

4. Zoning By-law Amendment – 1356 Clyde Avenue

Modification du Règlement de zonage – 1356, avenue Clyde

Committee recommendation as amended

That Council approve an amendment to Zoning By-law 2008-250 for 1356 Clyde Avenue to permit an 18 and 28-storey mixed use development, as detailed in Document 2, as amended by the following:

- that Section 2(b)(v)(a) of Document 2, as found on page 19 of the report be amended, by deleting the section in its entirety and replacing the text with the following:
 - a. The Site Plan Agreement will contain a condition requiring 10 affordable housing units (five one-bedrooms, three two bedrooms and two three-bedroom units) for a commitment of 20 years which will be secured through an Affordable Housing Agreement and which shall be built as part of the first phase of construction.

Recommandation du Comité, tel que modifié

Que le Conseil approuve une modification au Règlement de zonage 2008-250 visant le 1356, avenue Clyde, afin de permettre la construction de deux immeubles polyvalents de 18 et 28 étages, comme l'expose en détail le document 2, dans sa version modifiée par ce qui suit :

- que la section 2(b)(v)(a) du document 2, à la page 19 du rapport à modifier, soit entièrement supprimée et remplacée par ce qui suit :
 - a. L'accord de plan d'implantation obligera l'offre de 10 logements abordables (cinq appartements d'une chambre, trois de deux chambres et deux de trois chambres) pendant 20 ans, lesquels devront être construits durant la phase 1 des travaux; cette condition sera garantie par une entente sur le logement abordable.

Documentation/Documentation

1. Report from the Director, Planning Services, Planning, Infrastructure and Economic Development Department, dated August 9, 2021 (ACS2021-PIE-PS-0083)

Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 9 août 2021 (ACS2021-PIE-PS-0083)
2. Extract of draft Minutes, Planning Committee, August 26, 2021

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 26 août 2021

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
26 August 2021 / 26 août 2021**

**and Council
et au Conseil
8 September 2021 / 8 septembre 2021**

**Submitted on 9 August 2021
Soumis le 9 août 2021**

**Submitted by
Soumis par:
Lee Ann Snedden,
Director / Directrice**

**Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: COLLEGE (8) / COLLÈGE (8)

File Number: ACS2021-PIE-PS-0083

SUBJECT: Zoning By-law Amendment – 1356 Clyde Avenue

OBJET: Modification du Règlement de zonage – 1356, avenue Clyde

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1356 Clyde Avenue to permit an 18 and 28-storey mixed use development, as detailed in Document 2.**
- 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 September 8, 2021," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 visant le 1356, avenue Clyde, afin de permettre la construction de deux immeubles polyvalents de 18 et 28 étages, comme l'expose en détail le document 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, 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 8 septembre 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 the Zoning By-law Amendment application for 1356 Clyde Avenue to permit two high-rise mixed-use buildings including residential, commercial, and office uses and approximately 416 residential dwelling units.

The zoning application is to permit site-specific amendments for various performance standards, including increasing the maximum height to 87 metres (28-storeys), to permit the new mixed-use buildings.

Applicable Policy

The subject lands are designated Arterial Mainstreet on Schedule B of the Official Plan.

The Arterial Mainstreet designation is intended to provide a mix of uses and have the potential to evolve into more compact and transit-friendly places, potentially through redevelopment. The Official Plan provides specific direction for Arterial Mainstreets to accommodate additional density. High-rise buildings may only be permitted subject to a zoning amendment and where the building satisfies certain locational criteria, provides a community amenity, and provides adequate transition, as is the case with the proposed development.

The Urban Design Guidelines for Arterial Mainstreets and for Transit Oriented Development apply to this site, both aim to provide a mix of uses and densities that complement both transit users and the local community. The proposal's features relate well to the relevant Urban Design Guidelines.

Public Consultation/Input

A virtual public consultation session was held on June 30, 2020. At that time, the concept presented two mixed-use towers of 24 and 28-storeys. Following feedback from staff and the public, a revised proposal of 18 and 28-storeys was submitted. Over 250 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on height and density, parking and traffic, sun shadowing and design.

RÉSUMÉ

Recommandation du personnel

Le personnel chargé d'urbanisme recommande l'approbation de la demande de modification du Règlement de zonage visant le 1356, avenue Clyde, qui permettrait la construction de deux tours polyvalentes abritant des utilisations commerciales, de bureau et résidentielles, avec notamment environ 416 logements.

La demande relative au zonage a pour objet d'apporter des modifications propres à l'emplacement de diverses normes de rendement, notamment une augmentation de la hauteur maximale à 87 mètres (28 étages), et ainsi de permettre la construction d'immeubles polyvalents.

Politique applicable

Les terrains sont désignés « Artère principale » dans l'annexe B du Plan officiel. La désignation d'artère principale permet une variété d'utilisations et offre la possibilité d'évoluer vers des lieux plus regroupés et favorables au transport en commun,

potentiellement par le biais de projets de réaménagement. Le Plan officiel prévoit des orientations particulières permettant aux artères principales d'accueillir une densité supplémentaire. Les immeubles de grande hauteur ne peuvent être autorisés que sous réserve d'une modification de zonage et dans le cas où l'immeuble respecte certains critères de localisation, comprend une aire d'agrément commune et offre une transition adéquate, comme c'est le cas pour l'aménagement proposé.

Les Lignes directrices d'esthétique urbaine pour l'aménagement des artères principales et les Lignes directrices d'esthétique urbaine pour les aménagements axés sur le transport en commun prévoient une variété d'utilisations et de densités favorables aux usagers du transport en commun et à la collectivité locale. Les éléments du projet correspondent aux lignes directrices d'esthétique urbaine pertinentes.

