FOTENN

1995 Carling Avenue

Planning Rationale
Zoning By-law Amendment and Site Plan Control
April 21, 2020

FOTENN

Prepared for Claridge

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1.0 Introduction

Fotenn has been retained by Claridge Homes ('Claridge') to assess the appropriateness of a proposed redevelopment of their lands known municipally as 1995 Carling Avenue ('subject property') in the Laurentian neighbourhood of the City of Ottawa. Specifically, Fotenn was asked to consider whether a 27-storey residential building is an appropriate use for the subject property, which is currently occupied by two single-detached homes. Based on the findings of our assessment, Fotenn has prepared the following Planning Rationale and Design Brief in support of the enclosed Zoning By-law Amendment and Site Plan Control applications.

Figure 1: Carling Avenue Context for the Subject Property

2.0
Site Context

2.1 Subject Property

The subject property, which is municipally known as 1995 Carling Avenue, has 30.97 metres of frontage on Carling Avenue and 45.07 metres of frontage on Bromley Road, and is slightly skew in shape due to the angled intersection of Bromley Road and Carling Avenue. The property is legally known as Part of Block A on Registered Plan 4M-98 in the City of Ottawa and is 1,461.2 square metres in size.

The property is currently occupied by two low-rise dwelling units with shared vehicular access off Bromley Road.

Figure 2: Subject Property

2.2 Surrounding Area

Carling Avenue is one of the city's major east-west corridors, both with respect to transportation and land use. The subject property is located along the corridor between Lincoln Fields Shopping Centre and the Highway 417 accesses. Significant commercial, office and high-density residential uses are found along this corridor.

In the immediate vicinity of the subject property, development is predominantly residential in character, with housing typologies ranging from single-detached dwellings to high-rise apartments. The subject property's context is primarily defined by the 26-storey mixed-use building directly west of the subject property, known as 2001 Carling or Bromley Square.

The surrounding uses can be described as follows:

North: Directly north of the subject property is an approximately 15.5-metre wide property, which provides loading and servicing access to the Bromley Square apartment building located to the west of the subject property. Further north is the predominantly low-rise residential Laurentian neighbourhood. Within Carlingwood, shown as Census Tract 0032.01 on Figure 3, almost 60 percent of dwelling units are located in mid- and high-rise buildings (2016 Census).

East: For approximately 350 metres east of the subject property, a series of three-storey apartment buildings face Carling Avenue. To the rear of these apartments, semi-detached bungalows back onto Bromley Road. A commercial plaza is located approximately 375 metres east of the subject property.

South: Detached homes face the subject property across the Carling Avenue right of way (ROW). The Glabar Park neighbourhood, located on the south side of Carling Avenue in the vicinity of the subject property, is generally developed with single-detached homes: 68% of the dwelling units in Census Tract 0025.00 delineated on Figure 3 are single-detached dwellings (2016 Census). Nevertheless, apartments and other multiple-attached dwelling types are found along Carling Avenue.

West: The Bromley Square building consists of a large two-storey above ground parking podium which covers the majority of the property, and a 24-storey tower which includes one floor of office units and 23 storeys of residential apartments, for a total height of 26 storeys. Mid- and high-rise residential uses are found west of Bromley Square. The Carlingwood Shopping Centre is approximately 350 metres west of the subject property along Carling Avenue.

Figure 3: Neighbourhood Level Context for the Subject Property

Figure 4: Context Photos - Abutting Properties

2.3 Neighbourhood Amenities

Three community parks are found within a 500-metre radius of the subject property: Glabar Park, Westwood Park and Tillbury Park. The property is also well served with respect to schools, with two high schools, three elementary schools, and several private schools located within one kilometre of the property. The closest community building is the Carlingwood Branch of the Ottawa Public Library, located in the Carlingwood Shopping Centre; McKellar Park Community Building, the Dovercourt Recreation Centre and the J.A. Dulude Arena also serve the Carlingwood Neighbourhood.

Commercial amenities are available at the Carlingwood Shopping Centre, which includes a large retail food store, and in smaller-scale retail and service commercial uses located east along Carling.

2.4 Transportation

The subject property is bordered by Carling Avenue to the south, Highway 417 (Queensway) to the north and Bromley Road to the east. Carling Avenue is a six (6) lane arterial road. Bromley Road is a local street and is closed to vehicular through-traffic just north of the Bromley Square access. Carling Avenue has a protected 44.5-metre Right of Way, as confirmed by Annex 1 of the Official Plan. The existing ROW width is approximately 30 metres. As confirmed through the pre-application consultation process, the proposed development includes a four-metre ROW protection above grade and for the first two underground parking levels, with deeper parking levels set back 0 metres from the existing property line.

Higher-order transit service is planned to serve the Carling Avenue corridor, which is identified as a Light Rail Transit (LRT) route with at-grade crossings on Schedule D to the Official Plan, as shown in Figure 5. The subject property is within a 400 metre (5 minute) walk of two planned LRT stations. Timing for the design and construction of the LRT extends beyond 2031 – the Carling Corridor is identified as a Transit Priority Corridor (Continuous Measures) on the 2031 Affordable Network concept by the 2013 Transportation Master Plan.

