



## **PLANNING RATIONALE**

**Proposal:**

Official Plan and Zoning By-law Amendments to  
Permit a Mixed-use Infill Development

**Location:**

Holland Cross  
1560 Scott Street, Ottawa, Ontario

**Prepared for:**

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## 1. OVERVIEW

Stantec Consulting Ltd. has been retained by LaSalle Investment Management as the planning consultant for the purpose of preparing a planning rationale report in support of a proposed mixed-use infill development (the “proposal”).

The proposal is for a portion of the lands known municipally as 1560 Scott Street, commonly referred to as Holland Cross, which is an existing mixed-use complex (office and commercial) at the corner of Scott Street and Holland Avenue in Ottawa’s west end. The proposal is for a single 29-storey building added to be added to the existing podium, with new development consisting of 337 dwelling units, approximately 80 m<sup>2</sup> of gross floor area (GFA) of ground-level commercial space, re-configured below-grade parking, and approximately 27,558 m<sup>2</sup> of total new GFA. The owner’s intent is to have required Planning Act approvals in place before the end of 2020 to allow for construction to begin in the spring of 2021.



FIGURE 1. CONCEPTUAL ARCHITECTURAL RENDERING (N45 ARCHITECTURE INC.)





The proposal requires an Official Plan Amendment (OPA), a Zoning By-law Amendment (ZBA), and Site Plan Approval (SPA) from the City of Ottawa. The intent is to proceed with concurrent applications for the OPA and ZBA, and to prepare the required site plan control submission once circulation comments have been received on the former applications.

In 2014, Zoning By-law Amendment and site plan control applications were filed for the property for a 12-storey office building (application number D07-12-14-00016). Due to changing market conditions, the previous plans were abandoned. The subject proposal represents a new design direction being submitted and supported by a different consultant team.

This report represents the required planning rationale to be submitted as part of the OPA and ZBA applications, with an addendum to be provided for the eventual site plan control application. As demonstrated throughout this report, it is our professional opinion that the proposal conforms and complies to the general intent of applicable planning policy and regulations, that it represents good land use planning, that it is in the public interest, and that the requested amendments are therefore recommended for approval.

## 2. CONTEXTUAL ANALYSIS

### 2.1 SURROUNDING CONTEXT

The property is located within Ward 15 – Kitchissippi, which is within the City’s Urban Policy Area, and is considered part of the Hintonburg neighbourhood. More specifically, the property is located at the southeast quadrant of the Scott Street and Holland Avenue intersection, which is immediately south of the Tunney’s Pasture Light Rail Transit (LRT) Station and Federal Government office campus.



FIGURE 2. LOCATION PLAN



This area of the City is characterized by a wide-ranging mix of land uses and densities, as well as built form vintage and architectural expression. New development in this area and along nearby mainstreets tends to be of mid to high-rise built form, a reflection of the prevailing policy framework which encourages greater height and density near transit stations and along mixed-use corridors. The below listed land uses and features surround the property, as illustrated in Figure 3.

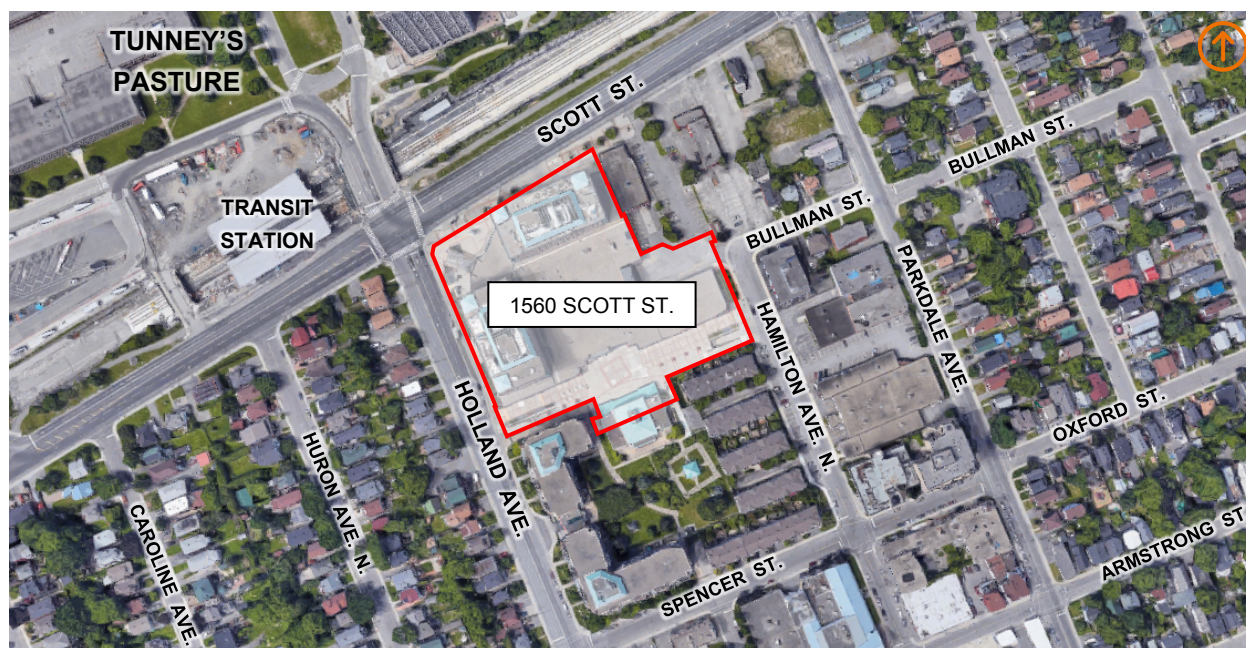


FIGURE 3. SURROUNDING CONTEXT

- NORTH** To the north of the property is Scott Street, a 5-lane east-to-west arterial roadway. On the north side of Scott Street is the OC Transpo Transitway, which was converted to LRT in September 2019. The LRT provides rapid transit for residents across Ottawa, with the current westerly line terminus being the Tunney's Pasture Station located directly across from the subject property. Further north is the Tunney's Pasture Federal Government office campus, which is planned for redevelopment into a compact mixed-use node around the transit station that will offer employment opportunities for approximately 22,000 to 25,000 employees.
- EAST** East of the property is the intersection of Bullman Street and Hamilton Avenue North, as well as a mix of low and mid-rise residential and commercial uses. Further east is Parkdale Avenue, an arterial roadway that runs north-south and provides an interchange connection from Highway 417.
- SOUTH** Along the south of the property is a mid-block pedestrian promenade providing direct access from Holland Avenue to Hamilton Avenue North. This promenade sits above ramps providing access to the property's existing underground parking garage, providing a buffer from the Holland Cross complex lands to the residential



lands to the immediate south. The residential lands south of the promenade contain a central greenspace courtyard that is framed by low-rise townhomes along its east half and 9-storey residential buildings along the west half.