Consultation et commentaires du public

Une séance de consultation publique s'est déroulée sous forme virtuelle le 30 juin 2020. À l'époque, le concept prévoyait deux tours polyvalentes de 24 et 28 étages. Par suite des commentaires émis par le personnel et les membres du public, une proposition révisée comprenant des tours de 18 et 28 étages a été présentée. Plus de 250 commentaires ont été émis lors du processus d'examen de la demande. Peu d'entre eux étaient favorables au projet, la plupart y étant opposés pour des questions entourant la hauteur, la densité, le stationnement, la circulation, l'ombrage et la conception.

BACKGROUND

Site location

1356 Clyde Avenue

Owner

Golpro Holdings Inc.

Applicant

Golpro Holdings Inc.

Architect

rlaarchitecture

Description of site and surroundings

The subject property is located at the northwest corner of the Baseline and Clyde intersection. It is an irregularly shaped parcel with a long frontage of 175 metres along Clyde Avenue and a 32-metre curved frontage along Baseline Road. The parcel is a total of 7,020 square metres and is the current location of two single-storey multi-tenant commercial buildings of approximately 1,800 square metres of gross floor area, with associated at-grade parking area.

There is a vehicular access from the adjacent high-rise apartments to the west, through the subject site which provides an exit onto Clyde Avenue southbound. The site currently functions with three accesses, including two right-in/right-out accesses from Clyde Avenue and one right-in/right-out access onto Baseline Road.

The surrounding physical context includes a residential complex with three 12-storey high-rise apartment buildings immediately to the west, a multi-family residential community consisting of townhomes, surface parking and landscaped open space. Immediately north of the site is a large mixed-use commercial and office development. To the east beyond Clyde Avenue, and to the south beyond Baseline Road is an automotive service station. Diagonally across the Baseline and Clyde intersection is what is commonly referred to as the Merivale Triangle, which is bounded by Baseline Road to the north, Merivale Road to the south, and Clyde Avenue to the west and which is a significant intensification node in this area.

From a transportation perspective, the subject site is located adjacent to the future Baseline Bus Rapid Transit corridor, the first phase of which is currently in the detailed design phase.

Proposed Development

The revised development proposal includes two residential towers of 18-storeys (north tower) and 28-storeys (south tower) in height, both with a seven-storey podium, to be developed in two phases. The project has been revised from the original application based on feedback from the public and staff. The original proposal included heights of 24 and 28 storeys, each with a six-storey podium.

The ground floor for the Phase one (north tower) podium is proposed to contain approximately 500 square metres of commercial retail space, 1,300 square metres of office space on the second floor and a total of 161 residential dwelling units. A total of 201 parking spaces are proposed, as well as 125 bicycle parking spaces. Phase two

includes approximately 920 square metres of commercial retail space, 1,730 square metres of office space on the second floor and a total of 208 residential units. A total of 245 parking spaces are proposed, as well as 145 bicycle parking spaces. Most parking spaces are proposed as a below grade parking garage with 13 of the visitor and commercial spaces proposed at grade across the site.

Two at-grade Privately Owned Public Spaces (POPS) have been proposed as part of the second phase of development at the north and south end of the southern building.

Summary of requested Zoning By-law Amendment proposal

The subject sites are currently zoned as Arterial Mainstreet – Subzone 1, Maximum Height 9 – AM1 H(9), which permits a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings. The application is also introducing a new height schedule and seeking relief from zoning provisions as detailed in Document 2.

The Zoning By-law Amendment requests to increase the maximum permitted height (57 metres and 87 metres), decrease the minimum width of an access aisle, and amend the bicycle parking dimension provisions to include stacked bicycle parking systems.

Details of the recommended zoning include:

1. Rezone 1356 Clyde Avenue Drive from AM1 H(9) to AM1[XXXX] SYYY-h;
2. Define maximum building heights through the new Schedule 'YYY';
3. Add a new Urban Exception XXXX to include provisions addressing the following:
 - The minimum width of access to a loading space is six metres; and
 - Stacked bicycle parking systems are permitted, and such systems are exempt from the minimum bicycle parking space dimensions.

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 Chiarelli held a virtual community information session on June 30, 2020 to

discuss the development with the community. During this meeting, display boards were available for viewing, and the consultant team provided a presentation of the proposal followed by an open question and answer period. Approximately 87 individuals attended. Staff also attended the meeting to field questions on process and next steps. Staff have been available for subsequent online meetings with members of adjacent Community Associations.

Over 250 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on height and density, parking and traffic, sun shadowing and design.

For this proposal's consultation details, see Document 5 of this report.

Official Plan designation

The subject lands are designated Arterial Mainstreet on Schedule B of the Official Plan. The Arterial Mainstreet designation is intended to provide a mix of uses and have the potential to evolve, over time, into more compact, pedestrian-oriented and transit-friendly places, potentially through redevelopment of parking areas. The Arterial Mainstreet policies outline that building heights of up to nine storeys are permitted as of right, and that high-rise buildings shall only be considered through specific criteria.

Other applicable policies and guidelines

The [Urban Design Guidelines for Development along Arterial Mainstreets](#) and [Urban Design Guidelines for High-Rise Buildings](#) are also applicable to the subject site and have been used to assess the application.

Section 2.2.2 – Managing Growth Within the Urban Area

This section directs where growth will occur within Ottawa. Policies within this section support the opportunity for intensification within the General Urban Area and recognises that such areas will continue to mature and evolve through intensification and infill, but at a scale contingent on proximity to major roads and transit, and the area's planned function. Consideration of the character in the surrounding community is a factor in determining compatibility within a community. Growth will be directed where services already exist, and infill and redevelopment will be compatible with the existing context or planned function of the area. All intensification will occur in accordance with the provisions of Section 2.5.1 and 4.11, dealing with matters of urban design and compatibility.

Section 2.2.2 states that target areas for intensification are the Central Area, Mainstreets and Town Centres. Intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met. Denser development, that often means taller buildings, should be in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses.