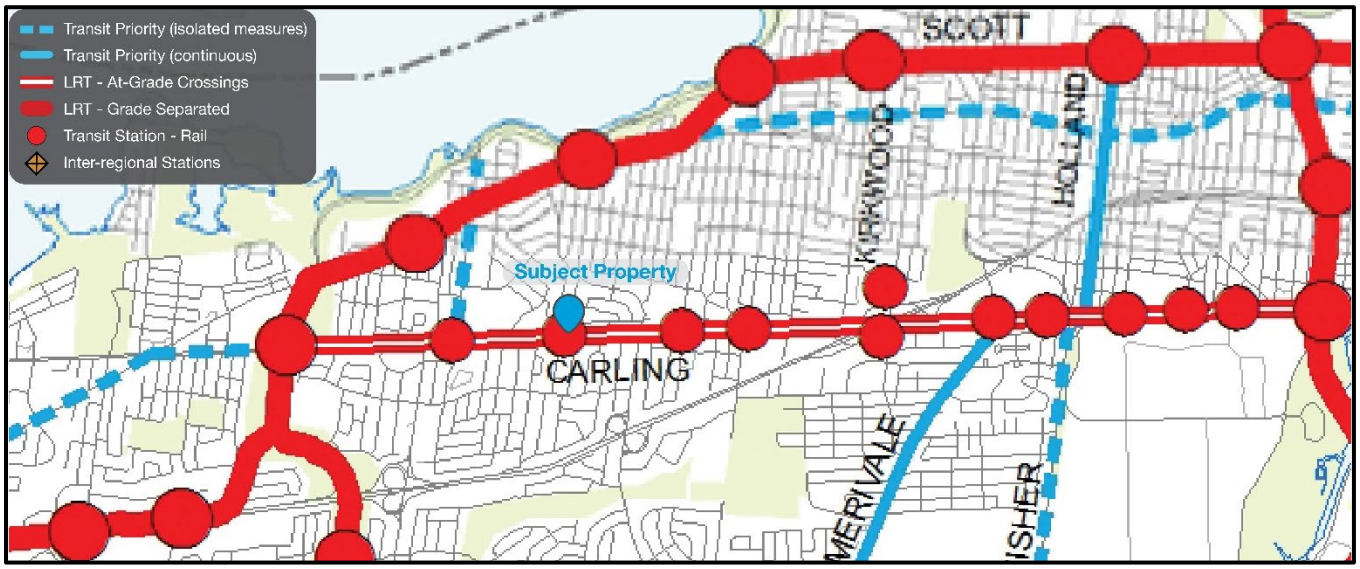

Figure 5: Planned Transit Context for the Subject Property (Extract from Schedule D of the Official Plan).

A Planning and Functional Design Study for the Transit Priority improvements is underway by the City of Ottawa, and timelines are expected to be identified in the forthcoming Transportation Master Plan update. The Study is seeking a functional design for Carling Avenue that will widen sidewalks and cycling facilities in key areas and modify intersections. Adjacent to the subject property, a bus lane is proposed with two vehicular traffic lanes in each direction. The subject property is currently served by one frequent bus route offering 15-minute weekday service.

The subject property is connected to Ottawa's cycling network via a dedicated bike lane on Sherbourne Road, which can be accessed off Bromley Road. The Sherbourne Road bike lane connects to the Byron cycle pathway, which provides strong east-west connections. Once infrastructure improvements have been implemented along the full length of Carling Avenue, its planned function as a cycling spine route will be realized and the subject property will have a direct cycle connection to the rest of the city.

3.0
Proposed Development

A 27-storey apartment building containing 210 dwelling units is proposed for the subject property. A mix of one- and two-bedroom units are proposed, with approximately 60% provided as two-bedroom units.

The four-storey podium fills most of the lot and is set three metres back from the proposed four-metre ROW protection along Carling Avenue. A slender tower form is created through a highly articulated building shape. The tower is set back at least two metres from the podium for two thirds of the tower frontage on Carling, and projects out over the podium for the remaining third of the frontage, creating a sheltered entrance space. The tower floorplate is 706 square metres and is set back 8 metres from the west interior side lot line, providing 20.48 metres of tower separation to the existing Bromley Square tower.

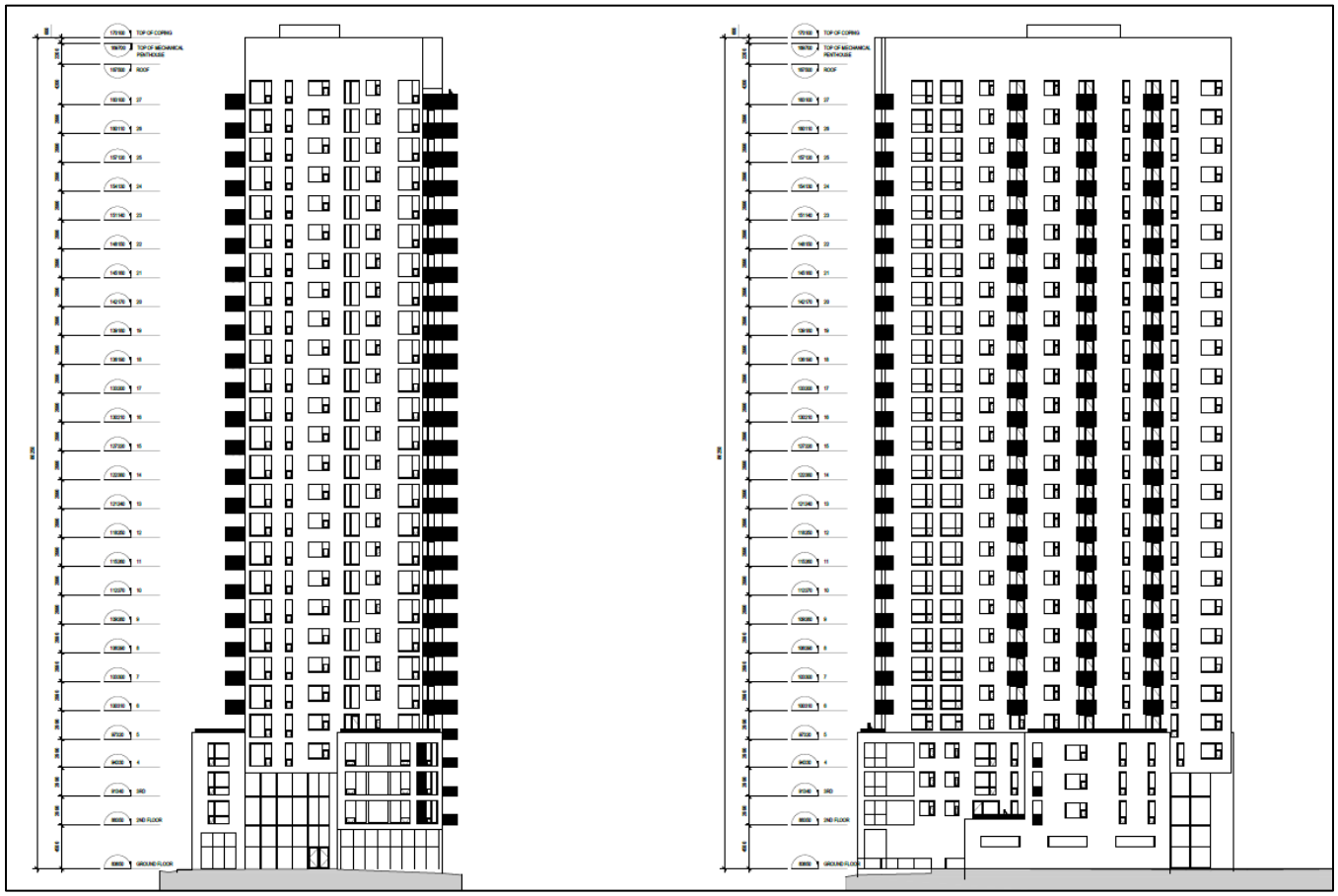

Figure 6: South (Carling) and West (interior side) Elevations of the Proposed Development

The main entrance, facing Carling Avenue, is accentuated by the overhanging tower form, which provides shelter for the pedestrian seating area at the building entrance. A small soft-landscaped amenity area is provided next to the building entrance, facing Carling Avenue. Additional outdoor amenity space is provided in an interior yard. Interior amenity space at the ground floor provides active at-grade uses, while ensuring the total provided communal amenity space conforms with zoning requirements.