**WEST** West of the property is Holland Avenue, a 5-lane major collector roadway. Further west are low-rise residential blocks consisting of mixed building age and typology.

## 2.2 PROPERTY & SITE CONTEXT

For the purpose of this report, reference to the “site” will refer specifically to the portion of the property that will be subject to redevelopment, whereas the “property” refers to the entirety of the lands described municipally as 1560 Scott Street.

The property is currently occupied by the Holland Cross complex, a 1980s development consisting of two 8-storey office towers oriented towards the abutting streets, and a large single storey concourse of commercial land uses. The concourse occupies the majority of the property and provides an animated public realm along its entire Scott Street and Holland Avenue frontages, as well as along its southern edge where the promenade provides a mid-block pedestrian connection between Holland Avenue and Hamilton Avenue North.

The subject site is the portion of the property containing the southeast wing of the existing one storey concourse. This area of the property is also where the promenade connects to Hamilton Avenue North, the vehicular ramp provides access to existing underground parking, and where access is provided to loading and service areas at the intersection of Hamilton and Bullman.

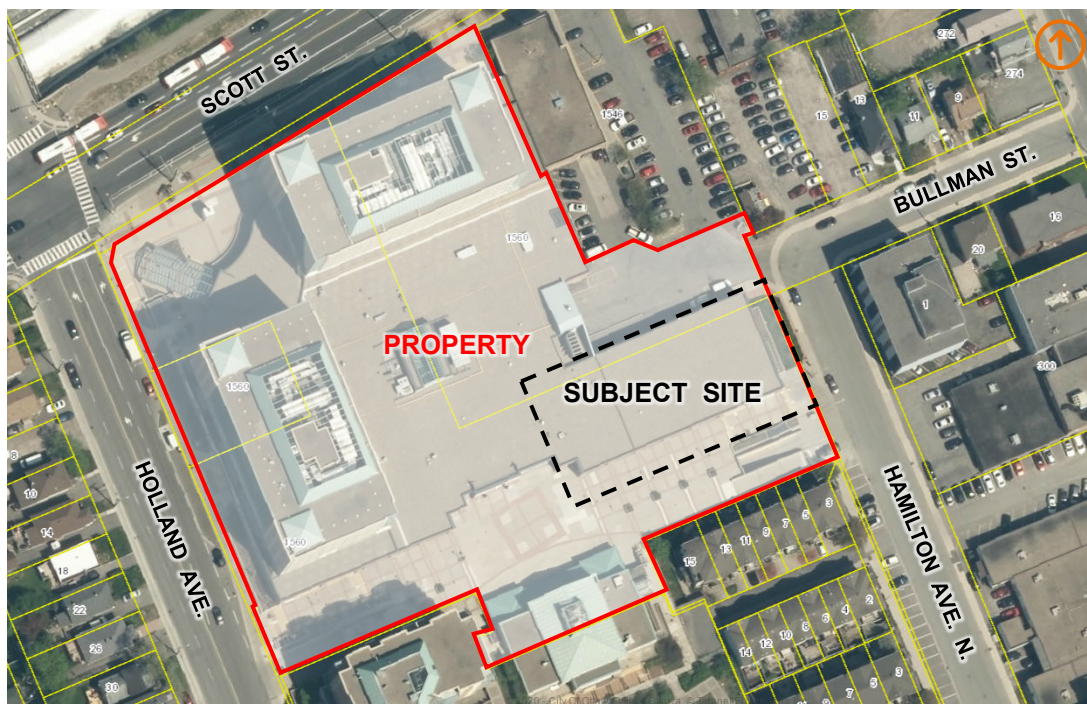


FIGURE 4. PROPERTY & SITE CONTEXT



The below site statistics and figures provide additional context:

- *Property Area*                    ± 15,507 m<sup>2</sup> (1.55 ha / 3.83 ac)
- *Site Area*                            ± 1,210 m<sup>2</sup> (0.12 ha / 0.29 ac)
- *Frontage*                            ± 101 metres on Scott Street (Arterial Road)  
                                               ± 113 metres on Holland Avenue (Major Collector Road)  
                                               ± 42 metres on Hamilton Avenue North (Local Road)  
                                               ± 18 metres on Bullman Street (Local Road)
- *Legal Des.*                        Southerly and Part of the Easterly Boundaries of PIN 04034-0192  
                                               Being Part of Westerly Limit of Hamilton Avenue and Part of Lots  
                                               1300, 1313, 1482 and 1507, and Part of Hinton Avenue (Closed by  
                                               Judges Order CR158315) Registered Plan 157 City of Ottawa

