#### 7. Zoning By-Law Amendment – 1705 Carling Avenue

Modification du Règlement de zonage – 1705, avenue Carling

#### Committee recommendation, as amended

That Council approve:

- an amendment to Zoning By-law 2008-250 for 1705 Carling Avenue to permit a 22-storey residential high-rise building, as detailed in Document 2, <u>as amended by the following:</u>
  - a. <u>replace Document 1 of Report ACS2021-PIE-PS-0031 with a</u> revised location and zoning map referencing the existing R1O zoning designation, listed as Appendix 1 in Planning <u>Committee Motion N° PLC 2021-37/4;</u>
  - b. <u>add a new 'Document 8 Zoning Schedule' to Report ACS2021-</u> <u>PIE-PS-0031, listed as Appendix 2 in Planning Committee</u> <u>Motion N<sup>o</sup> PLC 2021-37/4;</u>
  - c. <u>amend Document 2 to introduce a new the Zoning Schedule,</u> <u>and include wording: 'Amend Part 17, by adding a new</u> <u>Schedule "YYY", as shown in Document 8';</u>
  - d. <u>amend Document 2 to remove 2(c)(ii),(iii),and(iv), as these will</u> <u>instead be clearly referenced in Document 8;</u>
  - e. <u>amend Document 2 to include the provision "Permitted</u> projections listed in Section 64 and 65 are not subject to the height limits identified on SYYY" in Column V;
  - f. <u>amend Document 2 to replace any reference of "AM10[xxxx]-h"</u> <u>to "AM10[xxxx]SYYY-h".</u>
- 2. <u>that there be no further notice pursuant to subsection 34 (17) of the</u> <u>Planning Act.</u>

#### Recommandation du Comité, telle que modifiée

1. Que le Conseil municipal approuve la modification du Règlement de zonage 2008-250 pour le 1705, avenue Carling afin de permettre de construire un immeuble résidentiel de 22 étages selon les modalités précisées dans la pièce 2, <u>dans sa version modifiée par ce qui suit :</u>

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- a. <u>remplacer le document 1 par une carte de localisation et de zonage</u> <u>révisée montrant la désignation de zonage R10 actuelle, jointe à la</u> <u>Motion N° PLC 2021-37/4 du Comité de l'urbanisme à titre d'annexe 1;</u>
- b. <u>ajouter le Document 8 Annexe de zonage, joint à la Motion N° PLC</u> 2021-37/4 du Comité de l'urbanisme à titre d'annexe 2;
- c. <u>modifier le document 2 par l'ajout d'une annexe de zonage et utiliser</u> <u>le libellé suivant : « Modifier la partie 17 par l'ajout de l'annexe YYY,</u> <u>comme l'illustre le document 8 »;</u>
- d. <u>modifier le document 2 pour supprimer les points 2c)(ii), (iii) et (iv),</u> <u>qui seront traités dans le document 8;</u>
- e. <u>modifier le document 2 pour ajouter la disposition suivante : « Les</u> <u>saillies permises énumérées aux sections 64 et 65 ne sont pas</u> <u>assujetties aux hauteurs maximales énoncées à la colonne V de</u> <u>l'annexe YYY »;</u>
- f. <u>modifier le document 2 pour remplacer « AM10[xxxx]-h » par</u> <u>« AM10[xxxx]AYYY-h »</u>.

# 2. <u>qu'aucun nouvel avis ne soit donné en vertu du paragraphe 34 (17)</u> <u>de la Loi sur l'aménagement du territoire.</u>

Documentation/Documentation

1. Planning Committee Motion N° PLC 2021-37/4

Motion N° PLC 2021-37/4 du Comité de l'urbanisme

 Acting Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated January 29, 2021 (ACS2021-PIE-PS-0026)

Rapport du Directeur par intérim, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 29 janvier 2021 (ACS2021-PIE-PS-0026)

3. Extract of draft Minutes, Planning Committee, February 11, 2021

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 11 février 2021

Planning Committee Motion No PLC 2021-37/4

#### City Council, Standing Committee and Commission Conseil, comités permanents et commission

#### Motion

□ Notice of Motion / Avis de motion

Committee / Commission: Planning Committee Comité / Commission : Comité de l'urbanisme Report / Agenda: ACS2021-PIE-PS-0031 / Item 7, Agenda 37 Rapport / Ordre du jour:

Item / Article: ZONING - 1705 Carling Avenue

Re: Technical Amendment to Zoning Details

Moved by / Motion de: Councillor J. Leiper

WHEREAS Report Zoning By-Law Amendment – 1705 Carling Avenue (ACS2021-PIE-PS-0031) recommends zoning changes to the lands known municipally as 1705 Carling Avenue, to permit a 22-storey residential high-rise building; and

WHEREAS the location and zoning map in Document 1 does not include reference to the existing R1O zoning designation; and

WHEREAS staff have been made aware of a desire by the Ward Councillor and the community to place further zoning limits on the heights and setbacks of the buildings being proposed as to restrict the development to what is shown in the associated Site Plan; and

WHEREAS the heights included in the newly created Zoning Schedule shall not restrict permitted projections, such as balconies and mechanical penthouses;

WHEREAS, to provide more clarity and to ensure alignment with the corresponding site plan control application for this property, staff propose to add a zoning schedule to be listed as Document 8 of this report; and

THEREFORE BE IT RESOLVED that Planning Committee approve the following changes to the staff report:

1. Replace Document 1 of Report ACS2021-PIE-PS-0031 with a revised location and zoning map referencing the existing R1O zoning designation, listed as Appendix 1 to this motion;

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- 2. Add a new 'Document 8 Zoning Schedule' to Report ACS2021-PIE-PS-0031, listed as Appendix 2 to this motion;
- 3. Amend Document 2 to introduce a new the Zoning Schedule, and include wording: 'Amend Part 17, by adding a new Schedule "YYY", as shown in Document 8';
- 4. Amend Document 2 to remove 2(c)(ii),(iii),and(iv), as these will instead be clearly referenced in Document 8.
- 5. Amend Document 2 to include the provision "Permitted projections listed in Section 64 and 65 are not subject to the height limits identified on SYYY" in Column V.
- 6. Amend Document 2 to replace any reference of "AM10[xxxx]-h" to "AM10[xxxx]SYYY-h".