All vehicular and resident bicycle parking is provided in six below-grade levels, which are accessed from Bromley Road.

Figure 7: Extract from the Proposed Site Plan

4.0
Policy and Regulatory Framework

4.1 Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It 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 recognizes that "the long-term prosperity and social well-being of Ontarians depends on maintaining strong communities, a clean and healthy environment and a strong economy". To this end, the PPS generally promotes the creation of "healthy, liveable and safe communities", through efficient land use patterns based on densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities, minimize air quality impacts, promote energy efficiency, support active transportation, are transit and freight supportive, and include a range of uses and opportunities for redevelopment and intensification. Planning authorities are to identify appropriate locations for intensification and redevelopment taking into account the existing building stock and the availability of suitable existing or planned infrastructure and public service facilities (Policy 1.1.3.3).

New development is to have a compact form, and a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Section 1.4 contains policies specific to housing and states that planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents. This is to be accomplished by:

- 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;
- Promoting densities for new housing that 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;
- Establishing development standards for residential intensification, redevelopment, and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

The PPS also states that efficient use should be made of existing and planned transportation systems, including rapid transit and cycling infrastructure. Policy 1.6.7.4 states that land use patterns, densities and a mix of uses should be promoted that minimize the length and number of vehicle trips and supports the development of viable choices and plans for public transit and other alternative transportation modes.

The proposed development is consistent with the PPS 2014, supporting the evolution of healthy, liveable and safe communities. As a site located on an identified Transit Corridor (Carling Avenue) the intensification of the subject property with high-density residential supports transit use, efficiently uses infrastructure, and helps to provide an appropriate range and mix of housing types.

4.1.1 Proposed Provincial Policy Statement Changes

In Summer 2019, the Provincial Government announced proposed changes to the Provincial Policy Statement. A new Provincial Policy Statement (PPS 2020) is scheduled to come into force on May 1, 2020. The proposed changes with relevance to the proposed development are summarized below:

- Part 4 of the revised PPS adds language encouraging planning authorities to permit and facilitate a range of housing options, including residential intensification, to respond to current and future needs.

- Section 1.8 adds new policy language encouraging “transit-supportive development and intensification” to “improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

- Overall, policies have been strengthened to encourage adaptation and resiliency in response to the impacts of a changing climate. Climate change mitigation and increased energy efficiency remains an important objective in the PPS. The impacts of a changing climate are now defined as “the potential for present and future consequences and opportunities from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability.”

The increased focus on climate change mitigation and adaptation in the PPS better instructs planning authorities to protect matters of provincial interest as set forth in the Planning Act, specifically the:

- Protection of ecological systems, including natural areas, features and functions;

- Conservation and management of natural resources and the mineral resource base;

- Orderly development of safe and healthy communities;

- Protection of the financial and economic well-being of the Province and its municipalities; and

- Protection of public health and safety.

As a significant residential intensification project along a planned transit corridor, the proposed development contributes to climate change mitigation and adaptation by potentially reducing automobile commute journeys and reducing demand to develop lands currently providing ecological services, consistent with the PPS 2020.

4.2 City of Ottawa Official Plan

The overarching policy document directing development, land use and growth in the City of Ottawa, the City of Ottawa Official Plan (‘Official Plan’) is composed of eight sections, each of which addresses a different aspect of the planned function of the city as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the city.

The city’s population is estimated to grow to 1,136,000 individuals and 489,000 households by 2031. One third of housing growth is anticipated within the greenbelt. At the same time, average household size inside the Greenbelt is expected to decline from approximately 2.18 people in 2021 to approximately 2.12 people in 2031. Therefore, much of the anticipated demand within the Greenbelt will be for new housing in the form of smaller units such as apartments.

The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant:

- Managing Growth
  - The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently;
  - Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.

/ Creating Liveable Communities
- Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing and places to work and shop;
- Attention to design will help create attractive communities where buildings, open space, and transportation work well together.

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), as discussed below.

The proposed development intensifies an under-utilized property within the City's urban area and in an area identified as a target for intensification. The compact form and high residential density of the development will encourage active transportation and transit use, helping to manage growth in the City of Ottawa.

4.2.1 Managing Growth

Section 2.2.2 of the Official Plan addresses the management of growth in Ottawa, including the promotion of efficient land-use patterns through intensification of locations strategically aligned with the transportation network, in particular the rapid transit network. Lands designated as Mainstreets have been identified as strategic locations for intensification. Mainstreets constitute a critical element in the City's growth management strategy and represent opportunities for substantial growth.

A central tenet of successful intensification is the quality of built environment. Well-designed public spaces and buildings are considered to be critical factors in achieving compatibility between the existing and planned built form. The Plan requires that intensification proposals have full regard for the immediate and wider surroundings. The subject property will be held to a higher standard for design excellence given its location within a Design Priority Area (i.e. on an Arterial Mainstreet). Policy 11 of Section 2.2.2 states that the appropriate distribution of building heights will be determined by location in a Target Area for Intensification, proximity to a Rapid Transit Station, and design and compatibility criteria as detailed in Section 4.11. Building heights are to be implemented through the zoning and may be established by the Official Plan or a Secondary Plan.

Policy 3 of Section 2.2.2 defines 'Target Areas' for intensification to include Arterial Mainstreets and Transit-Oriented Development Areas. The target density for Carling Avenue is 200 people and jobs per net hectare (ppj/ha) – an increase from the 2012 density of 133 ppj/ha (Figure 2.3).

The location of High-Rise buildings (i.e., buildings 10 to 30 storeys) is influenced by the need to provide adequate separation between existing, planned and potential high-rise buildings. Section 2.5.6(13) directs that impacts to existing developed areas by high-rise buildings should be mitigated by building design and transition as set out in Section 4.11.

Section 2.2.2 deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure. Consequently, the Plan directs growth to locations with significant development potential, specifically those designated as Central Area, Mixed-Use Centres, Employment Areas, Enterprise Areas, Developing Communities, and Mainstreets. By directing growth to the specific land use designations, the stability of neighbourhoods within the General Urban Area designation is enhanced.