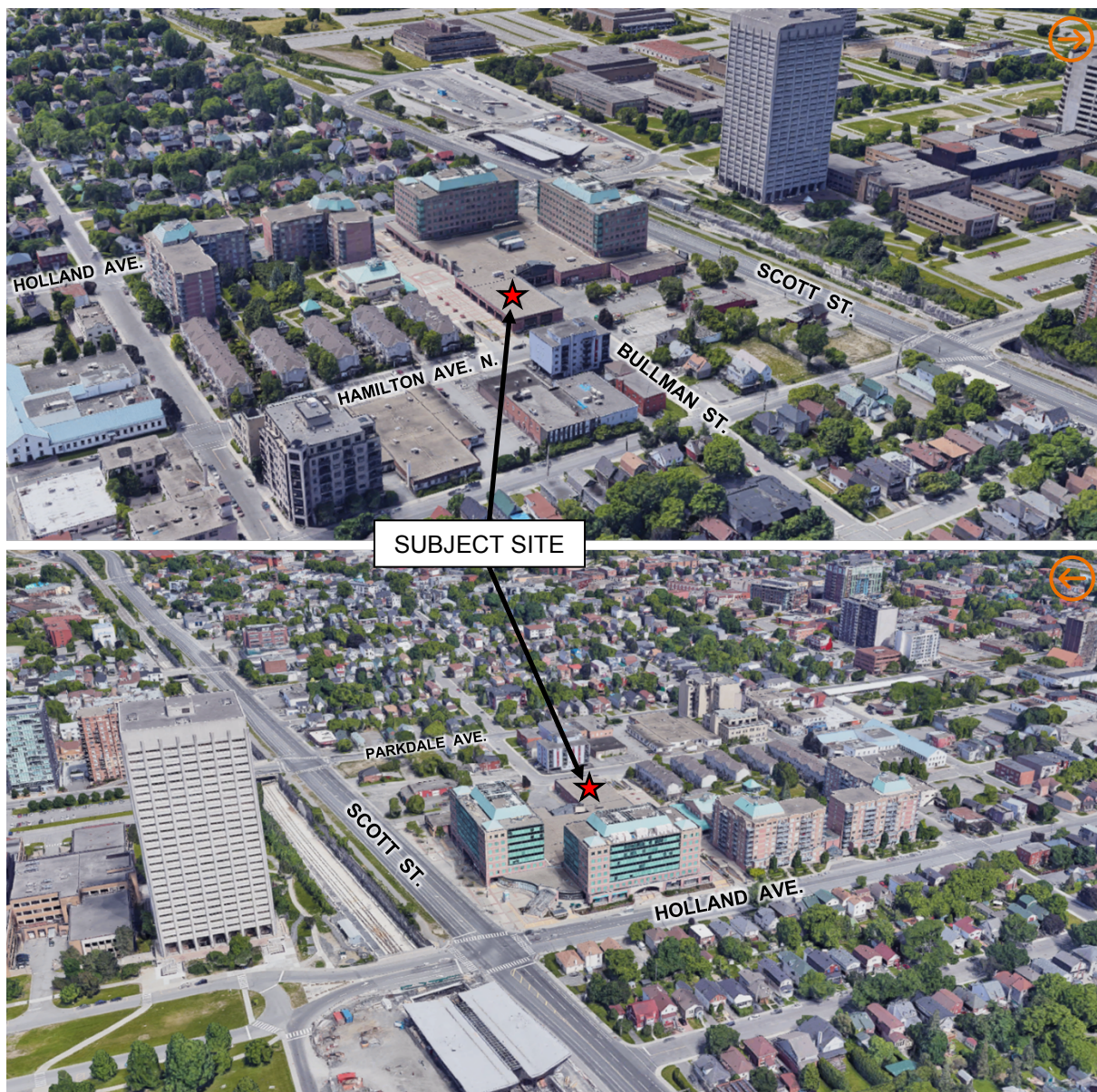


FIGURE 5. GOOGLE 3D RENDER OF THE PROPERTY & SITE



FACING SOUTH TOWARDS THE SUBJECT SITE



FACING WEST ALONG BULLMAN



FACING NORTHWEST ALONG HAMILTON



FACING NORTH ALONG HAMILTON



FIGURE 6. GOOGLE STREETVIEW PERSPECTIVES OF THE SITE



### 3. PROPOSED DEVELOPMENT

The proposal is for a mixed-use development consisting of a 29-storey high-rise building, below-grade visitor parking and locker storage, and an improved ground-level environment. The proposed building distributes its mass amongst a distinct base, middle, and upper section, which enhances its visual interest and provides transition in massing. The ground floor will consist of the residential lobby and amenity areas, and a small commercial space with access from the main complex concourse podium. The exterior space surrounding the proposed building will be modified to improve functionality and aesthetics.

The proposal has gone through a number of design iterations in response to various site constraints and comments from City staff, the local community association, and the Urban Design Review Panel (UDRP). The detailed design for the proposed development will be determined as part of the eventual site plan control application.

For the purpose of the present applications to amend the Official Plan and Zoning By-law, the description of the intended full build-out of the site will remain conceptual in nature. This approach is common throughout the City with similar development proposals, and it will ensure that an appropriate level of flexibility is achieved through the Official Plan and Zoning Amendment processes. This flexibility ensures that additional policy and regulatory relief will not be necessary to address minor changes to market demand or the regulatory framework (i.e., new Official Plan) by the time the owner is prepared to proceed with the site plan control application.

With respect to connectivity, the proposed development will result in minimal change to the way in which the site currently functions.

- Proposed building location is over a portion of the existing complex's southeast corner;
- New visitor parking, bicycle parking, and residential storage lockers will be provided within the existing below-grade parking garage, with internalized access; and,
- The easterly end of the pedestrian promenade will be modified with a landscaping program focused on enhancing the public realm for both transient users (i.e., shoppers, commuters, visitors) and new residents (i.e., provision of an outdoor covered patio).

The below table details the conceptual development statistics for the proposal, while Figures 6 and 7 provide excerpts of the submitted concept site plan and architectural rendering.

TABLE 1. CONCEPTUAL DEVELOPMENT STATISTICS

USES	GFA	UNITS	NEWLY PROPOSED PARKING STALLS (detailed parking analysis provided in Section 6)			
			Regular	Accessible	Bicycle	Loading
Apartment, high-rise	± 27,478 m <sup>2</sup>	337 Dwelling Units	33 visitor	2	± 169	NA
Non-residential (i.e., retail, retail food store, office, etc.)	± 80 m <sup>2</sup>	1				