BE IT FURTHER RESOLVED that there be no further notice pursuant to Section 34 (17) of the *Planning Act*.



# Appendix 1: Revised Document 1– Location and Zoning Map



## Appendix 2 – New Document 8 – Zoning Schedule

# Report to Rapport au:

Planning Committee Comité de l'urbanisme 11 February 2021 / 11 février 2021

and Council et au Conseil 24 February 2021 / 24 février 2021

Submitted on 29 January 2021 Soumis le 29 janvier 2021

Submitted by Soumis par: Douglas James Acting Director / Directeur par intérim Planning Services / Services de la planification Planning, Infrastructure and Economic Development Department / Direction générale de la planification, de l'infrastructure et du développement économique

Contact Person / Personne ressource: John Bernier Planner / Urbaniste, Development Review Central / Examen des demandes d'aménagement centrale 613-580-2424, 21576, John.Bernier@ottawa.ca

Ward: KITCHISSIPPI (15) File Number: ACS2021-PIE-PS-0026

SUBJECT: Zoning By-law Amendment – 1705 Carling Avenue

OBJET: Modification du Règlement de zonage – 1705, avenue Carling

**REPORT RECOMMENDATIONS** 

1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1705 Carling Avenue to permit a 22-storey residential high-rise building, as detailed in Document 2.

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2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* 'Explanation Requirements' at the City Council Meeting of February 24, 2021 subject to submissions received between the publication of this report and the time of Council's decision.

# **RECOMMANDATIONS DU RAPPORT**

- Que le Comité de l'urbanisme recommande au Conseil municipal d'approuver la modification du Règlement de zonage 2008-250 pour le 1705, avenue Carling afin de permettre de construire un immeuble résidentiel de 22 étages selon les modalités précisées dans la pièce 2.
- 2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 24 février 2021 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

#### **EXECUTIVE SUMMARY**

#### **Staff Recommendation**

Planning staff recommend approval of amendments to Zoning By-law 2008-250 for 1705 Carling Avenue. The proposed amendments to the existing AM10 and R1O zones will facilitate the development of a 22-storey residential high-rise building and 9-storey retirement residence, consisting of 195 and 158 dwelling units respectively.

The required amendments include:

 Rezoning the property Arterial Mainstreet, Subzone 10, with a site-specific exception and holding symbol (AM10[xxxx] – h) and Parks and Open Space (O1);

- The addition of 'Apartment Dwelling, High Rise' to the list of permitted uses;
- Preserving the R1O height restriction by imposing a maximum height of eight metres within 35 metres of the rear lot line (Tillbury Avenue);
- Increasing the maximum permitted height for a high-rise building to 73 metres, whereas the existing maximum height is 30 metres;
- Reducing the side yard setback requirement to 2.78 metres (whereas 3 metres is required) within 20 metres of the front lot line, and 6.67 metres (whereas 7.5 metres is required) beyond 20 metres of the front lot line;
- Providing relief from the requirement for an active entrance along Carling Avenue for a building containing a retirement home; and
- Adding a holding provision to ensure that a community amenity is secured through the associated Site Plan Application.

The proposal aligns with Official Plan policies applicable to the neighbourhood of Highland Park and Carling Avenue. The property is designated as an Arterial Mainstreet within Schedule B of the City's Official Plan and is located within 100 metres of a Rapid Transit Station shown on Schedule D of the Official Plan.

# **Applicable Policy**

The following policies support this application:

The form and density of the proposal is supported by the Arterial Mainstreet Plan (Section 3.6.3) which directs infill developments to be compact, include a lively mix of uses, and provide pedestrian friendly environments (Policy 10). This Plan supports building heights up to nine stories as of right; however, greater building heights may be considered for properties that are within close proximity to Transit Stations identified on Schedule D, provide a community amenity, and demonstrate transition to stable low-rise residential areas (Policy 12). The proposed development and increased heights are supported by this Section of the Official Plan by, (1) being located 100 metres from a planned Light Rail Transit Station, (2) providing a community amenity in the form of a \$600,000 payment that will be allocated to the design and construction of a City-owned park on site, affordable housing, intersection improvements and area traffic calming;

and (3) providing adequate transition to the stable, low-rise residential neighbourhood adjacent to the site.

The proposed development is supported by Section, 2.2.2 which encourages intensification on Carling Avenue, and further identifies minimum density targets, expressed as jobs and people per gross hectare. Staff are confident that the height and density will support and be supported by transportation and transit infrastructure (Policies 1-12).

Section 2.5.1 provides the tools and guiding design objectives for compatibility and quality urban design. The proposed development adequately addresses the design objectives stated within this section and has been reviewed by the Urban Design Review Panel, as required for a property along an Arterial Mainstreet (Policy 2).

Section 4.11 provides the basis for assessing compatibility. Site operational matters were carefully examined, such as: Vehicular Access; Parking Requirements; Loading Area; Outdoor Amenity Areas; Lighting; Noise; Sunlight; Microclimate; Supporting Neighbourhood Services. The proposed development addresses these issues.

# **Other Matters**

# Public Consultation/Input

Comments from over 60 individuals were received through the circulation, mainly in opposition. Concerns were related to: transportation and access; building height and transition; density; setbacks; design; engineering; demolition and construction; and proposed zoning details.

• See Document 3 for further details regarding the public consultation

# Résumé

# Recommandation du personnel

Le personnel des Services de planification recommande d'approuver les modifications à apporter au Règlement de zonage 2008-250 pour le 1705, avenue Carling. Les modifications que l'on propose d'apporter aux zones AM10 et R10 permettront d'aménager un immeuble résidentiel de grande hauteur (22 étages) et une maison de retraite de neuf étages, constitués respectivement de 195 et de 158 logements.