Policy 3.6.3 states that The Mainstreet designations identify streets that offer significant opportunities for intensification through medium-density and mixed-use development, along streets that are Transit Priority Corridors. The objective of the Mainstreet designation is to encourage more dense and mixed-use development that supports, and is supported by, increased walking, cycling and transit use. Intensification is most likely to occur over time through the redevelopment of sites such as vacant lots and former automobile sales lots.

Policy 3.6.3.5 which speaks to a broad range of uses is permitted on both Traditional and Arterial Mainstreets. Policy 3.6.5.10 outlines that redevelopment and infill are encouraged on Arterial Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk.

Sections 2.5.1 and Section 4.11 of the Official Plan provides policy direction for designing Ottawa, urban design, and compatibility.

Section 2.5.1 of the Official Plan provides direction with respect to compatible development practices and new building projects. Compatible development is defined in the OP as development that is not necessarily the same as or like existing buildings, but that enhances and coexists with existing development without undue adverse impacts. It 'fits well' within its physical context and 'works well' among those functions that surround it. The Official Plan emphasizes that the above objectives are achievable without designing a development to be the same as existing developments.

Various design objectives are outlined to help guide and review the assessment of a development. The subject proposal responds to the design objectives of defining quality public and private spaces; by creating places that are safe, accessible and are easy to get to, and move through.

Section 2.5.1 – Designing Ottawa

Tools and design objectives for new development are provided in Section 2.5.1 to guide compatibility and a high quality of design. These design objectives include enhancing

the sense of community; defining quality public and private spaces through development; ensuring that new development respects the character of existing areas; and considering the adaptability and diversity of places that can adapt and evolve easily over time.

Section 4.11 – Urban Design and Compatibility

New development is reviewed and evaluated using the policies of Section 4.11, which address urban design and compatibility. These aspects of urban design and compatibility include building profile and height, potential impacts, building transitions, and intensification within established neighbourhoods. The purpose of reviewing these design aspects is to ensure that new development is sensitive and compatible to the existing context while providing appropriate transitions between densities and land uses. Furthermore, taller buildings should be located around rapid transit, and a strong emphasis is placed on human-scale and pedestrian-oriented street environment through measures such as a podium design, which is generally two to six storeys and responds to the surrounding character. Tower(s) are stepped back. Tower design and separation are important to minimize privacy, wind, and sun shadowing impacts.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law Amendment application was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting, which was open to the public.

The formal review meeting for the Zoning By-Law Amendment application was held on September 3rd, 2020.

The panel's recommendations from the formal review are provided in Document 6.

The panel was successful in aiding in the implementation of the following:

- The height of the northern tower was reduced from 24-storeys to 18.
- The transition of the northern tower was improved by decreasing the height.
- The creation of a rear lane connection between the two sites.

Staff are confident that the recommendations contained within this report for the Zoning By-law Amendment will result in good planning and set up a framework that is consistent with the key items that the panel flagged for further consideration. Final

details on the design and public realm treatments will be determined through Site Plan Control.

Planning rationale

Official Plan Policies

In considering the proposed Official Plan amendment, the key policy considerations are found within the parent Official Plan for Arterial Mainstreets as well as the Urban Design Guidelines for High-Rise Buildings, Transit Oriented Development and Arterial Mainstreets.

The proposed development adequately responds to the policy objectives of the Official Plan for Mainstreets. The subject lands are currently underutilized as a surface parking lot and vacant commercial buildings and their location along a Mainstreet that is in proximity to transit and planned higher-order transit, in accordance with policy 3.6.5.10.

The proposed development is located adjacent to the future Baseline Bus Rapid Transit corridor, as well is near a variety of commercial uses, which makes this site an ideal location to increase building height and density.

Policy 3.6.3.12 provides specific direction for Arterial Mainstreets to accommodate additional height. The OP notes that unless a secondary plan states otherwise, building heights up to nine-storeys may be permitted as of right but high-rise buildings may only be permitted subject to a zoning amendment and where the building will be located at one or more of the following nodes:

1. Within 400 metres walking distance of a Rapid Transit Station on Schedule D of this Plan; or
2. Directly abutting an intersection of the Mainstreet with another Mainstreet or a Transit Priority Corridor on Schedule D of this Plan; or
3. Directly abutting a Major Urban Facility:

As well, in the review of such an application the development shall provide a community amenity and adequate transition is provided to adjacent low-rise.

The subject property is located along Baseline Avenue which is identified as a planned bus rapid transit corridor on Schedule D. The subject site is also within proximity of a planned transit station, which addresses the locational criteria established.

Transition has been evaluated using the Urban Design Guidelines for High-Rise Buildings along with an assessment of the existing lot fabric and land uses. The requirement for an adequate transition is in keeping with the Urban Design Guidelines for high-rise buildings and is being met through massing, building footprint, and setbacks to create an appropriate angular plane between the proposed buildings and the stable low-rise buildings to the north. The design of the northern building generally satisfies the angular plane transitioning into low-rise as the building approaches the north. The proposal also places the tower portion of the northern building as far south as possible from the low-rise community to the north, thereby providing adequate transition via the seven-storey podium.

Transition on the building responds to the varying contexts to the north and west, with different massing and stepback strategies, including a 45-degree angular plane at the rear of the north building along Clyde Avenue.

To implement this design, the proposed by-law would capture the volume and mass through a site-specific schedule. Lastly, with respect to the provision of a community amenity, the proposed public realm improvements to be captured through the site plan control process will include two POPS (one on Clyde Avenue and the other at the corner of Clyde Avenue and Baseline Road).