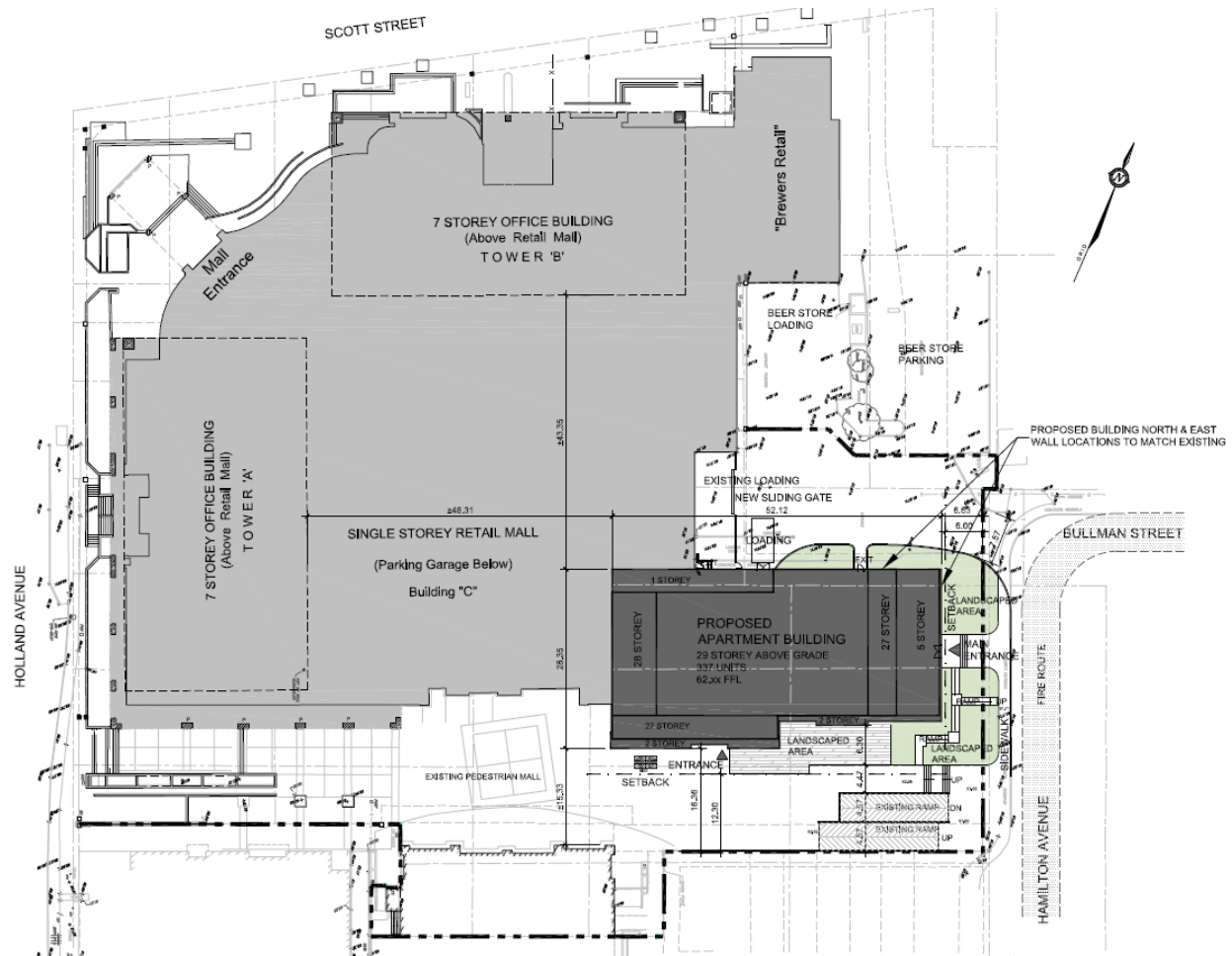


FIGURE 7. EXCERPT OF CONCEPT SITE PLAN (N45 ARCHITECTURE INC.)



FIGURE 8. CONCEPTUAL ARCHITECTURAL RENDERINGS (N45 ARCHITECTURE INC.)







FIGURE 9. CONCEPTUAL ARCHITECTURAL RENDERING (N45 ARCHITECTURE INC.)



FIGURE 10. CONCEPTUAL ARCHITECTURAL RENDERING (N45 ARCHITECTURE INC.)



## 4. POLICY REVIEW AND JUSTIFICATION

### 4.1 PROVINCIAL POLICY STATEMENT 2020

The Provincial Policy Statement (PPS) provides policy direction on planning matters for the Province of Ontario. This direction is for the planning of strong, sustainable, and resilient communities for all people, for clean and healthy environments, and for strong and competitive economies. Decisions affecting planning matters shall be consistent with the policies of the PPS.

The PPS was recently updated with the 2020 version coming into full force and effect on May 1, 2020. The updated PPS contains new and amended policies intended to address the following goals:

- encourage an increase in the mix and supply of housing
- protect the environment and public safety
- reduce barriers and costs for development and provide greater certainty
- support rural, northern and Indigenous communities
- support the economy and job creation

The below review demonstrates that the proposed development and amendments to the Official Plan and zoning by-law are consistent with the applicable policies of the PPS.

### SECTION 1.0 Building Strong Healthy Communities

**Section 1.1.1** of the PPS sets out the criteria whereby healthy, livable, and safe communities are sustained. In short, these include: promoting efficient development and land use patterns; accommodating an appropriate affordable and market-based range and mix of residential types; avoiding development and land use patterns which may cause environmental or public health and safety concerns; promoting development patterns such as intensification that is cost-effective and transit-supportive; improving accessibility by identifying, preventing, and removing land use barriers; ensuring there is necessary infrastructure; promoting development and land use patterns that conserve biodiversity; and, preparing for the regional and local impacts of a changing climate.

**Section 1.1.3.2** of the PPS notes that land use patterns within settlement areas shall be based on densities and a mix of land uses which efficiently use land and resources (i.e., intensification and redevelopment that is transit-supportive and utilizes existing infrastructure).

**Section 1.1.3.3** of the PPS states that Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.



**Section 1.4.1** of the PPS states that planning authorities shall provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, and that such housing types and densities be directed towards lands that are suitably zoned and serviced to accommodate them.

**Section 1.4.3** of the PPS states that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by: directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs; and, promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

**Section 1.5.1** of the PPS states that healthy, active communities should be promoted by: planning public spaces to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

**Section 1.6.6** of the PPS notes that planning for sewage and water services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services.