Residential intensification is broadly defined in Section 2.2.2, Policy 1 as the intensification of a property, building or area that results in a net increase in residential units or accommodation and includes the development of vacant or underutilized lots within previously developed areas and infill development.

The proposed development meets the definition of residential intensification as defined within the Official Plan and helps to achieve the growth management objectives of the Official Plan. The subject property is located within a Target Area for intensification.

4.2.2 Land Use Designation

The subject property is designated "Arterial Mainstreet" on Schedule B of the City of Ottawa's Official Plan, as shown in Figure 8. The Arterial Mainstreet designation is intended to offer significant opportunities for intensification through more compact forms of development, a lively mix of uses, and a pedestrian-friendly environment.

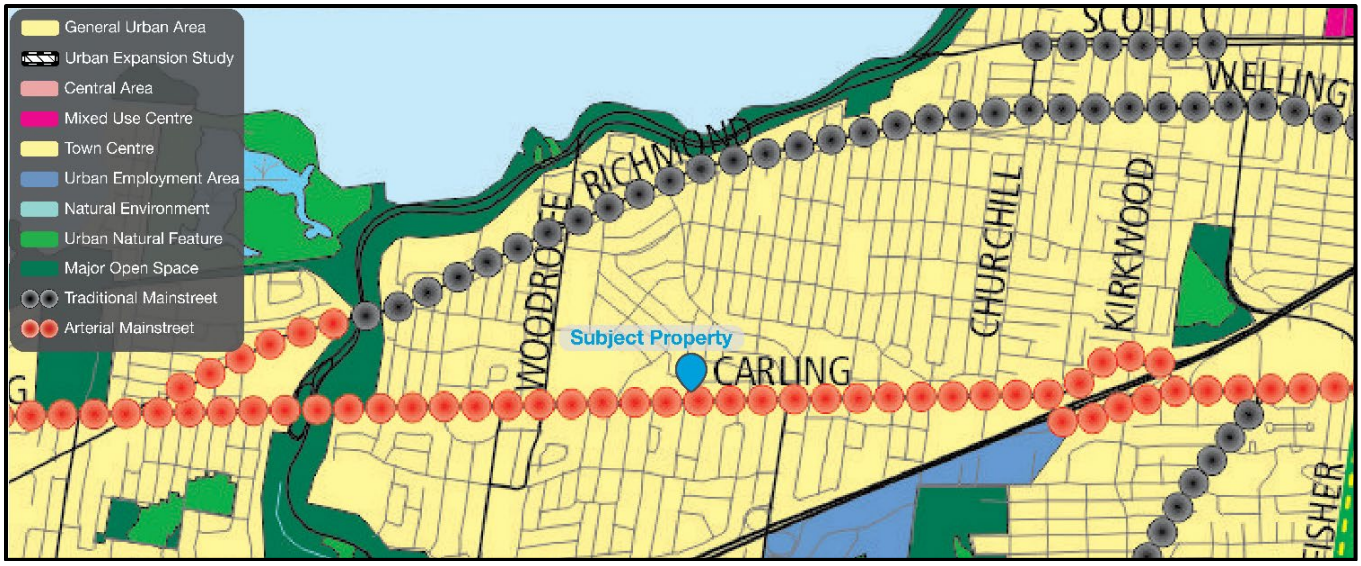

Figure 8: Land Use Designation for the Subject Property (Extract from Schedule B to the Official Plan).

Arterial Mainstreets are corridors that have generally developed since 1945 and that present an urban fabric of larger lots, larger buildings, varied setbacks, lower densities, and a more automobile-oriented environment. Development along Arterial Mainstreets is intended to occur in a way that facilitates the gradual transition to a more urban pattern of land use. This means that, over time, more residential uses will be introduced, where appropriate, and that the streets will evolve into more transit-supportive, pedestrian-oriented environments that support the surrounding community.

A broad range of uses are permitted along Arterial Mainstreets including retail and service commercial, office, residential, and institutional uses. Redevelopment and infill are encouraged on Arterial Mainstreets in order to optimize the use of land through intensification. Development should occur in a building format that encloses and defines the street edge and provides direct pedestrian access to the sidewalk. Per Policy 12 of Section 3.6.3, building heights up to nine storeys are generally permitted on Arterial Mainstreets, but greater building heights may be considered via a Zoning By-law Amendment where the development is within 400 metres walking distance of a Rapid Transit Station identified on Schedule D of the Official Plan, where a community amenity is provided, and adequate transition is provided to adjacent low-rise development.

The proposed development exemplifies the ongoing evolution of the Carling Avenue Arterial Mainstreet from the automobile-oriented street of the past into the more urban, transit supportive, pedestrian-friendly envisioned in the Official Plan. The proposed high-density residential use will support the vision for Arterial Mainstreets as compact, mixed-use streets. The development will provide an active street edge along Carling Avenue contributing to a pedestrian-oriented streetscape. The proposed use is permitted.

The subject property meets the locational criteria under which a Zoning By-law Amendment to permit high-rise development can be considered – it is less than 50 metres from a planned LRT station, as shown in Figure 5. The proposed built form provides appropriate transition to the existing low-rise residential communities to the north and east, as discussed below. The required community amenity is anticipated to be determined through discussions with the Councillor and the circulation process for the enclosed Zoning By-law Amendment and Site Plan Control.

4.2.3 Designing Ottawa

Section 2.5.1 addresses community design, setting high level objectives to encourage good urban design and high-quality architecture. The section applies particularly to new, higher-density infill in existing urban areas. Development must be sensitive to and compatible with existing communities that have developed over long periods of time.

Compatible development is identified as development that, although not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. Compatible development 'fits well' within the physical context and 'works well' among those functions that surround it.

The proposed development responds to the identified Design Objectives in the following way:

1. **To enhance the sense of community by creating and maintaining places with their own distinct identity.**
   The proposed development contributes to the planned and emerging character of Carling Avenue as an Arterial Mainstreet, with high-density residential uses and an active street frontage.

2. **To define quality public and private spaces through development.**
   New landscaping in the ROW protection area will enhance the public boulevard, while the defined and sheltered entrance area provides a soft transition from the public realm to private space.

3. **To create places that are safe, accessible and are easy to get to, and move through.**
   The added density will support transit, while the single entrance for vehicles off Bromley Road will minimize pedestrian-vehicle conflicts.