Les modifications à apporter consistent à :

- rezoner toute l'artère principale de la propriété dans la sous-zone 10 en consentant une exception propre au site et en adoptant le symbole d'aménagement différé (AM10[xxxx] – h) et zone de parc et d'espace vert (O1);
- ajouter, dans la liste des utilisations permises, la mention « immeuble d'appartements de grande hauteur »;
- préserver la restriction de hauteur R1O en imposant une hauteur maximum de huit mètres à moins de 35 mètres de la ligne de lot arrière (avenue Tillbury);
- accroître la hauteur permise pour les immeubles de grande hauteur afin de la porter à 73 mètres, alors que la hauteur maximale actuelle est de 30 mètres;
- réduire la marge de retrait obligatoire de la cour latérale à 2,78 mètres (alors qu'elle est actuellement de trois mètres) à moins de 20 mètres de la ligne de lot avant, et à 6,67 mètres (alors qu'elle est actuellement de 7,5 mètres) au-delà de 20 mètres de la ligne de lot avant;
- consentir une dispense au titre de l'obligation de prévoir une entrée active le long de l'avenue Carling pour les immeubles constituant une maison de retraite;
- prévoir des dispositions d'aménagement différé pour s'assurer que les aménagements communautaires sont réalisés dans le cadre de la demande d'approbation du plan d'implantation correspondante.

La proposition cadre avec les politiques pertinentes du Plan officiel applicables au quartier de Highland Park et à l'avenue Carling. La propriété porte la désignation d'artère principale au sens de l'annexe B du Plan officiel de la Ville et est aménagée à moins de 100 mètres de la station de transport en commun rapide représentée dans l'annexe D du Plan officiel.

# **Politiques applicables**

Les politiques suivantes justifient cette demande.

La forme et la densité de l'aménagement proposé sont justifiées par le Plan de l'artère principale (section 3.6.3), selon lequel les aménagements intercalaires doivent être compacts, comprendre un ensemble dynamique d'aménagements et former des environnements favorisant les déplacements à pied (Politique 10). Ce plan justifie de plein droit les hauteurs d'au plus neuf étages; toutefois, on peut tenir compte des hauteurs supérieures pour les propriétés qui se trouvent non loin des stations de

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transport en commun répertoriées dans l'annexe D, qui prévoient des infrastructures communautaires et qui font état d'une transition avec les zones résidentielles stables de faible hauteur (Politique 12). Cette section du Plan officiel justifie l'aménagement proposé et les hauteurs augmentées : (1) puisque la propriété se trouve à moins de 100 mètres d'une station planifiée de transport en commun par train léger sur rail, (2) en assurant une infrastructure communautaire financée par un paiement de 600 000 \$ qui sera consacré à la conception et à la construction d'un parc de la Ville sur le site, de logements abordables, d'améliorations des intersections et de dispositifs de modération de la circulation dans le secteur, (3) et en assurant une transition adéquate avec le quartier résidentiel stable de faible hauteur adjacent au site.

L'aménagement proposé est justifié par la section 2.2.2, qui encourage la densification sur l'avenue Carling et qui définit en outre les cibles minimums de densité, exprimées sous la forme d'emplois et de personnes par hectare brut. Le personnel a bon espoir que la hauteur et la densité seront étayées par l'infrastructure de transport général et de transport en commun (Politiques 1 à 12).

La section 2.5.1 porte sur les outils et les objectifs directeurs de la conception pour la compatibilité et la qualité de l'esthétique urbaine. L'aménagement proposé répond bien aux objectifs de la conception exprimés dans cette section et a été revu par le Comité d'examen du design urbain conformément aux exigences exprimées pour les propriétés aménagées le long d'une artère principale (Politique 2).

La section 4.11 définit le principe de l'évaluation de la compatibilité. Les questions opérationnelles du site ont été examinées attentivement, par exemple l'accès automobile, les besoins en stationnement, la zone d'embarquement, les aires d'agrément extérieures, l'éclairage, le bruit, l'ensoleillement, le microclimat et les services de quartier auxiliaires. L'aménagement proposé tient compte de ces questions.

# **Autres questions**

# Consultation et commentaires du public

Plus de 60 personnes ont déposé des commentaires pour donner suite à l'avis publié, essentiellement pour s'opposer à ce projet. Les inquiétudes se rapportent au transport et aux voies d'accès, à la hauteur et à la transition des bâtiments, à la densité, aux marges de retrait, à la conception, à l'ingénierie, à la démolition et à la construction, ainsi qu'aux détails du zonage proposé.

# BACKGROUND

Learn more about link to Development Application process - Zoning Amendment

For all the supporting documents related to this application visit the <u>link to</u> <u>Development Application Search Tool</u>.

## Site location

1705 Carling Avenue

Owner

**Claridge Homes** 

Applicant

Claridge Homes (Vincent Denomme)

## Architect

NEUF Architect(e)s

# Description of site and surroundings

The property in question is located in the Highland Park neighbourhood along the north side of Carling Avenue, between Cole Avenue South and Highland Avenue. The property is effectively a through-lot, with frontage on Carling Avenue and both Tillbury Avenue and Tillbury Avenue West at the rear (north) of the property. Historically, the site has been the location of the Rose Bowl Steakhouse and Webb's Motel, which were recently demolished.

The site has approximately 77 metres of frontage along Carling Avenue and a total of approximately 8,992 square metres in area. This section of Carling Avenue can be characterized by many types of commercial uses in a variety of formats and sizes including automobile dealerships, automobile service stations, gas bars, big box retail stores, offices, strip malls, retail and restaurants. Additionally, a small number of residential uses are dispersed along Carling Avenue as mostly low-rise typology. The area north of Carling Avenue and the lands is a low-rise residential neighbourhood known as Highland Park. South of the lands between Carling Avenue and the Queensway are a number of commercial, office, retail, light industrial and institutional uses.

# **Proposed Development**

The applicant seeks to develop a 22-storey residential high-rise building containing 194 dwelling units and a nine-storey retirement home containing 160 units. A single access is provided from Carling Avenue and lay-bys are included internally. Both buildings will have separate access to an underground parking lot containing 234 parking spaces in addition to 19 surface parking spaces. At-grade private amenity spaces are included for each respective use/building at the rear of the property. A public park approximately 900 square metres in size is proved at the northwest corner.