**Section 1.6.7.4** states that a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

**Section 1.7.1** of the PPS states that long-term economic prosperity should be supported by: promoting opportunities for economic development and community investment-readiness; and, where possible, enhancing the vitality and viability of downtowns and mainstreets.

The proposed mixed-use development is consistent with and supportive of the above policy statements of Section 1.0. as it will help to support and contribute to the following:

- encourage healthy and efficient modes of transportation and a reduction in personal vehicle trips. This is accomplished by introducing a high-density residential use to an existing office and commercial complex within proximity to an abundance of complementary uses and infrastructure (i.e., public transit and cycling network, office, institutional, commercial, open space, etc.);
- support the viability of surrounding commercial and employment uses by expanding and diversifying the local employment and consumer base with the provision of high-density housing with a range of unit types (i.e., studio, 1-bedroom, 1-bedroom + den, 2-bedroom);



- support the viability of the City's rapid transit infrastructure by bringing potential riders within optimal walking distance to an LRT station;
- contribute to the supply of rental options to address the shortage of available housing;
- provide an appropriate and desirable renewal of a serviced development within a node identified for intensification;
- allow for appropriate transition of uses and building mass towards the mid- and low-density residential lands to the south.

## **SECTION 2.0 Wise Use and Management of Resources**

Section 2.0 of the PPS states that Ontario's long-term prosperity, environmental health, and social well-being depend on conserving biodiversity, protecting the health of the Great Lakes, and protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental, and social benefits.

The proposal is not anticipated to result in any adverse impact to resources noted in Section 2.0 of the PPS as the subject site does not contain any of the noted resources.

## **SECTION 3.0 Protecting Public Health and Safety**

Section 3.0 of the PPS states that development shall be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage, and not create new or aggravate existing hazards.

The proposal is not anticipated to result in any unacceptable risk to public health and safety. The proposal will introduce a desirable mixed-use development to the site, which among other benefits, will contribute to housing stability, economic vitality, and the efficient use of land and public infrastructure. For these reasons, and the ones noted in the above review, the proposal is consistent with the policies of the PPS 2020.

## **4.2 OFFICIAL PLAN**

The City of Ottawa Official Plan is the primary long-term policy document that guides growth and development within the City. The current Official Plan was enacted in 2003 and has since gone through a number of major updates to comply with legislative requirements and to adapt to evolving context at a provincial-wide, City-wide, and community-wide scale. The City is currently in the process of preparing a new Official Plan, with implementation targeted for late 2021.

Although the proposal includes an Official Plan Amendment to permit an increased maximum building height, the following policy review demonstrates how the proposed development conforms to the general intent and purpose of the in-force Official Plan.





#### 4.2.1 Section 3: Designation and Land Use

The subject site is designated Mixed Use Centre in Schedule B of the Official Plan (see Figure 8), and this designation permits a wide range of uses and densities, with a focus on achieving higher density mixed-use development that exhibits quality urban design and is supportive of the City's existing and future transit network.

Section 3.6.2 of the Official Plan provides policy direction for Mixed Use Centres, and includes the below description for lands subject to this designation:

*“Town Centres and Mixed Use Centres occupy strategic locations on the Rapid-Transit network and act as central nodes of activity within their surrounding communities and the city as a whole. These centres are a critical element in the City's growth management strategy, being areas with potential to achieve high densities and compact and mixed-use development oriented to rapid transit. More jobs and housing at these locations will increase transit ridership and draw more commuter travel to these locations. In the long term the centres will become complete, liveable communities that attract people for the jobs, leisure, lifestyle, and business opportunities they provide.”*

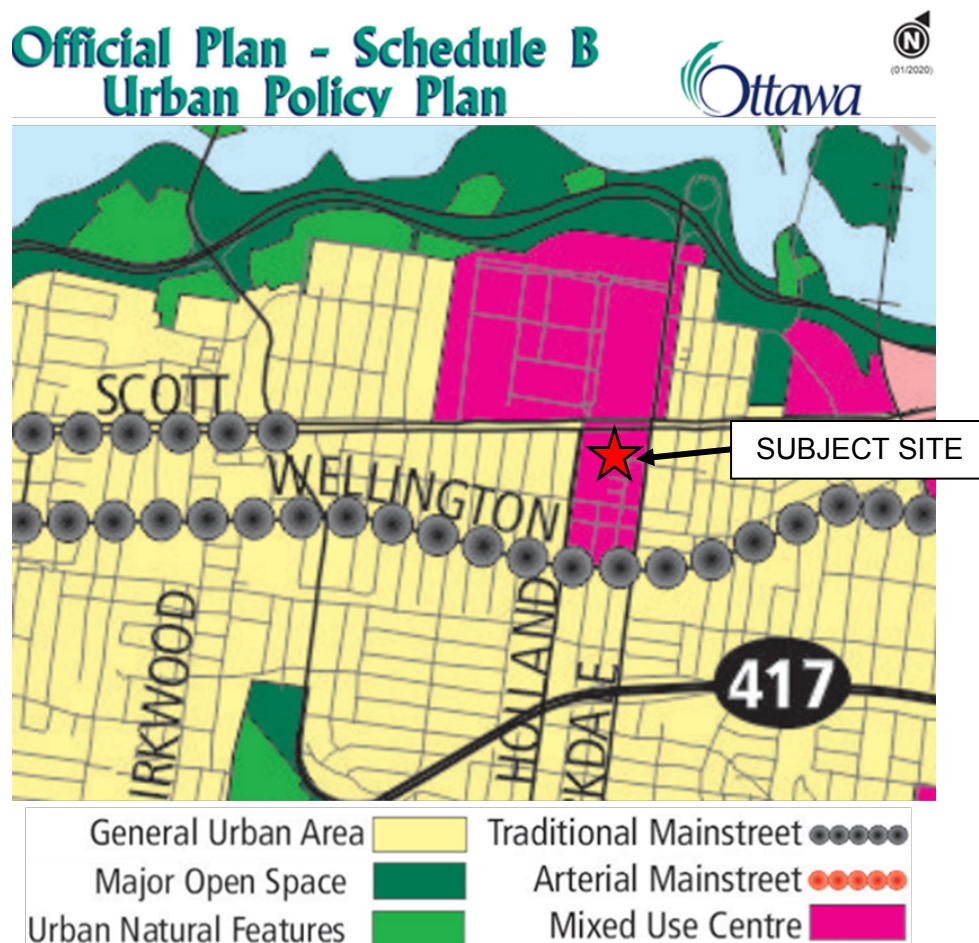


FIGURE 11. EXCERPT OF SCHEDULE B OF THE OFFICIAL PLAN

The below policies from Section 3.6.2 are particularly relevant to the proposal, as they speak to the intent for Mixed Use Centre developments to support multi-modal connectivity, high-quality urban design (i.e., landscaping, amenities, and the public realm), and appropriate building relationships to the street. These policies are further detailed in Sections 2.5.1 and 4.11 of the Official Plan, which speak to the design quality and compatibility of new development.