4. **To ensure that new development respects the character of existing areas.**
   Currently, the 26-storey Bromley Square tower stands alone as the only point tower along its section of Carling Avenue. With respect to its mix of uses and residential densities, Bromley Square responds strongly to the policy intent for Arterial Mainstreets but fails to meet several urban design principles set out in the Official Plan and Council-approved design guidelines. In particular, it is set far back from the street, the podium consists of vehicular parking, no active uses are provided at-grade, the tower is not oriented to minimize shadowing, and the cladding materials do not break up the mass of the building. The proposed high-rise tower at 1995 Carling Avenue is a visually engaging, slender tower that will help to contextualize the existing Bromley Square building while enhancing the visual appeal of the skyline in this area of Carling Avenue.

   Adequate tower separation distance of 20 metres is provided between the proposed tower and the existing Bromley Square tower. The subject property and proposed building are separated from nearby low-rise residential uses by a 15.5 metre parking and servicing access for the adjacent Bromley Square building.

5. **To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.**
   The proposed development adds new residential units, increasing the housing variety in the Laurentian neighbourhood.

The proposed development responds well to the Design Objectives set out in Section 2.5.1 of the Official Plan.

4.2.4 Urban Design and Compatibility

Section 4.11 of the Official Plan provides guidance to ensure that new development is compatible with existing areas with respect to specific issues such as noise, parking, light spillover and shadowing. The policies in Section 4.11 are intended to address a wide range of potential development types. This Planning Rationale, particularly the following sections, address the requirement for a Design Brief. The following table explains how the proposed development responds to the applicable policies of Section 4.11:

	Policy	Proposed Development
Building Design		
5.	Design of the parts of the structure adjacent to existing buildings and facing the public realm will achieve compatibility through design of: / Setbacks, heights and transition; / Façade and roofline articulation; / Colours and materials; / Architectural elements including windows, doors and projections; / On site grading; and / Elements and details that reference common characteristics of the area.	The proposed building design of the parts of the building visible from the public realm use sensitive building articulation including façade step-backs and bump-outs; engaging façade materials; and, ample use of glazing to design an appealing building that is compatible with surrounding lower-profile development and helps to contextualize the existing high-rise Bromley Square development.
6.	Orient the principle façade and entrances to the street, include windows on elevations adjacent to public spaces, and use architectural elements, massing and landscaping to accentuate entrances.	The principle entrance and façade are oriented to the Mainstreet, with architectural articulation used to highlight the main entrance. A secondary resident and service entrance is located on the Bromley façade, but is indicated as a secondary entrance by design features.
8.	Servicing and other required equipment should be internalized into the building where possible.	Servicing is internalized within the parking garage, which is accessed through a single entrance/exit.
Massing and Scale		
10.	Where a Plan does not establish specific criteria, Council-approved Design Guidelines and the following evaluative criteria will be used: / Building height, massing and scale permitted by the planned function of adjacent properties as well as the character established by the prevailing pattern of abutting and facing development; and / Prevailing patterns of rear and side yard setbacks, building separation, landscaping and outdoor amenity areas as established by existing zoning.	The existing high-rise building at Bromley Square, as well as high-rise buildings further west, provide context for high-rise built form along the north side of Carling Avenue. The subject property is buffered from the existing low-rise residential community to the north by a 15.5 m lot serving as parking and servicing access for Bromley Square. The proposed setback between the tower and the R1 zoned lots to the north is similar to the provided tower setback for Bromley Square, while the overall building setback is greater. Further west, one of the 12-storey buildings at 2045 Carling is set back approximately 7 metres from R1 zoned properties.
11.	The Shadow Analysis and Wind Analysis will evaluate the potential impacts of the development on the adjacent properties and pedestrian amenity areas.	The shadow analysis prepared by EVOQ demonstrates that the impact of the net new shadow on the Arterial Mainstreet pedestrian experience and adjacent communal

	The intent of each Analysis is to demonstrate how these impacts have been minimized or avoided.	amenity area is acceptable with reference to the Shadow Analysis Terms of Reference.
12.	Transition refers to the integration of buildings that have greater height or massing than their surroundings. Proposals for developments that are taller in height than the existing or planned context should demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as stepping down or varying the building form has been incorporated.	The proposed building height is similar in scale to the existing adjacent high-rise building, while providing slight variation in height. The proposed development is buffered from the existing low-rise residential neighbourhood to the north by the access to the adjacent Bromley Square building. A small step-back to the rear façade above the fourth floor helps to provide an approximate 18.5 metre tower setback from the nearest R1-zoned lot.
13.	Building height and massing transitions will be accomplished through a variety of means, including: a. Incremental changes in building height; b. Massing; for example, incorporating podiums along a Mainstreet); and c. Building setbacks and step-backs.	Building articulation, including both step-backs and bump-outs, contributes to a visually interesting building while minimizing the perceived impact of the building mass.
High-Rise Buildings		
14.	High-Rise Buildings are a form of high-density development that can contribute to intensification, housing and employment opportunities and provide new view, skyline and landmark possibilities. High-Rise buildings should be designed to achieve the objectives of this Plan and avoid or reduce impacts or disruptions associated with: / Pedestrian comfort, safety and usability; / public views, including view planes and view-sheds referred to in Policy 3 above / proximity to heritage districts or buildings, / reduced privacy for existing building occupants on the same lot or on adjacent lots,	The proposed building has been designed to avoid or mitigate negative impacts related to pedestrian comfort, amenity areas, and reduced privacy. / As confirmed in the Shadow Study and Wind Study, the proposed building will not result in unacceptable impacts to either the public realm or adjacent private and communal amenity areas; / No identified views are in the vicinity of the proposed development; / The closest identified heritage asset (1954 Lauder-Heritage Register), is located approximately 100 metres from the subject property and will not be impacted by the proposed development; and / Privacy impacts between the proposed building and Bromley Square are not anticipated, as the towers are adequately separated. Privacy impacts to adjacent low-rise development are avoided by locating balconies only facing Bromley Square and the public realm.
15.	High-Rise buildings that consist of an integrated base, middle and top can achieve many of the urban design objectives. The base should respect the scale, proportion, and character of the surrounding buildings and animate, adjacent streets. The tower should step back from the base and incorporate appropriate separation from existing or future towers adjacent lots. Responsibility for tower separation shall be shared between abutting properties.	The proposed building has a four-storey podium, defined by step-backs and bump outs, and a 23-storey tower, for a total overall height of 27 storeys. The base of the building provides a pedestrian scale and is minimally set back from the front and corner side property lines to animate the adjacent streets. The top of the building is distinguished by an angled cut-out. The total provided tower separation to Bromley Square will be 20.48 metres, meeting the intent of the new High Rise Zoning Provisions approved by Council on October 9, 2019