As per Sections 2.5.1 and 4.11 of the Official Plan referencing urban design and compatibility, the building design incorporates a high standard of materiality and uses architecture and urban design to enhance articulation and defines the street edge with an appropriately scaled podium, containing residential and commercial elements that frames the streets. The proposed massing of the building also includes appropriate building setbacks and stepbacks, as well as tower separation, to not create an overpowering enclosure of the street while introducing a high-rise tower form. The proposed public realm improvements, including the addition of two POPS, will create a new environment along both Clyde Avenue and Baseline Road, which is consistent with the vision and policy direction for such streets and supports further animation of the street with publicly accessible retail space. New landscaping elements along the street frontage and abutting properties further softens the ground plane. These matters will be further reviewed through the Site Plan Control process to ensure the design of the buildings, as well as the public realm, will not cause undue adverse impacts on surrounding properties.

In addition to the built form and compatibility policies found in Section 2.5.1 of the Official Plan, additional objective compatibility criteria and policies can also be found in

Section 4.11, Urban Design and Compatibility.

Section 4.11 of the Official Plan references the compatibility of new buildings within their surroundings through setbacks, heights, transitions, colours and materials, orientation of entrances, podium design and incorporating elements and details of common characteristics of the area.

The proposed setbacks and built form transition well to Clyde Avenue and Baseline Road and the active frontages contribute to the compatibility of this development, as well as orients several retail and office entrances of each building toward the public street. The taller building (south tower) is located directly at the corner of Clyde Avenue and Baseline Road, furthest away from the low-rise context. Furthermore, taller buildings should be located around rapid transit, and a strong emphasis is placed human-scale and pedestrian-oriented street environment through measures such as a podium design.

Tower design and separation is important to minimize wind and sun shadowing impacts, as well as to maintain privacy. This has been accomplished with the proposed seven-storey podium. The towers are also sufficiently separated from one another and meet the Urban Design Guidelines for High-Rise Buildings. This will also be ensured through the introduction of a new schedule for this site in the Zoning By-law.

To ensure items such as building colours, materials, and pedestrian realm treatment are further defined and reviewed, the Site Plan Control application will also require a formal submission to the Urban Design Review Panel.

Urban Design Guidelines

With respect to the Design Guidelines, which share some overlapping principles, the project has responded appropriately to the Design Guidelines for Arterial Mainstreets, High-Rise Buildings and Transit Oriented Development. Guidelines include addressing compatibility through massing, setbacks, and transitions, including a podium, orienting the towers to minimize the extent of shadowing, designing with compact floor plates, and improving spaces for pedestrians and the public realm. The project has been reviewed under the recently updated guidelines and is generally consistent with the directions presented.

With respect to Arterial Mainstreets, the proposed development is consistent with guidelines that speak to providing streetscape elements, appropriate building setbacks, a continuous built edge along the street and wide sidewalks which will be secured

through the Site Plan Control process. With respect to the Design Guidelines for High-Rise Buildings, the proposed development has addressed guidelines with respect to tower separation, floor plate size and transition to low-rise neighbourhoods. Lastly, with respect to the Guidelines for Transit Oriented Development, the application has provided for a mix of uses, provided an appealing pedestrian environment and public plaza, proposes the use of clear glazing at grade and located parking spaces both in the rear/side of the site and below grade.

The proposed amendments conform to the Official Plan. The proposed mixed-use development concentrates height and density on a site within walking distance of a future rapid transit station and transition has been designed in a manner consistent with the surrounding context. Development of the site will promote a public realm with the inclusion of two POPS, and easily accessible retail options.

The proposed development satisfies the policies of Sections 2.5.1 and 4.11, which shows through sensitive design and techniques such as different building materials, setbacks, and tower separation, how the proposed development can be constructively integrated into the community. Items such as building colours, materials, and the public realm treatment will be further defined and reviewed, through the Site Plan Control application, as well as a formal submission to the Urban Design Review Panel.

Zoning By-law Amendment

As detailed in Document 2, the proposed Zoning By-law Amendment maintain the zoning of Arterial Mainstreet (AM) but will introduce a new site-specific Urban Exception [xxxx] for various performance standards and new Schedule 'YYY' for tower separation and building heights. The following summarizes the planning rationale for the amendments.

1. Permit permitted building heights as per Schedule YYY.
 - As discussed above, increasing density and height around transit stations is encouraged throughout the Official Plan in several policies. The increase in height has also been reviewed under urban design and compatibility policies (Policies 2.5.1 and 4.11) and the proposed seven-storey podium, with point towers above, concentrates much of the height as far from the low-rise community as possible. Schedule 'YYY' ensures the positive design elements of the building, as well as the podiums and the 45-degree angular plane towards the low-rise community to the north.

2. Permit a minimum width of access to a loading space of 6.0 metres.
 - This request to reduce the width of an access aisle leading to a loading space has proven to be functional, and staff have no concern reducing this requirement from the normal 7.5 metres.
3. Stacked bicycle parking systems are permitted, and such systems are exempt from the minimum bicycle parking space dimensions.
 - Bicycle parking spaces have been provided to provide assurance regarding the proposed cycling facilities and active transportation design of the building, and the provision allows for stacked bicycle parking system to enable a different format of parking options.
4. Add holding symbol (-h) provisions that must be satisfied through Site Plan Control prior to the symbol being lifted, such as providing affordable housing units.

Section 37

Pursuant to Section 37 of the *Planning Act*, the City may authorize increases in the height and density of development above the levels otherwise permitted by the Zoning By-law, in return for the provision of community benefits. The Official Plan (Section 5.2.1.11) states that limited increases will be permitted in return for the provision of community benefits as set out in the Zoning By-law, which shall be secured through an agreement registered on title, as per the *Planning Act*. The project must represent good planning.

The proposed zoning permits a maximum FSI of 4.8 where the current zoning permits 3.5, and the proposed Gross Floor Area is more than 25 per cent of that permitted as of right. As such, the owner is required to provide a Section 37 contribution. As discussed, in this report, planning staff are satisfied that the proposed development is consistent with the principles and policies of the Official Plan, OPA 150, and Council-approved design guidelines and that it represents good planning.