# Summary of requested Zoning By-law amendment proposal

Zoning By-law amendment is required to accomplish the above project, through the rezoning of the property from AM10 and R1O to AM10[xxxx] – h (Arterial Mainstreet, Subzone 10, with an urban exception and holding symbol) and O1 (Parks and Open Space).

See Document 2 for the details of the recommended zoning.

# DISCUSSION

#### **Public consultation**

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for Development Applications.

Councillor Leiper hosted a public open house via Zoom on June 8, 2020 at 6:30 PM to allow the applicant team to present the development proposal in advance of the Zoning By-law amendment and Site Plan applications. Approximately 60 individuals attended this meeting. Staff also attended the meeting to field questions on process and next steps.

Staff received over 100 emails during the circulation and application review process. The majority of the comments were in opposition based on height, transition, density, parking and traffic, infrastructure concerns, and sun shadowing impacts, as well as a proposed access onto Tillbury Avenue that has since been removed from the Site Plan.

Further public consultation details can be found in Document 3 of this report.

# **Official Plan designations**

The City's Official Plan Schedule B designates the site 'Arterial Mainstreet'. The Arterial

Mainstreet Plan (Section 3.6.3) intends for developments to be compact, include a lively mix of uses, and be pedestrian friendly environments. This designation allows a broad range of uses including retail, service commercial, offices, residential, and institutional uses.

Section 2.2.2 supports intensification throughout the urban area, and specifically on Mainstreets, where there are opportunities to accommodate more jobs, housing, and transit use. This section identifies minimum density targets, expressed as jobs and people per gross hectare. Denser developments will ideally be located in areas that support the Rapid Transit and Transit Priority networks defined in Schedule D and will occur in accordance with the urban design and compatibility policies found in Section 2.5.1 and 4.11.

Section 2.5.1 provides the tools and guiding design objectives for compatibility and quality urban design. The objectives within this section include: enhancing the sense of community by creating spaces with their own distinct identity; defining quality public and private spaces; creating places that are safe, accessible and easy to move through; encouraging development that respect the existing character; and the creation of spaces that can adapt and evolve over time.

Section 4.11 provides the basis for assessing compatibility. This plan identifies noise, spillover of light, accommodation of parking, vehicular access, and loading areas as being the prominent considerations for compatibility. Matters of site and building design, such as setbacks, transitioning, massing, material, and height are also examined to determine compatibility between proposed and existing uses.

# Other applicable policies and guidelines

The Urban Design Guidelines for High-rise buildings apply to buildings that are ten storeys or more in height. These guidelines support the importance of high-rise buildings, stating that they contribute to intensification and efficient development patterns that support healthy, liveable and safe communities.

The Urban Design Guidelines for Transit Oriented Development apply to all development within a 600-metre walking distance of a transit station. These guidelines state that people are more likely to choose transit if they can easily walk between destinations at the beginning and end of their trip. This can be achieved through providing increased densities, mixed-uses and pedestrian oriented design within easy walking distances of high-quality transit

The Urban Design Guidelines for Development Along Arterial Mainstreets apply to streets designated as such within Schedule B of the Official Plan. These guidelines encourage compatible development that will contribute to the planned character of the street, creation of attractive streetscapes, high-quality built form, gradual transitions, accommodate a broad range of uses, and facilitate and enhance transportation connections.

# **Urban Design Review Panel**

The site at 1705 Carling Avenue is within a design priority area (Arterial Mainstreet) and therefore the Zoning By-law Amendment application and Site Plan Control application was subject to the Urban Design Review Panel (UDRP) process. The formal review meeting was held on August 7, 2020 via Zoom. The panel's full recommendations can be found in Document 5.

The UDRP influenced the following site design changes:

- A move away from a car-oriented design and to better facilitate pedestrian movement throughout the site. Changes included removal of mini-roundabout, additional walkways, marked crossings, a safer connection to Tillbury Avenue, and additional private amenity space for the high-rise residents.
- A better treatment of the public realm, through changes in material/colour that establish a more consistent datum along Carling Avenue; lighter masonry and glass transparency that reduce the appearance of blank facades; better arrangement of landscaping; and increased pedestrian connections.

The UDRP suggested the re-arrangement of buildings to turn the high-rise building 90 degrees along Carling Avenue and to situate the retirement residence towards the rear of the property. This approach is not ideal as the retirement residence would be denied a connection to the street and the building and amenity spaces would have a reduced sense of livability due to the shadowing impacts that the high-rise would pose.

The UDRP suggested that the buildings close proximity to the property lines from the east and west are concerning, especially for the livability of the adjacent properties. However, in reviewing the existing zoning, the retirement building along the western property line is largely compliant with the AM10 provisions, save for slight reductions being sought from the side yard setback requirements, and the active entrance required on Carling Avenue. The high-rise is situated as far away from the stable, low-rise residential areas as possible, and is consistent with our guidelines that pertain to

transition and angular planes. The residential areas to the east are expected to evolve over time in a similar fashion to support the future light rail transit station. Changes in the buildings material and colour arrangements have been made to respect the existing context on this side.

Staff is certain that the recommendations contained within this report for the requested rezoning are consistent with the comments from the Panel. The final design will be determined through the associated Site Plan application and will have regard for the items that were not discussed in this report.

## **Planning Rationale**

#### Official Plan

The site is designated as Arterial Mainstreet (Section 3.6.3), which are areas of opportunity for intensification. The purpose of these linear corridors is to provide a convenient and compact mix of uses which are supportive of walking, cycling, and transit. Intensification is expected to occur on large, older, and underutilized sites, such as strip malls, gas stations, automobile dealerships, and parking lots. In the case of 1705 Carlings Avenue, the site was previously occupied by an aging motel, a restaurant, a single-detached home, and expansive surface parking area.