#### *“Policies*

- 1. [...] Mixed Use Centres are designated on Schedule B [...] [and] meet the following criteria:*
  - a. Most of the centre is within an 800m walking distance of one or more rapid transit stations, and contains one or more arterial roads with all day, frequent transit service;*
  - b. There is opportunity to achieve high densities of jobs and housing through intensification and redevelopment of older sites and development of vacant land;*
  - c. High-Rise Buildings of 10 storeys and more can be accommodated in a manner that provides appropriate transition to the surrounding area;*
  - e. The area is or can become transit-oriented, as described in this section;*
  - f. The area is suitable for a mix of uses and could be linked within the area’s greenspace network.*
- 3. Mixed Use Centres are priority areas for undertaking more detailed Secondary Plans. These plans may:*
  - a. Provide for minimum and maximum buildings heights;*
  - b. Apply the target density for the area [...]*
  - c. Develop area-specific design considerations*
- 4. In order to achieve the employment targets for Mixed Use Centres and the target density within walking distance of existing and proposed stations on the City’s Rapid Transit System, a range of building heights including High-Rise may be considered. [...]*
- 5. Mixed Use Centres will permit a broad variety of land uses at transit-supportive densities, such as [...] high- and medium-density residential uses and mixed-use development [...].*
- 8. Community Design Plans will require that residential uses be a component in all Mixed-Use Centres.*
- 9. All development applications and Community Design Plans for Mixed-Use Centres will be reviewed in the context of this Plan and in particular:*
  - a. Will be evaluated in the context of the Design Objectives and Principles in Section 2.5.1 and the criteria set out in Section 4.11, particularly with regard to achieving a compact, mixed-use, transit-oriented, pedestrian-friendly environment and creating a place with visual interest;*
  - b. Will, where possible, contribute to a range of housing options in the area.*



10. *Mixed-Use Centres will optimize the use of land through provisions for compact mixed-use development. The Zoning By-law and community design plans will:*
- Require employment and housing as part of a larger mix of uses and permit a mix of uses within a building or in adjacent buildings;*
  - Require residential uses in the form of apartments and other multiples at a medium or high density;*
  - Provide for the potential for shared parking arrangements among uses that peak at different time periods;*
  - Allow for the potential redevelopment of surface parking areas;*
  - Ensure that an appropriate transition in built form between the Mixed-Use Centre and any surrounding General Urban Area occurs within the Mixed-Use Centre site*
11. *Plans, public works and development proposals for Mixed-Use Centres will enhance opportunities for walking, cycling and transit and in particular will:*
- Give priority to walking and cycling in public rights-of-way;*
  - Provide direct, barrier-free connections for pedestrians and cyclists linking transit and other developments in the Mixed Use Centre along public rights-of-way, off-road pathways and open space connections;*
  - Use public art and the design of public streets and spaces to create attractive public areas;*
  - Provide adequate, secure, and highly visible bicycle parking at rapid transit stations and throughout the Centre;*
  - Design transit shelters, seating and other facilities that contribute to attractive public areas and that enhance personal security through such measures as described in Section 4.8*
13. *In order to demonstrate its commitment to development within Mixed-Use Centres, the City will consider them to be priority locations for:*
- Increasing the capacity of transit service and water, stormwater and wastewater services to support new development;*
  - Investing in new facilities for pedestrians and cyclists;*
  - Comprehensive traffic management plans and strategies to reduce the need for parking;*
14. *Preserving a grid pattern of roads and rights-of-way is key to preserving the potential of the centres to intensify and become more transit and pedestrian-friendly over time. Through its planning and development review processes, the City will establish a grid pattern of rights-of-way for public roads within the centres that defines blocks for current and future development. The City will pursue the following policies to achieve this objective:*
- A secondary network of vehicular and pedestrian routes on a grid pattern will be required within development parcels to increase safety, improve connectivity within and between sites, and define development parcels for future infill or redevelopment;*
  - Buildings will be located within the grid pattern of public rights-of-way and the secondary network in such a way that they do not preclude future development opportunities;”*





As demonstrated through the above references, the proposal conforms to the intent and purpose of the Mixed Use Centre designation and its applicable policies found within Section 3.6.2 of the Official Plan. The proposed development will provide a high-density permitted land use supportive of, and compatible with the surrounding land uses, built form, and infrastructure.

The lands surrounding the site to the north, east, and south are also designated Mixed Use Centre, subjecting them to the same policies related to mixed-use intensification, multi-modal connectivity, compatibility of land uses, and high-quality urban design. Collectively, these lands are planned to have the potential to evolve and intensify over time, with particular focus on residential and commercial uses supportive of the City's rapid transit network.

As a large corner lot located across from a rapid transit station and a major employment campus, the subject property is an appropriate location for supporting growth through intensification. The property's existing 1980s era building contains a large podium style concourse that provides substantial opportunity for intensification in the form of added height and density, such as the proposed mixed-use tower to be added at the southeast corner.

As the proposed Official Plan Amendment relates to performance standards from the Scott Street Secondary Plan, it is important to note that high-rise heights are contemplated in the above policies of Section 3.6.2 as an appropriate design approach for achieving the type of development intended within Mixed Use Centre designations.