In accordance with the Council-approved guidelines, draw down factors that will be secured through the Site Plan Control process mean that a specific Section 37 agreement is not required.

The following non-monetary contributions will be provided and will be secured as part of a future Site Plan Control application:

- Five one-bedroom affordable housing units;
- Three two-bedroom affordable housing units; and
- Two three-bedroom affordable housing units.

A total of 10 affordable housing units will be secured through a holding provision that cannot be lifted until a Site Plan Control application has been approved and an agreement executed. These units meet the City's definition of Affordable Housing in the Official Plan and the Municipal Capital Facilities By-law for Affordable Housing. The definition that has been met is the Average Market Rents by unit type, as determined by the Canada Mortgage and Housing Corporation. The provision of affordable housing will be listed as a condition of approval in the Site Plan Control process, which will be secured through an Affordable Housing Agreement.

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 the recommendations in this report.

COMMENTS BY THE WARD COUNCILLOR

Ward Councillor Chiarelli is aware of the recommendations of this report.

LEGAL IMPLICATIONS

Should the recommendations be adopted and the resulting zoning by-law be appealed to the Ontario Land Tribunal, it is anticipated that a three day hearing would be required. 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

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner. Management of infrastructure servicing capacities needed to support intensification in this area will be in accordance with strategies provided in the Infrastructure Master Plan.

FINANCIAL IMPLICATIONS

In accordance with the Council-approved guidelines, the Section 37 contribution for this proposal has been determined to be the following non-monetary contribution, which will be secured as part of a future Site Plan Control application:

Five one-bedroom affordable housing units;

Three two-bedroom affordable housing units; and

Two three-bedroom affordable housing units.

In the event that the application is refused and appealed, it would be necessary to retain an external planner and possibly other external witnesses. These expenses would be funded from within Planning Services' operating budget.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code. The Accessibility for *Ontarians with Disabilities Act* requirements for site design will also apply and will be reviewed through the Site Plan Control application.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities
- Integrated Transportation

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-20-0032) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of issues surrounding planning and urban design.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Proposed Zoning Schedule

Document 4 Development Images

Document 5 Consultation Details

Document 6 Urban Design Review Panel Meeting Notes

CONCLUSION

The proposed development introduces intensification through two high-rise buildings in a manner which conforms to the Official Plan and is consistent with the relevant design guidelines. The proposed development incorporates amenity and public open space and uses appropriate transition in the built form context. The development has been designed to encourage active transportation use and is located within walking distance of a future rapid transit station. The development fits within the existing and planned context and is a compatible use. The Zoning By-law Amendment is recommended for approval.

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.

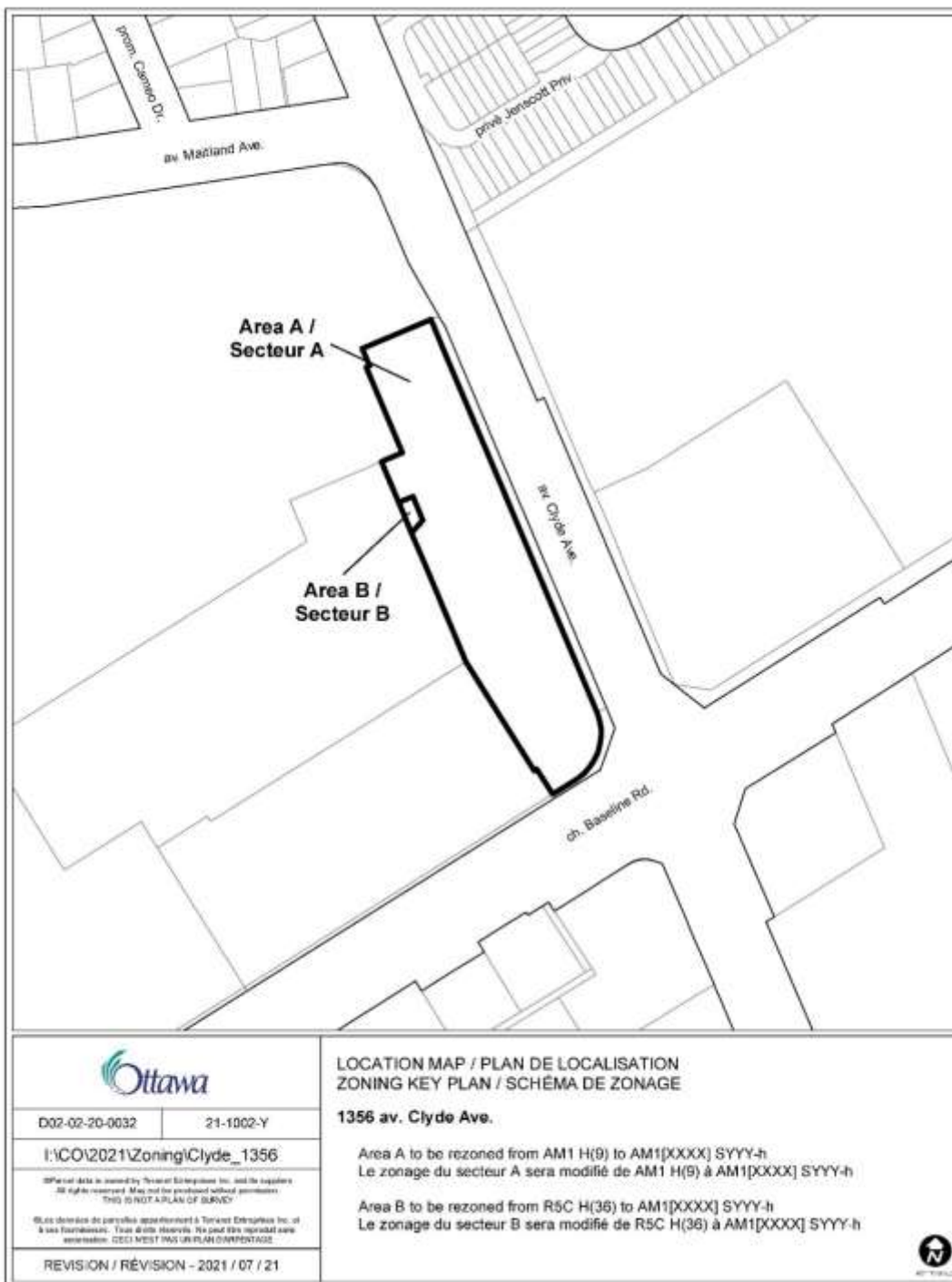
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