Policy 10 encourages redevelopment along Arterial Mainstreets to reinforce the street edge, provide active frontages, and provide pedestrian connections. The proposed buildings are in keeping with this policy by being located at the front lot line to reinforce the street edge. Furthermore, the residential high-rise building contains a gym and a commercial space that are visible and accessible from the street. However, relief is being sought for the active entrance requirement for the retirement home building. For security and safety reasons, an active entrance for this building is not desirable. Despite this, the retirement residence's active uses, such as a multipurpose room, hair salon/ nail bar, and library and computer room have been located to the front of the building to contribute to the street. Each of these rooms have doors and walkway connections should the programming of these spaces evolve over time.

Policy 12 states that building heights of up to nine stories are permitted as of right, and that high-rise buildings shall only be considered through a Zoning By-law Amendment if the site is: a) within an area that is or will be well supported by transit (within 400 metres to a transit station); provides a community amenity; and c) provides adequate transition to the surrounding low-rise area.

In terms of planned transit, the proposal meets the above criteria as the site is located approximately 100 metres from a planned light rail transit (at-grade crossing) station at the intersection of Cole Avenue South/Clyde Avenue North and Carling Avenue, as shown on OP, Schedule D. The submitted Transportation Impact Assessment includes analysis of the existing bus service and concludes that there is capacity to handle the development in the interim.

The required community benefit will be collected through the forthcoming Site Plan Agreement in the sum of \$600,000. This money will be attributed to the Ward <u>15</u> Affordable Housing Fund (\$210,000), the construction of a City-owned park on site (\$130,000), and intersection improvements for the Carling Avenue and Cole Avenue South intersection and general area traffic calming (\$260,000). A holding symbol shall be included on the resulting zoning which will prohibit development until the above commitment is fulfilled through the Site Plan Application (D07-12-20-0048).

Transition has been evaluated using the Urban Design Guidelines for High-Rise Buildings and is being met through strategic massing and building arrangement, effective setbacks, as well as an appropriate angular plane between the high-rise building and the stable low-rise buildings to the north and west. It is anticipated that the low-rise buildings on properties to the east will develop in a similar manner, given their similar policy context and proximity to the planned transit station.

Section 2.2.2 supports intensification throughout the urban area, and specifically on Mainstreets, where there are opportunities to accommodate more jobs, housing, and transit use. The development provides the necessary intensification required to support the rapid transit network and meets the density targets established.

Section 2.5.1 asserts that compatible development means development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, can enhances an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties.

This area of Carling Avenue is an area of transition that is expected to become denser over time, especially around planned transit stations. The high-rise building is situated as far away from the existing, stable low-rise residential areas, includes an appropriate angular plane between these areas, and creates transition by situating the nine-storey building between it and the low-rise properties to the west (refer to the perspectives in Document 6 for a demonstration of this). The development further anticipates the future development along Carling Avenue and the transit stations by establishing itself close to the street and providing a podium that strikes a balance between the existing and envisioned height and rhythm. Appropriate tower separation of 10 metres is provided so as to not preclude the adjacent sites to the east from developing in a similar manner. Material is used effectively to provide the impression of a lower building in segments that might otherwise be perceived as imposing.

The policies within Section 4.11 of the Official Plan were carefully examined to assess the compatibility of the development with the surrounding properties. The operational and design matters explored are as follows:

Vehicular Access – The only vehicular access is from Carling Avenue. During the Site Plan process a second access was considered at the request of the City. This second access was at the rear of the site onto Tilbury Avenue and was considered as a way to reduce some of the pressure that this development will have on the nearby intersections along Carling Avenue. After consultation with the community and Ward Councillor, instead of this option, money collected through the require community amenity will be dedicated to improving the Cole Avenue South and Carling Avenue intersection. Modifications broadly include a longer eastbound left turn lane and changes to the traffic light and sequencing to make this a protected left turn onto Cole Avenue South.

Parking Requirements – The development does not seek an amendment to the required parking, and is providing 260 parking spaces, 18 of which are surface parking spaces, with the remaining 242 within the below-grade, two-story parking structure.

Loading Area – Loading is located in the interior of the development, away from the public realm and protected from the residential areas.

Outdoor Amenity Areas – An approximately 900 square metre public park fronting onto Tillbury Avenue West will be secured as a parkland dedication, with additional money taken in lieu of land to enhance parks within the Ward and throughout the City. In addition to this public amenity, the development includes two private amenity areas on site, one for the residential occupants and one dedicated to the retirement residence.

Lighting - Through the accompanying Site Plan Control Application, lighting will be limited to 0.5-foot candles at the property lines and exterior light fixtures will be designed as sharp cut off fixtures, all to minimize light pollution.

Noise - The Noise Study prepared by Gradient Wind Engineering Inc. indicates that no adverse noise impacts are anticipated on the existing residential community.

Sunlight – The submitted Sun Shadow Analysis shows very minimal impact on the adjacent properties throughout the year. The high-rise portion of the building has been designed with small floorplates, per the Urban Design Guidelines for High-Rise Buildings, so that the shadow sweeps quickly across the landscape.

Microclimate – The Wind Study submitted by Gradient Wind Engineering Inc. supports the proposed height and design. Specifically, the pedestrian environment at grade, including sidewalks, bus stops entrances, outdoor amenity areas, and surface parking areas will be within acceptable and comfortable limits throughout the year.

Supporting Neighbourhood Services – The proposed development will provide a new public park on Tillbury Avenue and commercial opportunities for local residents.

Urban Design Guidelines for High-Rise Buildings

This document provides guidance for improving the quality of high-rise buildings and their surrounding environments by focusing attention on transitioning, street edges, minimizing micro-climate impacts, providing human scale streetscapes, activating the streetscape, tower separation and step-backs, as well as public realm programming and activation. While projects aren't required to meet all of the criteria within this document, the proposed site and building design demonstrated in Documents 4 and 6 is consistent with this direction. Specifically, the proposed floor plates are compact (around ~750 square metres at ten stories and above), massing is appropriately arranged to create transition on the site from the residential properties to the west, and the proposed high-rise building is located 45-degree angular plane is provided between the tower and the adjacent stable low-rise, residential zone. As part of the Site Plan Control process, the proposal will be further evaluated against the applicable design guidelines.