#### **4.2.2 Section 2.2.2: Managing Intensification within the Urban Area**

Section 2.2.2 states that the Official Plan supports intensification throughout the urban area where there are opportunities to accommodate more jobs and housing and increase transit use. Intensification is directed to Target Areas for Intensification which have the potential to develop at moderate to high densities in a compact form. The following policies of Section 2.2.2 speak to intensification targets for Mixed Use Centres and situations that provide opportunity for achieving intensification through greater building heights.

##### *"Policies: Target Areas for Intensification"*

3. *Target areas for intensification are the Central Area, Mixed Use Centres, Mainstreets, and Town Centres defined on Schedule B, and the Community Core in Riverside South. These areas are located on the Rapid Transit and Transit Priority Network as defined on Schedule D.*
4. *The City's target for residential intensification, as defined in Policy 1, is the minimum proportion of new residential dwelling units and accommodation based upon building permit issuance by calendar year in the urban area. [...]*



5. *Minimum density targets, expressed in jobs and people per gross hectare, are set out in Figure 2.3 and applied to those target areas with the greatest potential to support the Rapid Transit and Transit Priority Networks.*

*Tunney's-Quad Minimum Density Target: 250 jobs and people per gross hectare.*

6. *All new development within the boundaries of the intensification target areas listed in Figure 2.3 will be required to meet the minimum density targets. Higher or lower densities may be permitted in a secondary plan for a target area where that Plan that re-allocates density among sites to achieve the overall objective of people and jobs. Where phased development is proposed the proponent must demonstrate how the density target will be achieved at build out. Where implemented through secondary plans and zoning, the targets in Figure 2.3 will be converted from gross density to net density and from people and jobs per hectare to dwelling units and gross floor area equivalents [Scott Street Secondary Plan requires a minimum density of two times the lot area for the subject property – which is to be measured as an FSI calculation of existing and proposed development].*

#### *Policies: Intensification and Building Height*

10. *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 located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. [...]*
11. *The distribution of appropriate building heights will be determined by:*
  - a. *The location in a Target Area for Intensification identified in policy 4 above or by proximity to a Rapid Transit station or Transit Priority corridor, with the greatest density and tallest building heights being located closest to the station or corridor; and*
  - b. *The Design and Compatibility of the development with the surrounding existing context and planned function, as detailed in Section 4.11, with buildings clustered with other buildings of similar height*
15. *High-Rise 31+ buildings will only be permitted where they are identified in a secondary plan that addresses the requirements of Section 2.5.6; or permitted by an amendment to an existing secondary plan that already allows High-Rise buildings; and where the High-Rise 31+ buildings will be:*
  - a. *located generally within 400 metres walking distance of a Rapid Transit Station identified on Schedule D to maximize transit use; and*
  - b. *separated from planned low-rise residential areas by a suitable transition as required by Section 4.11 policies 11 and 12.*
16. *The Location of High-Rise and High-Rise 31+ buildings is influenced by the need to provide an adequate separation distance from other existing and potential future High-Rise buildings.*



*Separation distances between buildings are to be considered when considering sites for development of High-Rise buildings and High-Rise 31+ buildings. The City may implement separation distances through the Zoning By-law. In areas with a small or narrow lot fabric, consolidation of two or more lots may be in order to address separation distance requirements.*

*17. For Official Plan amendments to increase building heights that are established in Section 3 of this Plan, or in a secondary plan, the proponent must demonstrate that the following criteria are met:*

- a. the impacts on the surrounding area (e.g. the community design plan study area) have been assessed comprehensively;*
- b. the direction in policy 10 above is met;*
- c. the requirements of Section 2.5.6 where the proposal involves a High-Rise or High-Rise 31+ building; and*
- d. an identified community amenity is provided.”*

The proposal conforms to the applicable growth management policies of Section 2.2.2. The proposed development is situated on a large under-utilized corner lot within a target area intended to accommodate high-rise building heights to achieve greater density for the Mixed Use Centre designation surrounding the Tunney's Pasture Rapid Transit Station.

Policies 3 to 6 of this section speak to density targets for areas designated for intensification. The minimum density target for the site is established in the Scott Street Secondary Plan (Sec. 4.1.1), and requires a minimum FSI of 2, which is not specific to a land use type (i.e., residential or employment). The existing complex already achieves this density target, and so the proposal will add to this by introducing a complementary use to the existing office and commercial uses at Holland Cross. Accordingly, it is our opinion that the proposal maintains conformity with Policy 6 of Section 2.2.2 regarding the density target for the Tunney's-Quad Mixed Use Centre.

Policy 10 states that denser development, which often means taller buildings, should be located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. The proposed high-rise mixed-use development conforms to this policy by supporting the adjacent rapid transit infrastructure that includes the Tunney's Pasture Rapid Transit Station located across the Scott and Holland intersection.

Policy 17 of Section 2.2.2 contains criteria to be met as part of the rationale for proposed height amendments to the Official Plan. The following points summarize how the proposal meets these criteria for consideration of a height amendment:

- it includes evaluation of potential impacts to the surrounding area through the submission of supporting technical plans and studies complementing the rationale of this report (potential impacts will again be reviewed through the eventual site plan control process). Furthermore, the Scott Street Community Design Plan went through an extensive



consultation and planning process, which resulted in direction to have the subject site and surrounding lands be subject to the Mixed Use Centre policies, which encourage intensification through height and density in proximity to rapid transit infrastructure.

- demonstrates conformity with Policy 10 of Section 2.2.2 by providing a mixed-use high-density development supportive of the Rapid Transit Network.
- demonstrates conformity with the Official Plan Policies of Section 2.5.6 relating to high-rise buildings and secondary planning processes (i.e., Scott Street Secondary Plan).
- includes the provision of a community amenity in the form of improvements to the pedestrian promenade connecting Hamilton Avenue North to Holland Avenue, an important connection supportive of the nearby rapid transit station.

The proposal conforms to Section 2.2.2 of the Official Plan, as the requested Official Plan and Zoning By-law Amendments to permit the mixed-use high-rise development will facilitate high-rise intensification within a Target Area (Mixed Use Centre adjacent to Tunney's Pasture Rapid Transit Station) in a form that is desirable and appropriate for the use of the land.