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.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.ca)



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1356 Clyde Avenue are as follows:

1. Rezone the lands shown in Document 1 from AM1 H(9) to AM1[XXXX] SYYY -h.
2. Amend Part 17, Schedules, by a new Schedule 'YYY', as shown in Document 3.
3. Amend Section 239, Urban Exceptions, by adding a new exception [XXXX] with provisions similar in effect as follows:
 - a. In Column II, add "AM1[XXXX] SYYY -h".
 - b. In Column V, include provisions similar in effect to the following:
 - i. Maximum permitted building heights, minimum setbacks and minimum stepbacks are as per Schedule YYY.
 - ii. Minimum aisle width for access to a loading space is 6.0 metres.
 - iii. Stacked bicycle parking systems are permitted, and such systems are exempt from the minimum bicycle parking space dimensions.
 - iv. Despite table185(g) a maximum floor space index does not apply.
 - v. The holding symbol may not be lifted until a Site Plan application is approved, including the execution of an agreement pursuant to Section 41 of the Planning Act, to the satisfaction of the General Manager, Planning, Infrastructure and Economic Development, and will satisfy the following:
 - a. The Site Plan Agreement will contain a condition requiring 10 affordable housing units (five one-bedrooms, three two-bedrooms and two three-bedroom units) which will be secured through an Affordable Housing Agreement.

**Minimum required setbacks/
Retraits minimaux requis**

**Minimum required stepbacks/
Reculs minimaux requis**

**MAXIMUM PERMITTED BUILDING HEIGHT /
MAXIMUM NUMBER OF STOREYS
LA HAUTEUR DE BÂTIMENT MAXIMALE PERMISE
/NOMBRE D'ÉTAGES MAXIMAL**

Area/Secteur	Maximum Permitted Building Height / Maximum Number of Storeys
Area/Secteur A : 87m and/et 28 storeys/étages	
Area/Secteur B : 57m and/et 18 storeys/étages	
Area/Secteur C : 24m and/et 7 storeys/étages	
Area/Secteur D : No buildings permitted/ Aucun bâtiment permis	

Area A / Secteur A

Area B / Secteur B

Area C / Secteur C

Area D / Secteur D

19.3m, 8.80m, 14.40m, 10.20m, 1.2m, 1.8m, 59.7m, 17.60m, 2.1m, 2.3m, 3.3m

av. Clyde Ave.

ch. Baseline Rd.

**This is Schedule _____ to Zoning By-law No. 2008-250
Annexe _____ au Règlement de zonage n° 2008-250**

**This is Attachment _____ to By-law Number _____, passed _____, 2021
Pièce jointe n° _____ du Règlement municipal n° _____, adopté le _____ 2021**

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Document 4 – Development Images





Document 5 – Consultation Details

Notification and Consultation Process

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

Councillor Chiarelli held a virtual community information session on June 30, 2020 to discuss the development with the community. During this meeting, display boards were available for viewing, and the consultant team provided a presentation of the proposal followed by an open question and answer period. Approximately 87 individuals attended. Staff also attended the meeting to field questions on process and next steps. Staff have been available for subsequent online meetings with members of adjacent Community Associations.

Over 250 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on height and density, parking and traffic, sun shadowing and design.

The following summarizes, in no particular order, a list of comment topics and items raised by members of the public in response to the application:

Building Height, Density and Architecture

- The height of the development will threaten the privacy of neighbouring buildings.
- The building height will negatively impact the skyline.
- The buildings will be completely out of sync with the surrounding neighbourhood towering over the existing buildings with double the height.
- The subject site is too small to accommodate a development of this scale.
- Will the developer design and build the development using best practices for residential towers such as LEED, Passive House or mass timber construction?
- The building is unattractive and incompatible with its surroundings.

Response

The height and scale of the building was reviewed in accordance with the Official Plan, and key design guidelines as discussed in this report. This location represents a significant opportunity for intensification, and the specific policies in the Official Plan that allow for the consideration of taller buildings have been satisfied.

The site is located along a future Bus Rapid Transit corridor and the development provides the required community amenities in order to increase height and is consistent with the policy framework for considering taller buildings.

Details concerning architecture were reviewed by the Urban Design Review Panel through a formal submission and the Site Plan Control application will also require a formal submission to the Urban Design Review Panel. The Official Plan provides direction for urban design and compatibility, outlining, in a broad nature, design objectives such as defining quality spaces, ensuring safety and accessibility, respecting the character of the community, considerations on the adaptability of space in a building, and sustainability. Final materiality and best practices will be confirmed through Site Plan approval.

Parking / Traffic / Public Transit

- Parking for the buildings seems to be inadequate for both tenants and visitors and people doing business in the commercial units.
- There are a lot of people in the neighbouring condo buildings who are concerned that people from these new buildings will be parking on their property and using it to cut through.
- There will be parking havoc in the adjacent area; will be an overflow of street parking in the adjacent neighborhood.
- There should be a minimum of one bicycle parking space per unit for this development; bicycle parking for the development should be locked, have surveillance and be located underground.
- The intersection should be redone to make it safer for pedestrians and cyclists and there should be separated bike lanes on Baseline Road and Clyde Avenue.
- The large number of new tenants will add to the already congested intersection of Clyde Avenue and Baseline Road, as well as local roads.
- The increased number of residents will mean that more people will be jaywalking from the proposed development to Walmart; this will create hazardous conditions and lead to injuries and deaths.
- For residents and cyclists safety, the exit onto Baseline Road should be closed to reduce car/bicycle/pedestrian conflicts.
- There is no transit system that can get you to light rail from the subject site.