		(under appeal). While typically the tower separation is shared equally between the two properties, in this case 8 metres is provided on the subject property and 12.48 m on the Bromley Square property.
Outdoor Amenity Areas		
19.	Applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s).	The proposed development mitigates potential privacy and shadowing impacts on backyards associated with private dwellings to the north, as well as front-yard amenity spaces associated with low-rise apartment dwellings to the east through several measures: / Slender tower design to minimize shadowing; / No balconies located on North façade of tower to minimize overlook concerns; / New tree plantings proposed on property to north to augment vegetated buffer; and / New net shadow moves rapidly across adjacent low-rise areas due to slender tower design.
20.	Mixed-use buildings incorporating residences will include well-designed, usable amenity areas, including private and communal amenity spaces such as: balconies, terraces and rooftop patios.	Amenity area is provided in the form of two small exterior amenity spaces and internal amenity rooms, in conformity with the requirements of the Zoning By-law.
Design Priority Areas		
22.	The portion of the buildings adjacent to the public realm will be held to the highest building design standards.	As recommended in Policy 22, the proposed development incorporates the following high-quality design features: / First storey is 4.5 metres in height, supporting future flexibility for ground floor uses; / Part of ground-floor façade is parallel to the street; however, the entrance and southwest corner of the building is recessed to provide amenity space and enhanced pedestrian space at the building entrance; / Most of the ground floor façade consists of transparent windows to give views into the building and to enhance natural surveillance; and / The articulated front façade of the podium softens the public-private interface.
24.	The massing and scale of development will define public spaces (e.g. streets).	The proposed development is set 3 metres back from the Carling ROW protection and helps to frame the Mainstreet. The four-storey podium is compatible with the typical three-storey building/podium height to the east and west and contributes to a continuous streetscape condition.

The proposed design responds to the compatibility policies set out in Section 4.11 of the Official Plan.

4.3 Urban Design Guidelines for High-rise Buildings

The Urban Design Guidelines for High-rise Buildings were approved by City Council in May 2018. The guidelines apply to any building that is 10 storeys or greater in height and are intended to address the compatibility and relationship between high-rise buildings and their existing or planned context.

The guidelines address the design of high-rise buildings in relation to their context, built form, and impact on pedestrian realm. The intent of these guidelines is not for use as prescriptive a checklist, but rather for the guidelines to be considered and applied as is appropriate for the proposed development type and site characteristics and context.

The following design guidelines are applicable to the development:

- The proposed development helps to contextualize existing high-rise development in the immediate vicinity of the project, enhancing the overall character of the skyline (Guideline 1.9);
- The building base is four storeys in height, relating to the existing streetwall context which includes many three-storey buildings and podiums in the vicinity of the subject property (Guideline 1.12);
- The proposed development meets the minimum lot size recommendation of 1,350 square metres for a corner lot (Guideline 1.16);
- Although the subject property does not abut a lot where only low-rise residential buildings are permitted, it achieves close to the desired tower setback from the abutting lots to the north where low-rise residential development is present (Guideline 1.17);
- The proposed building follows a base-middle-top typology, as recommended (Guideline 2.3);
- The base of the high-rise building is placed to form continuous building edges along streets, with an additional setback to accommodate pedestrian amenities at the building entrance (Guidelines 2.13 and 2.14);
- The tower floorplate is approximately 706 square metres, less than the recommended maximum floorplate of 750 square metres (Guideline 2.24), and is oriented north-south, minimizing shadow impacts (Guideline 2.31);
- The tower is set back eight metres from the interior side property line, less than the recommended 11.5 metres, but a total tower separation distance of 20.48 metres is provided across the subject property and the Bromley Square property Guideline 2.25);
- The lot fabric is tight in the vicinity of the subject property, with typical widths of around 30 metres, and depths in the range of 40 metres. Because the subject property is located within the Greenbelt, and lot consolidation is not possible because the property is bounded on two sides by public streets and one side by an easement-protected access, the Guidelines contemplate permitting a reduced tower separation of 15-20 metres. The tower facades cannot be staggered as recommended (Guideline 2.26);
- Building step-backs and bump-outs on the front façade are proposed to define the base of the building. Because of the narrow lot size of 30.95 metres, changes in façade materials and smaller building articulations are used to define the podium, rather than the recommended 1.5-3 metre step-backs (Guideline 2.29);
- The top of the building is defined by an angled cut-out along the corner side façade. The mechanical penthouse is integrated into the façade, with only a small elevator penthouse projecting above the requested 86 metre height limit (Guideline 2.35 and 2.36).

- The primary residential pedestrian entrances face Carling Avenue and provide seamless connections to the sidewalk (Guidelines 3.10 and 3.12a-b);
- A ground floor height of 4.5 metres is provided to allow for flexibility in use over time (Guideline 3.12 c);
- Parking is located underground (Guideline 3.14) and all servicing, loading, pick-up/drop-off, and utilities are internalized to the below-grade parking structure (Guidelines 3.15, 3.26 and 3.17).

The proposed development responds to the Urban Design Guidelines for High-rise Buildings, using alternative design approaches to meet the intent of the guidelines where small lot size constrains design options.

4.4 Urban Design Guidelines for Development along Arterial Mainstreets

The Urban Design Guidelines for Development along Arterial Mainstreets were approved by Council in May 2006. These guidelines provide urban design guidance in order to assess, promote, and achieve appropriate development along Arterial Mainstreets. The guidelines address seven aspects of development, including: streetscape, built form, pedestrians and cyclists, vehicles and parking, landscape and environment, signs, and servicing and utilities.

The redevelopment of the subject property responds to the following relevant guidelines:

- The enclosed landscape plan proposes two new trees and new shrubs within the boulevard created by the four metre ROW protection, with a wide pedestrian connection between the building entrance and the Arterial Mainstreet (Guideline 2);
- The building is set back three metres from the front property line (once the 4 metre ROW protection has been considered) and is set back two metres from the corner side lot line to define the street edge (Guideline 6);
- The built form relates to existing high-rise development to the west of the subject property, contributing to the creation of a coherent streetscape (Guideline 12);
- The proposed building occupies the majority of the lot frontage and the corner side yard, with a portion of the building set back an additional six to 12 metres to allow for additional soft landscaping and pedestrian amenities in the front yard (Guideline 13); and
- Clear windows and doors make the ground level street-facing facades highly transparent, and active communal amenity areas will activate these frontages (Guideline 18).

The proposal responds strongly to the relevant Urban Design Guidelines for Development along Arterial Mainstreets.

4.5 Comprehensive Zoning By-law

The subject lands are zoned Arterial Mainstreet, Subzone 10 (AM10), as shown in Figure 9. The AM zone permits a broad range of uses, including residential, commercial and institutional uses. The purpose of the AM zone is to impose development standards that will promote intensification, while ensuring that they are compatible with surrounding uses.