# The Urban Design Guidelines for Transit-Oriented Design

These guidelines apply to all developments within a 600-metre walking distance of a transit station and promotes increased densities, mixed use, and pedestrian infrastructure in order to support transit. The current proposal seeks to increase density at a planned light rail transit station and promotes pedestrian movements through numerous walkway and sidewalk connections.

The Urban Design Guidelines for Development Along an Arterial Mainstreet

These guidelines encourage compatible development that will contribute to the planned character of the street, creation of attractive streetscapes, high-quality built form,

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gradual transitions, accommodate a broad range of uses, and facilitate and enhance transportation connections. This development is in keeping with the general intent of these guidelines.

# **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

#### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

# COMMENTS BY THE WARD COUNCILLOR

Councillor Leiper provided the following comment:

"I consider that the height and density proposed for the 1705 Carling site is appropriate on a major arterial and transit route, with a level of "breathing room" on the site that is rare for Kitchissippi. I would like to thank staff and the developer for working with residents on multiple iterations of the site plan with the aim of mitigating impact to the low-rise community to the north and believe that we have reached a satisfactory conclusion. I am supportive of the application."

# **LEGAL IMPLICATIONS**

Should the recommendations be adopted and the resulting zoning by-law be appealed to the Local Planning Appeal Tribunal, it is anticipated that a one week hearing will result. It is anticipated that this hearing can be conducted within staff resources. In the event that the zoning application is refused, reasons must be provided. Should there be an appeal of the refusal, it would be necessary to retain an external planner

# **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with the recommendations in this report.

# **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications to this report.

## FINANCIAL IMPLICATIONS

There are no direct financial implications associated with the approval of the zoning amendment. In the event the zoning amendment is refused and appealed, an external planner would be retained. This expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

## ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

# **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

# **APPLICATION PROCESS TIMELINE STATUS**

This application (Development Application Number: D02-02-20-0033) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law Amendments due to issues relating to COVID-19 backlogs and issues needing to be resolved with the Site Plan.

#### SUPPORTING DOCUMENTATION

Document 1 Location Map

- Document 2 Details of Recommended Zoning
- Document 3 Consultation Details
- Document 4 Site Plan
- Document 5 UDRP Recommendations
- Document 6 Perspectives
- Document 7 Renderings

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# CONCLUSION

The proposal meets the intent of the Arterial Mainstreet policies, especially as they relate to compact and intensified forms of developments, a mix of uses, and pedestrianoriented designs. The site is situated between two future light rail transit stations contained on Schedule D of the Official Plan, well within the prescribed 400-metre distance. Matters of transition and compatibility have been adequately addressed, and the arrangement and design of buildings are appropriate.

The proposed amendments to the City's Zoning By-law are consistent with the City's Official Plan and relevant guidelines, whereby the proposal meets the locational criteria for high-rise development and appropriate built form transitions.

## DISPOSITION

Office of the City Clerk, Council and Committee Services, to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and Control, Finance Services department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department, to forward the implementing by law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Pursuant to the *Delegation of Authority By-law*, Schedule "C", Section 36, the City Clerk has authorized the correction of a clerical error on page 11 of this report. Following agenda publication, staff advised they had inadvertently identified ward 13, instead of ward 15, in the following sentence: "The required community benefit will be collected through the forthcoming Site Plan Agreement in the sum of \$600,000. This money will be attributed to the Ward 13 Affordable Housing Fund (\$210,000), …". The correction has since been made in this report.

Comité de l'urbanisme Rapport 37 le 24 février 2021

# **Document 1 – Location Map**

For an interactive Zoning map of Ottawa visit geoOttawa.



# Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1705 Carling Avenue:

- 1. Rezone the lands as shown in Document 1 from "AM10 and R10 to AM10[XXXX] hand O1";
- 2. Add a new Urban Exception XXXX to include provisions similar in effect to the following:
  - a. In Column II add "AM10[XXXX] h";
  - b. In Column III add 'Apartment Dwelling, High Rise' as an additional permitted use;
  - c. In Column V, add the following provisions:
    - Maximum building height for an apartment dwelling, high rise:
       73 metres;
    - ii. Despite the above, the maximum building height for any building within 35 metres of the rear lot line: 8 metres;
    - iii. Minimum interior side yard setback for the first 20 metres from the front lot line: 2.78 metres;
    - iv. Minimum interior side yard setback beyond 20 metres from the front lot line: 6.67 metres;
    - v. Despite 186(10)(g)(ii), an active entrance is not required to face a public street for a building containing a retirement home; and
    - vi. The holding symbol (-h) may not be removed until such time as Site Plan Control Approval, with conditions to provide for a community amenity in the sum of \$600,000. The monies collected shall be allocated to: an on-site, City-owned park; the wards affordable housing fund; and to Carling Avenue and Cole Avenue South intersection section improvement and general traffic calming.

# **Document 3 – Consultation Details**

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law Amendments. A public information session was also held via videoconference (Zoom) on June 8, 2020 at 6:30 PM.

Below is a summary of questions and comments raised on this file through the public meetings and email submissions. Note that many of the issues received were Site Plan matters that will be finalized through that process.

# **Transportation and Access**

Comments:

- 1. Concern that the site includes an insufficient amount of parking which will cause parking issue in the surrounding residential streets.
- 2. Concerned with the increased traffic.
- 3. Supportive of a lowered parking rate and believe the rate should be closer to 0.3 to be in-line with the PPS.
- 4. A new entrance was added to the rear of the development on Tillbury Avenue at the advice of City Transportation staff. The community was opposed to this entrance and voiced concerns regarding the additional traffic on Tillbury and the sidestreets around Cole Avenue South.