- The BRT infrastructure that may be built in 10 to 12 years might be adequate to support the increase in foot traffic that would use the buses, but in the meantime the regular city buses would be inadequate to handle the extra amount of people wanting to use the system.
- Existing bus service is infrequent, and buses are seldom on time; what will happen to the bus routes when more people are using them?

Response

The Official Plan encourages intensification and development where there are opportunities to support alternative modes of travel from the car. The site is located along a future Bus Rapid Transit corridor and within proximity of a planned transit station. The subject site is located adjacent to the future Baseline Bus Rapid Transit corridor, the first phase of which is currently in the detailed design phase.

The proposed number of vehicle and bicycle parking spaces is above the minimum requirements of the Zoning By-law and will adequately suit the needs of the development. Visitor parking is also provided to discourage visitors from parking on local streets. In support of the application, a Transportation Impact Assessment (TIA) was submitted and reviewed by staff, who found the report to be satisfactory. As part of the Site Plan Control application, an additional TIA will be required.

Construction

- The fact that the entire site area of over 7,000 metres will need to be reinforced to support these two towers should be a wake-up call and raises further questions about the appropriateness of the site.
- The subject site on has shale or slate down about 20 feet in the ground; there will need to be a significant amount of blasting.
- What else can we expect to occur to our property during the construction of this project, and if damage occurs to any of our buildings who will cover the cost of repairs, example broken windows from the blasting?

Response

The construction of the proposed development is required to follow all applicable City and Provincial regulations and industry best practices relating to safety, noise, dust, blasting and construction. Construction activity must adhere to relevant City by-laws, including the Noise By-law, Traffic and Parking By-law and Encroachments on City

Highways By-law. If issues are experienced during construction, a concerned citizen may contact 311 to report non-compliance with the by-laws.

As part of the Site Plan Control application, detailed plans and studies will be required that will address grading and drainage, stormwater management, noise and geotechnical matters. Furthermore, Site Plan Control approval will contain conditions with respect to blasting.

Site Layout

- This lot does not have sufficient entry and exit access for a development that size.
- There is a lack of passenger pick-up and drop offs or considerations for delivery and moving.
- Garbage removal which could potentially cause traffic to back up on Clyde (or at times block egress to Clyde for neighbouring buildings); garbage trucks needs a fair amount of swing room.
- Snow removal takes up space; it does not appear that enough space has been allotted for snowplows and dump trucks to come and remove snow.
- The relationship to the sidewalk and road is very important for a building like this; too many infill apartment buildings in this city have been placed so close to the sidewalk that there is a sense of being crowded off the sidewalk.

Response

A rear lane connection between the two sites was added to the site in response to connectivity concerns raised after the first submission. With the exception of a requested reduction for the width of a loading space, the proposed development satisfies the relevant Zoning By-law requirements for site circulation. In support of the application, a TIA was submitted and reviewed by staff, who found the report to be satisfactory. As part of the Site Plan Control application, an additional TIA will be required.

Sidewalks are proposed for both frontages of the site. The positioning of the buildings along the frontages aligns with the Official Plan policies for Arterial Mainstreets and satisfies the setback requirements of the Zoning By-law.

Details regarding passenger pick up and drop offs, snow removal and waste removal will be reviewed in detail during the Site Plan Control stage.

Greenspace and Community Amenities

- There is a severe lack of greenspace reserved for this many units.
- There doesn't seem to be very much green space for their tenants to use; this may result in neighbouring properties being used by new residents resulting in conflict between the residents of the buildings.
- The city could require well designed and maintained green space associated with the building, including trees, benches and pleasant walkways.
- The privately owned public spaces approach will be ineffective for this development.

Response

Two at-grade POPS have been proposed as part of the second phase of development at the north and south end of the southern building. The City's Parkland Dedication By-law requires that the applicant conveys land for park purposes or submits a payment for cash-in-lieu of parkland (CIL); as there is no conveyable land on the subject site, the applicant will submit a payment for CIL prior to the issuance of a building permit.

Sun Shadowing, Noise, Wind and Views

- A noise study for a nearby development concluded that forecast noise levels exceed the allowable limits specified by the City of Ottawa's Environmental Noise Control Guidelines – this noise study did not include the future potential traffic noise for the 1356 Clyde Avenue site – also expected to be excessive; how will this noise impact outdoor activities and residents in nearby ground-oriented units?
- The buildings would interfere with the view and the amount of sunlight that residents in nearby buildings currently receive.
- The addition of the office building already present has increased winds in the Clyde corridor, making it difficult to walk if you have a disability; the wind is already bad enough without giant buildings on the other side of the street funneling more increased wind speeds down Clyde.

Response

The project has been reviewed under the Design Guidelines for Arterial Mainstreets, High-Rise Buildings and Transit Oriented Development; in particular, the Design Guidelines for High-Rise Buildings provide direction on tower separation, angular plane

transitioning, sightlines, wind and sun shadowing. The proposed development provides adequate tower separation and is generally consistent with the directions presented in the Design Guidelines.

A wind study and a sun shade study were submitted in support of the application and reviewed by staff, who found the studies to be satisfactory. As part of the Site Plan Control application, additional wind and sun shade studies will be required.

Servicing

- Will the storm sewers be able to handle the additional runoff?
- Does existing infrastructure need to be updated to accommodate this development? If so, who is paying for these upgrades and how will these upgrades affect current residents?