Figure 9: Zoning for the Subject Property

The AM10 zone permits mid-rise development, with 30 metres (or as shown on the zoning map) generally permitted. **Apartment, high-rise** is a permitted use where a site-specific exception, zoning schedule or H-suffix permits a height of 30 metres or greater. No such permission currently applies to the subject property.

The AM10 subzone was introduced through By-law 2015-45 to implement the Arterial Mainstreet policies of OPA 150. The AM10 subzone introduces "Active Street Frontage" provisions in order to meet the design objectives of the Official Plan. These provisions are designed to:

- Locate buildings with 'active entrances' at or close to the front and corner side lot lines;
- Provide for a minimum amount (50%) transparent glazing and active residential entrances at grade;
- Appropriately phase new developments through the Site Plan Control process; and,
- Provide greater separation to abutting residential uses.

The following zoning provisions apply to the proposed development.

Provision	Required	Provided	Compliance
Min. Lot Area	None	1,461 m^2	✓
Min. Lot Width	None	30.97 m	✓
Min. Front / Corner Side Yard	0 m setback	3.0 m (front) 2.0 m (corner side)	✓
Min. Frontage	50% within 4.5 m of front lot line = 15.5 m along Carling and 20.5 m along Bromley	Front: 35% Corner: 76%	× ✓
Transparent Glazing	Min 50% of ground floor façade (up to 4.5 m)	Front: 76% Corner: 56%	✓ ✓
Min. Interior Side Yard	3 m within 20 m of front lot line; otherwise 7.5 m	2.5 m	×

Min. Rear Yard	3 m within 20 m of front lot line; otherwise 7.5 m	1.2 m	✗
Min. Building Height	Ground Floor: 4.5 m (total 7.5 m and 2 storeys)	Ground floor: 4.5 m Total: 86.25 m	✓
Max. Building Height	30 m	86.25 m	✗
Tower Separation*	10 m setback from interior side and rear lot lines for portion of building above 9 storeys	Interior side: 8 m Rear: 3 m	✗*
Active Entrances	One facing each of front and corner side lot lines	1 (front 1 (corner side)	✓
Amenity Area	Total: 1,260 m^2 (min. 6 m^2/unit) Communal: min. 50% required area: 630 m^2	Total: 1908 m^2 Communal: 886 m^2	✓
Min. Parking (Area Y)	210 units @ 0.5/unit (resident) + 0.1/unit (visitor) after the first 12 units = 119 spaces 10% reduction in required parking where all spaces provided below-grade = 109 spaces	148 (residential) + 20 (visitor) = 168	✓
Parking Space Provisions	Typical: Min size: 2.6*5.2 m Small (2.4*4.6 m): < 40% required spaces: 48	123 regular 45 small	✓
Barrier-Free Parking *	3 Type A (3.4 m width) and 4 Type B (2.4 m width) + 1.5 m access aisle (may be shared)	3 Type A and 4 Type B	✓
Aisle and Driveway Width	6.0 m (double traffic lane)	6 m	✓
Minimum Bicycle Parking	210 units @ 0.5/unit = 106 spaces	155	✓

* Under Appeal.

The proposed development requires relief from the maximum height provision of the Zoning By-law. Relief is also required from the minimum interior side and corner yard setback requirements, and the minimum frontage requirement along the front lot line. The proposal complies with the remainder of the zoning requirements.

4.5.1 Required Zoning Relief

Minimum Rear and Interior Side Yards

A minimum rear yard of 1.2 metres and a minimum interior side yard of 2.5 metres is requested, whereas both the rear and interior side yards setbacks are 3.0 metres within 20 metres of the street, and 7.5 metres otherwise. These provisions are generally intended to protect an existing pattern of rear yards, which do not exist abutting the subject property.

The interior side yard abuts a R5-zoned property, which is why the more onerous side yard restrictions apply, rather than the 0-metre side yard setback that would apply if the abutting property were zoned AM. While the abutting development to the north and west is zoned R5C, triggering the higher side yard setback requirement, it is occupied by a high-rise, mixed use building. As such, when evaluating potential impacts to the property it should be considered as if it were zoned with an Arterial Mainstreet zone. If the proposed development were mixed use and the adjacent property was zoned AM, no minimum rear yard setback would be required.

The proposed site plan provides a 1.2 metre rear yard setback and a 2.5 metre interior side yard setback. An interior yard, measured from the intersection of the rear lot line and the interior side lot line, is also provided. The provided setbacks meet the intention of the Zoning By-law and are appropriate on the subject property.

Minimum Frontage

The AM10 zone requires that at least 50 percent of the frontage along the front lot line and the corner side lot line must be occupied by building wall within 4.5 metres of the lot line. This requirement is amply exceeded along the corner side frontage, but only 35 percent of the frontage along Carling is occupied by building wall within 4.5 metres of the front lot line. Relief from this provision will allow for additional soft-landscaped and pedestrian space to be provided around the main entrance to the building. The proposed design provides a stronger public-private transition, while still meeting the intent of the Zoning By-law.

The requested reduction in minimum building frontage for the front lot line only will allow a more sympathetic and high-quality design and is desirable and appropriate.

Tower Separation

In October 2019, Council approved new high-rise zoning provisions. These were appealed by several parties on a site-specific basis and have not yet come into force. Nevertheless, it is anticipated that they will have come into full force and effect by the time approvals for the proposed development are issued. With respect to the subject property, the new provisions would require a minimum lot size of 1,350 square metres and would define a tower as any part of a building above nine storeys. Towers must be set back 10 metres from rear and interior side lot lines to ensure that adequate tower separation distance of 20 metres is provided.

In the case of the subject property, reduced tower separation distances of eight metres from the interior side lot line and three metres from the rear lot line are appropriate. The existing 25-storey tower to the immediate west provides a tower separation of 12.48 metres from the shared lot line; together with the proposed eight metre tower setback on the subject property, a tower separation distance of 20.48 metres is achieved, meeting the intent of the provision. Bromley Square is not likely to be redeveloped in the near future, but future redevelopment of the Bromley Square property would not be hindered by the proposed development on the subject property.

Although the property to the rear of the subject property is zoned for high-rise development, development is prevented by the easement applying to the lands and the lot is far too narrow to support high-rise development. As such, a reduced tower setback from the rear lot line is appropriate.

The tower separation distance of 20 metres required by the new high-rise zoning provisions is nearly achieved between the existing Bromley Square high-rise and the proposed development. As such, the proposal meets the intent of the new zoning provisions and is appropriate.