#### Responses:

- 1. The Site Plan includes a total of 253 parking spaces, which is well over the minimum required under the Zoning By-law.
- 2. The submitted Transportation Impact Assessment supports the proposed development. Traffic has been directed to Carling Avenue, an arterial road, and the nearby intersection of Carling Avenue and Cole Avenue South will be improved to facilitate any additional traffic.
- The Proponent is below the maximum limit (1.75 per dwelling unit) on the number of parking spaces near a transit station, Section 103 of the Zoning By-law.

4. This was added to improve the safety of the nearby intersections. However, the necessary improvements to the Carling Avenue and Cole Avenue South intersection will be added to address this issue. Funds will be taken from the community amenity money collected through this development to improve the lights, sequencing, and left turn lane (northbound onto Cole Avenue South) storage. Additional money will be used for general area traffic calming.

# **Building Height and Density**

Comments:

- 1. Concern that the density proposed is too high.
- 2. The high-rise building is out of character for this area.

# Responses:

- Section 2.2.2 of the Official Plan only includes minimum density targets, and encourages intensification on arterial Mainstreets, and site adjacent to rapid transit stations (existing or planned). The limits on density are therefore a function of whether the site can provide adequate amenity space, parking, transition, servicing, etc, which has been demonstrated through the associated Site Plan application.
- 2. As discussed throughout my report, 'Arterial Mainstreets' and sites adjacent to rapid transit stations are intended to be more compact an of a greater density to support existing infrastructure and transit (existing/planned).

# Setbacks

# Comments:

1. Concern with the impact on the homes to the west especially in terms of loss of privacy that this development will cause to the adjacent properties and request that the retirement building stepback gradually to nine-storeys on the western side.

# Responses:

1. Strategic positioning of buildings, including appropriate setbacks, combined with appropriate angular plan have been provided to minimize overlook. The nine-storey retirement residence is largely compliant with the current AM10

Zoning provisions, and the relief sought is a minor reduction of 0.83 metres. Additionally, the portion of the retirement building that abuts the R1O zone includes appropriate stepbacks at the 5th floor. The AM10 zone include transition provisions. The building is largely in keeping with these.

# Design

Comments:

- 1. Increase landscaping along the rear of the property to ensure that the existing buffer continues.
- 2. Fencing on perimeter of property should be taller to enhance privacy.
- 3. Concern that the high-rise building is not achieving transition and compatibility.
- 4. The submission lacks a perspective from the residential area.
- 5. The plans provided do not demonstrate that there will be any amenities to contribute to the walkability of the area.
- 6. Concerns related to the shadow impacts.
- 7. Would like for the building and units to be accessible.

# Responses:

- Existing healthy hedge will be preserved on the eastern half of the rear property. The hedge and existing foliage are in poorer condition on the western half. This will be the location of the future park which will include additional plantings to improve the buffering and park environment.
- 2. A 2-metre fence is being requested of the developer.
- 3. The high-rise tower meets the intent of the established policies and design guidelines that discuss transition. The tower is located as far away as possible from the stable low-rise residential properties (to the west and north) and is able to establish transition on-site given the large parcel size.
- 4. Perspective drawings are not typically required. However, the provided drawings adequately demonstrate the building transition/gradient to the low-rise residential areas.

- 5. The Site Plan and Landscape Plan show multiple pathway connections to Carling Avenue, and there will be a paved path through the proposed on-site, City-owned park.
- 6. The provided Sun Shadow Study demonstrates that the impacts to any one property throughout the year will be very minimal. The tower is designed according to the Urban Design Guidelines for High-Rise Buildings. In particular, the building is situated far away from the stable residential areas and is designed with small floorplates so that the shadow moves quickly.
- 7. The site and building meet the relevant requirements in terms of accessibility.

## Engineering

Comments:

- 1. Site should be fully serviced by Carling Avenue, including telephone, cable, and internet.
- 2. Concerns were raised as to whether the soil was suitable for the development and the risks that the development will have on the surrounding properties soil stability.
- 3. Concern with the sanitary and water connections causing the system to fail.
- 4. There are reports of flooding in the general area, and a concern that the proposed development will add additional stress to the system.
- 5. Concern related to the proximity of a fire hydrant.

#### Responses:

- Carling Avenue is the most expensive option and would require street closure of this busy roadway. Site servicing is being carefully examined. Should modelling determine that Tillbury Avenue cannot accommodate the proposed servicing, then an alternative such as Carling Avenue will be utilized.
- 2. The applicant's geotechnical report has identified no geotechnical issues with developing this site. A slope stability memo was provided to certify that the development will not have an impact on the surrounding properties.
- 3. The Water Resources Team at the City will add the proposed flows from this development to its sanitary sewer flooding model to ensure that the additional

flow will not cause future problems.

As for the storm sewer system, storm water manager (holding tanks) will be imposed on the property to ensure that the future flows leaving the site are no greater than existing flows. Please note that even if the storm sewer system was to surcharge, basement would not flood because foundation drains are not connected to the storm sewer system in this neighbourhood.

4. There have been a few flooding reports in the general area in the past, but no widespread flooding or flooding clusters. This typically indicates that the problem is with the private property lateral connection and not the municipal sewer system. There may also be other issues with private sewer laterals, such as blockages (roots, solids, etc.), breaks (disconnections) or sags/slumping. As these are the responsibility of the owner, the City does not and cannot monitor this type of occurrence, unless reported and repairs to these issues are undertaken, where the City may receive an application for a road cut and sewer permit.

The proposed flows will be modelled, and appropriate on-site storage will be required so as to not overload the storm system.

5. The applicant proposes an extension of the Carling Avenue 150mm watermain to accommodate a new hydrant next to the entrance to the development. Fire Services and Building Code Services have reviewed this application and have no concerns with this.

#### **Demolition and Construction**

Comments:

- 1. Residents voiced concerns about the level of noise that the construction phase of the development will bring and how this will affect their ability to enjoy their properties.
- 2. Concern related to the staging activities and the parking for construction vehicles.

