properties.

Supporting studies confirm that the proposal is functional and appropriate.

Sincerely,



Scott Alain, M.Pl  
Planner



Brian Casagrande, MCIP RPP  
Director, Planning + Development