Response

An Adequacy of Services Study was submitted in support of the application. Staff at the City and the Rideau Valley Conservation Authority are satisfied with the findings in this report, and thus have no concerns with infrastructure capacity (stormwater, sanitary, water). As part of the Site Plan Control application, the applicant will be required to submit detailed plans and studies regarding details of the proposed infrastructure.

Comprehensive Planning

- Would it be possible for the two 15-storey on the east side of Clyde to finish construction first before this project begins construction?
- The near simultaneous redevelopment of the Clyde-Baseline intersection with both the north-east and north-west corner as well as the nearby Dymon facility creates too many assumptions.
- The Merivale/Clyde area south of Baseline Road is already dysfunctional and there should be a comprehensive secondary planning process for the area.

Response

The proposed development satisfies the requirements of the Official Plan; no secondary planning process is required for the subject site. The relationship between the proposed development and nearby developments have been considered by the relevant technical agencies and departments; no outstanding concerns regarding the assumptions made for servicing or transportation have been identified. This parcel is not included in the

[Merivale Road – Secondary Plan](#) as it is north of Baseline Road, where the Secondary Plan includes lands south of Baseline Road to Viewmount Drive.

The Planning Process

- Residents expressed concerns that the planning process was being undertaken during the COVID-19 pandemic.

Response

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for Development Applications. The applications were circulated accordingly, and members of the public are welcome to submit comments throughout the application process. Furthermore, Councillor Chiarelli held a Community Information Session on June 30, 2020, which was attended by the applicant, city staff and members of the public. The City considers Planning Committee the statutory meeting as required by the *Planning Act*, where members of the public are welcome to attend and make a delegation either in person or in writing.

Other Concerns

- Is there underground water underneath the site?
- If the development is meant to attract families, where the children will attend school and is there adequate space in the schools for them?
- How many of the residential units will be part of an affordable housing initiative?
- The development will de-value the neighbouring properties.

Response

A Geotechnical Report submitted in support of the application and reviewed by staff, who found the report to be satisfactory. The Rideau Valley Conservation Authority have also reviewed the subject application and have not indicated their opposition to the development.

Local school boards are circulated development applications and asked to provide comments. No comments were received from the school boards indicating any issues with these applications.

As part of the Section 37 negotiations, 10 affordable housing units will be provided secured through a holding provision.

There is no evidence to suggest that the proposed development will de-value neighbouring properties or contribute to increased air pollution.

City View Community Association

The City View Community Association submitted comments in an email on May 11, 2021, and their concerns have been summarized as follows:

- The proposed development represents overdevelopment for such a small lot.
- Overdevelopment will lead to significant issues with traffic and the area cannot absorb this additional density and traffic.
- There doesn't appear to be any public sidewalks on the plans or space to construct them.
- For residents and cyclists safety, the exit onto Baseline Road should be closed to reduce car/bicycle/pedestrian conflicts.
- The Merivale/Clyde area south of Baseline Road is already dysfunctional and there should be a comprehensive secondary planning process for the area.
- This development could fit within the Merivale Triangle, in a properly planned residential/commercial community.

Many of the concerns mentioned by the Community Association have been addressed above in this report.

Document 6 – Urban Design Review Panel

Formal Review – September 3, 2020

1356 CLYDE AVENUE | Formal Review | Zoning By-law Amendment | GOLPRO Holdings Inc.; Roderick Lahey Architecture; FOTENN Planning & Design

Summary

- The Panel appreciates the inclusion of two POPS, however, expressed some concerns with the height of the northerly tower and the relationship with the properties to the west.
- The Panel is concerned with the lack of connectivity of the two sites. The integration of the ramps into the buildings and the creation of a rear lane connection between the two sites was recommended.
- The Panel provided some thoughts on the design of the podium including variations and playfulness.

Massing and Transition

- The Panel appreciated that the towers had no overlaps with the existing towers on the neighbouring property and the treatment of the corner at Baseline and Clyde.
- The Panel has concerns with the transition of built form, specifically to the north and west, and providing a greater buffer to the adjacent site to the west.
- Improved transition to the existing neighbourhood to the west of Phase 1 is needed.
- Explore the possibility of redistributing some density from the northern building to the southern building. The Panel suggests exploring options to drop the height of Phase 1, potentially to a mid-rise height or to transfer density from Phase 1 to Phase 2.
- Consider shifting the tower at the corner of Clyde/Baseline slightly to the west, eliminating the need for the cantilever.
- There was a suggestion to move the south building up by one grid line.

- Proximity of the podium to the road is concerning. Consider sliding the podium to the west as much as possible. The podium should also be broken up.

Building Design

- The Panel raised a concern with the overhang above the second storey and the use of gray metal cladding as a ground and second floor treatment.
- The Panel appreciates the amount of glazing shown at the ground floor.
- There was a concern about the repetitiveness of the façade.
- The Panel recommends exploring varying podium treatments to break up the long monotonous aesthetic.
- More emphasis should be placed on the rhythm of the façade treatment on Clyde especially the tower and podium composition.
- Consider a more playful and lighter tower expression. Reduce the amount of red brick in the material palette.

Site Plan

- The Panel has concerns with respect to the connectedness of the site but understands the constraints of the right of way which bisects the site. Integrating the garage entrances into the base of the building may free up ground floor area to make the connection all the way through.
- The access to the underground parking garage should be further studied to avoid cutting off the western side of the property.
- There were concerns about the lack of landscaping on the site.

Privately Owned Public Space

- The Panel appreciates the two proposed POPS on the site.
- With respect to the POPS at the corner of Clyde and Baseline, an expansion to this POPS should be explored. However, there was also concerns about the usefulness of a POPS at this busy intersection.
- With respect to the mid-block POPS, there may be an opportunity to reconfigure the parking to create a larger space that is enhanced in quality.

- Continue to study the impact that wind will have on the comfort of the POPS spaces and determine whether the best locations for them have been chosen.