Responses:

 Regarding construction hours and operation. It is within the developer's right to construct between the permissible hours as per the City Noise By-law and [provincial regulations. Expect construction to adhere to these hours, and if not, a call can be placed to 3-1-1 to file a complaint:

It is a violation of Ottawa's Noise By-law 2017-255 for construction sites or heavy equipment to operate in any structure, highway or building:

Monday-Saturday: Between 10 PM and 7 AM Sundays and holidays: Between 10 PM and 9 AM

Further limits are placed on the demolition and construction of buildings in established residential neighbourhoods. Infill construction is not permitted:

Weekdays: Between 8 PM and 7 AM

Weekends and holidays: Between 7 PM and 9 AM

2. The *Planning Act* does not allow us to control the manner in which development construction occurs on site.

# Zoning

Comments:

- The property should not be completely rezoned AM10. The R1O zoning designation along the rear of the property should be retained in order to ensure that a buffer is maintained, and that any future development respects the transition and scale of neighbourhood.
- 2. Disagree with the blanket removal of the Mature Neighbourhoods Overlay.
- 3. Concern that the zoning will be approved, and the developer will change the plan.

#### Responses:

 Rezoning the entire property is consistent with Arterial Mainstreet policies. The buildings are currently located closer to the front of the property to respect transition. All of the remaining spaces are required to support the development (amenity space, stormwater management infrastructure, below-grade parking, required drive isles, etc.). However, maximum building height restrictions of 8 metres within 35 metres of the rear property line has been included in the proposed zoning exception to honour this commitment.

- 2. Staff agree with this, as the Mature Neighbourhood Overlay does not apply to this type of development. Therefore, it should remain over the property and has been removed from the list of zoning amendments.
- 3. The applicant was able to demonstrate that a building of this scale can be supported on site. Should the applicant pursue a different design, they would be required to provide the similar supporting studies and plans and may be required to revisit the Urban Design Review Panel. However, staff are confident that the tower is in the best possible location on the property and the existing and recommended zoning provisions protect the residents.

#### **General Comments**

Comments:

- 1. Community would like to see affordable units.
- 2. Concerned with the added pressure that this development will have on already constrained schools in the area specifically the public school.
- 3. Park space should be provided as it is needed in this area.
- 4. Concerned with the impact that this large development will have on property values.
- 5. There is a strong desire to preserve the mature hedge along the rear of the property.
- 6. Two buildings on this site is unnecessary.
- 7. Three-bedroom units should be included in this development.

Responses:

- A community amenity is required for a rezoning that seek heights greater than 9-storeys along an Arterial Mainstreet. \$210,000 of this money will be directed the Wards Affordable Housing Fund.
- 2. All schoolboards were circulated, and no concerns were raised during circulation.
- A ~900-square metre park will be provided (as parkland dedication) on-site, fronting onto Tillbury Avenue West. Funds collected for the community amenity

will be used to build Phase 1 of the park, which will include a pathway connection, fencing, landscaping, benches, etc. The ultimate programming of the park will be decided at a later date through public consultation.

- 4. Property values are not a planning consideration. Additionally, it is staff's opinion that there is no evidence to support this claim.
- 5. Planning and City Forestry staff are committed to preserving this hedge. The previously proposed access has been removed and the park relocated to an area that best protects this hedge. There may be small sections of the hedge that will need to be removed in order to accommodate servicing.
- 6. The site is large enough to accommodate the number of proposed buildings. Furthermore, the buildings are situated as close to the front of the property as possible, with a large amount of space dedicated to the rear yard.
- 7. The community desire for family-friendly units has been communicated to the applicant. Planning Services has otherwise no control over the dwelling unit types being proposed.

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#### **Document 5 – UDRP Recommandations**



**1705 CARLING AVENUE** | Formal Review | Zoning By-law Amendment, and Site Plan Control Application | Claridge Homes; NEUF Architect(e)s; Novatech; James B. Lennox & Assoc.; FOTENN Planning & Design





#### Summary

- The Panel is concerned with this car-dominated site plan and recommends more emphasis be placed on the pedestrian in the design of the site.
- The Panel recommends that height should be shifted away from the low-rise
  residential uses to the north, specifically the residential uses along Tilbury. The
  tower should be located on Carling, with a mid-rise building at the back.
- The Panel recommends that active uses and connections be introduced along the Carling façade.

#### Site Plan

- There are some concerns regarding the proximity to the neighbouring properties both to the north as well as to the east and west.
- The setbacks are minimal to the adjacent sites to the east and west and future development of those sites will impact the livability of those facing units.
- · Any entrances facing Carling Avenue should connect to the street.
- There is a concern with the amount of space dedicated to the vehicle and bisecting the site with the vehicular access.
- There is also a concern that the vehicular access route negatively impacts the
  potential of the amenity space to connect through to Carling Avenue. This may
  limit the potential to animate the amenity space.
- The amenity space at the rear of the property doesn't appear to be connected to the buildings. The tower is surrounded by a parking lot and driveway. It would be an improvement if the amenity space was extended to the base of the tower for ease of access and improved views from the units.

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# URBAN DESIGN REVIEW PANEL RECOMMENDATIONS August 6<sup>th</sup> and 7<sup>th</sup>, 2020

 There is a concern with the lack of amenities on site, particularly for senior residents.

#### Built Form

- The Panel appreciates the scale of the podium, however the applicant should consider calibrating the height of the podium to respond to the adjacent low-rise apartment buildings.
- The tower should be located as far away from Tilbury as possible to mitigate the impacts to the low-rise residential neighbourhood to the north. With the tower fronting onto Carling Avenue, the mid-rise building can be located behind the tower and provide the transition from the tower to the low-rise residential neighbourhood.
- The Panel recommends that the tower could also be further sculpted, and its bulkiness reduced.
- The Carling façade needs further study and more animation along this façade needs to be introduced. The entrances should be brought closer to Carling Avenue and direct pedestrian access from the units to Carling should be provided.

#### Materiality

- · The pattern of the darker and lighter colours should be more consistent.
  - o Avoid having changes of materials in the same plane.
  - The podium expression should be consistently one colour and address Carling Avenue.
- · There is some concern with the blank facades. This needs to be further studied.

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# Document 6 – Perspectives



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# Document 7 – Renderings



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