Increase in Maximum Height Requirements

A maximum height of 87 metres for the subject property is requested, whereas the Zoning By-law permits a maximum height of 30 metres. The requested increase in height will permit the development of a 27-storey building.

The requested increase in height is desirable, for several reasons. First, the increase in height will permit a substantial increase in residential density, strongly contributing to the Official Plan's intensification objectives. The subject property is well situated to accommodate density, given the significant bus transit priority improvements planned in the near-term; Carling Avenue's role as a major east-west commercial corridor; and, the existing commercial and public amenities in the vicinity of the subject property.

Second, high-rise development is found to the west of the subject property. In particular, the enclosed Zoning By-law Amendment application will permit similar height and built form transition to the existing Bromley Square building, helping to contextualize what is now the tallest building along this stretch of Carling Avenue. A slender and well-articulated built form is proposed, improving the urban design quality of the existing cluster of high-rise buildings.

Finally, the proposed development meets the locational criteria under which a Zoning By-law Amendment to permit high-rise development can be considered, per Policy 12 of Section 3.6.3 of the Official Plan. It is located less than 50 metres from a proposed Rapid Transit Station on Schedule D of the Official Plan. Under this policy, both a community amenity and adequate transition must also be provided. The exact nature of the community amenity will be determined in consultation with the Ward Councillor and City staff through the circulation process.

A 45-degree angular plane from existing and planned low-rise development is typically used as a benchmark for built-form transition. Due to site-specific factors, this measure of transition is not appropriate for the subject property. The subject property does not abut any low-rise residential properties, but instead is buffered from the low-rise residential neighbourhood to the north by a 15.5-metre wide property. This property has height permissions for an 81-metre tall building, although it not functionally developable. Together with the provided 1.2 metre rear yard setback and additional 3 metre tower setback to the rear, an 18.5 metre separation distance is provided between the tower and existing low-rise residential properties.

In “emerging downtown districts”, the Urban Design Guidelines for High-rise Buildings recommend a minimum 20-metre separation between towers and existing low-rise development. While the subject property is not within an “emerging downtown” area as defined by the Guidelines, Carling Avenue is planned as a high-density transit priority corridor and Arterial Mainstreet. Because of the relatively small lot size of the majority of lots along this stretch of Carling Avenue, a strict angular plane requirement would significantly constrain the development potential for AM lots, including the subject property. As such, applying a reduced transition requirement allows for the subject property to be developed at a density that supports the City’s transit investments and helps to fulfill Carling Avenue’s role as an Arterial Mainstreet.

The requested relief meets the intentions of the Arterial Mainstreet policies of the Official Plan and responds to the intent of the relevant urban design guidelines. The proposed building design appropriately addresses the hierarchy of public spaces by focusing pedestrian activity onto Carling Avenue.

5.0 Supporting Studies

5.1 Site Servicing and Stormwater Management Plan

Site Servicing and Stormwater Management design have been undertaken by IBI Group. As noted in the enclosed Site Servicing and Stormwater Management Design Brief, the proposed development can be serviced by the adjacent existing municipal infrastructure.

5.2 Noise and Vibration Study

Gradient Wind Engineers and Scientists conducted a traffic noise analysis for the proposed development. Based on their findings, a noise mitigation barrier on the fifth-floor terrace is recommended. Implementation of this recommendation will be considered in concert with comments from City staff. The development will require central air conditioning, to permit occupants to maintain a comfortable living environment with windows closed. A warning clause should also be included on all Lease, Purchase and Sale Agreements.

5.3 Landscape Plan and Tree Conservation Report

James B. Lennox & Associates Inc. has prepared a Tree Conservation Report and Landscape Plan in support of the proposed development. Existing Norway Maples forming a row along the shared property line to the west are to be protected, as are a Sugar Maple and Honey Locust located in the Bromley Road Right of Way. Other existing trees are to be removed and replaced by new trees planted on the rear abutting property, the Bromley Road Right of Way, and the protected Right of Way area along Carling Avenue.

5.4 Wind Analysis

The results of a Wind Analysis conducted by Gradient Wind Engineers and Scientists found that no uncomfortable or dangerous wind conditions are predicted for the pedestrian-level environment. The wind study recommends the proposed seating be located closer to the building and further review and implementation of this recommendation will be undertaken in consultation with comments from the City planner.

5.5 Geotechnical Study

Paterson conducted a Geotechnical Investigation to assess the suitability of the site for the proposed development from a geotechnical perspective, documented in a report dated February 14, 2020. On the basis of this assessment, Paterson found the subject property is suitable to accommodate the proposed development. Several recommendations related to site preparation, foundation design and construction are included.

5.6 Phase One Environmental Site Assessment

Paterson Group was retained by Claridge Homes to Conduct a Phase One Environmental Site Assessment for the Subject Property, dated January 29, 2020. Based on the findings of this Phase One Assessment, a Phase Two Assessment was not recommended. Due to the age of the existing buildings on the property, Paterson recommended an asbestos survey and testing for lead-based paint prior to demolition.

6.0
Public Consultation Strategy

In partnership with the City of Ottawa, all public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities are proposed:

- Notification of Ward Councillor, Councillor Kavanagh, prior to application submission (completed);
- Urban Design Review Panel Formal Consultation;
- Community “Heads Up” to local registered Community Associations (City of Ottawa);
- If requested, Community Information and Comment Session, to be held by Claridge in collaboration with Councillor Kavanagh;
- Committee Meeting Advertisement and Report Mail out to Public (City of Ottawa); and
- Statutory Public Meeting - Planning Committee.

7.0
Conclusions

It is our professional opinion that the proposed Zoning By-law Amendment and concurrent Site Plan Control Application to permit a 27-storey building on the subject property constitutes good planning and is in the public interest. As outlined in the preceding sections:

- The proposed height is generally consistent with existing high-rise development to the west and will help to contextualize the existing Bromley Square high-rise development;
- The requested Zoning By-law Amendment responds to the current height policies of the Official Plan;
- The requested height increase will allow greater intensification and the addition of residential density to a target area for intensification, helping to implement the growth management policies of Section 2.2. of the Official Plan;
- The development responds strongly to the Urban Design Guidelines for Development along Arterial Mainstreets and for High-rise Buildings.
- The development will allow the redevelopment of a relatively small underutilized site in a target area for intensification;
- The proposed use is permitted, and the proposed building achieves the intent of the active street frontage provisions of the Zoning By-law; and
- The proposed development is supported by technical studies submitted as part of this application.

Sincerely,

Kersten Nitsche, MCIP RPP
Senior Planner

Bria Aird, M.PL.
Planner