#### **4.2.3 Section 2.5.1: Designing Ottawa**

The proposal conforms to the applicable design and compatibility policies of Section 2.5.1 of the Official Plan. This Section of the Official Plan provides general direction, through City-wide objectives and high-level policies, for the implementation of quality urban design within target areas. The intent of these objectives and policies is to ensure that areas targeted for growth can appropriately evolve over time while ensuring a compatible relationship with the character of established surrounding development. Specifically, this Section states the following with respect to growth and design:

*“As the City grows and changes over time, design of these elements should work together to complement or enhance the unique aspects of a community’s history, landscape and its culture. Encouraging good urban design and quality and innovative architecture can also stimulate the creation of lively community places with distinctive character that will attract people and investment to the City.*

*[...] The objectives of this Plan are to direct growth and intensification to identified rapid transit and transit priority locations and to develop those areas with a mix of uses and a greater focus on active transportation. Good urban design is critical in making these places enjoyable places to live, work and socialize. Many of these areas contain existing communities. New development must enhance the existing character and the way they function”*

Section 2.5.1 provides the following design objectives:

- To enhance the sense of community by creating and maintaining places with their own distinct identity;



- to define quality public and private spaces through development;
- to create places that are safe, accessible and are easy to get to, and move through;
- to ensure that new development respects the character of existing areas;
- to consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice;
- to understand and respect natural processes and features in development design; and,
- to maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.

As demonstrated by the architectural submissions and the contents of this report, the proposal is in general conformity with the design objectives of Section 2.5.1 by contributing to, providing, or maintaining the following:

- providing a high-density mixed-use development that will complement surrounding uses such as the Holland Cross office and commercial complex, the Rapid Transit Network, and the Tunney's Pasture employment campus;
- contributing to the rental market to address demand for housing availability and a broadened range in unit options;
- providing ground-floor commercial space which is sized and dimensioned to maximize flexibility for a variety of potential tenants, and to allow for adaptation to a changing marketplace;
- contributing to a revitalized public realm along the pedestrian promenade that connects Hamilton Avenue North to Holland Avenue – a vital pathway for access between residential neighbourhoods and the Tunney's Pasture Rapid Transit Station and employment campus; and,
- providing desirable intensification in a form that is sensitive to the surrounding land uses and built form while achieving the planned function for a large underutilized lot designated Mixed Use Centre.

It is important to note that the purpose of the subject applications is to permit primarily increased height for an intended mixed-use development. Accordingly, the submissions in support of the Official Plan and Zoning By-law Amendments, especially the architectural submissions, are tailored to address higher-level policy and regulatory objectives, whereas the detailed urban design policies will be more thoroughly addressed through the subsequent site plan control process.

#### **4.2.4 Section 2.5.6: Collaborative Community Building and Secondary Planning Processes**

Section 2.5.6 contains policies on the matter of secondary planning processes that are intended to guide the development of large redevelopment sites or whole communities in a manner that implements the policies of the Official Plan.



Within this Section, Policies 13 and 15 are specific to the provision of high-rise buildings, and state the following:

*“Provisions for High-Rise and High-Rise 31+ Buildings*

*13. The City intends that the highest density of development, including High-rise buildings, locate where rapid transit is being provided. Secondary plans and community design plans should locate high-rise buildings proximate to rapid transit stations to support that objective. High-rise buildings are also a built form that requires detailed attention to urban design and their impacts on the existing communities into which they are located. Building design and appropriate transitions, such as those identified in Section 4.11, should be provided to reduce impacts on existing developed areas.*

*15. Consider the following:*

- a. A prominent location or locations fronting on streets, lanes, public open space and other public land preferably and good transportation access;*
- b. Avoiding or mitigating negative shadow or microclimate impacts such as the creation of excessive wind and providing insufficient sunlight in adjacent public spaces;*
- c. The provision of a mix of uses within the building or the surrounding area to service residents or business tenants within the building and the broader community;*
- e. Building transition and the mitigation of impacts on adjacent low-rise neighbourhoods through building design, massing as per Section 4.11.*
- f. The identification of priority community amenities or public institutional uses that may be required and the mechanisms by which they will be provided.*
- g. Mechanisms to encourage architectural excellence and sustainable design.*
- h. Any specific requirements identified during the secondary planning process.”*

The proposal conforms to the applicable policies of Section 2.5.6. The subject property was central to the Scott Street community design and secondary planning processes that identify the it as a site intended for intensification, as per the following factors:

- large corner lot within optimal proximity to the Tunney's Pasture Rapid Transit Station and Federal Government office campus
- consists of an existing built form with substantial opportunity for additional building height
- consists of office and commercial uses that would be mutually complementary with the addition of a high-density residential use

The proposed design is the result of extensive consultation and review, which included discussion with City staff, Community Association, and an informal pre-consult with the UDRP. Through the above processes, consideration of the applicable policies of Section 2.5.6 were made and will be further assessed at the time of a formal site plan control application.





#### **4.2.5 Section 4.11: Urban Design and Compatibility**

The proposal conforms to the applicable policies of Section 4.11 of the Official Plan. This Section contains a number of design policies that seek to address the matter of compatibility between new and existing development. This relationship is primarily assessed by reviewing design elements relating to built form and functionality.

In the context of the proposal, the purpose of the policies of Section 4.11 are to set the stage for requiring design excellence, as the subject site is located within a Design Priority Area. Accordingly, the design and compatibility of the proposal will be evaluated in the context of the design objectives of Section 2.5.1, which were addressed previously in this report.

Section 4.11 lists the following over-arching design themes to be addressed, where applicable, through proposed development:

- Views
- Building design
- Massing and scale
- High-rise buildings
- Outdoor amenity areas
- Public art
- Design priority areas
- First Nations Peoples design interests

As demonstrated by the architectural submissions and the contents of this report, the proposal is in general conformity with the policies of Section 4.11 by contributing to, providing, or maintaining the following:

- contributing a high-density mixed-use development to a Mixed Use Centre which will support transit and provide incentive for reduced automobile use, will strengthen the viability of the surrounding employment, commercial, mainstreet type land uses, and will utilize existing infrastructure, where possible;
- providing a ground floor commercial space with potential to enhance the vibrancy of the pedestrian promenade for both residents and transient users;
- introducing a building height and massing that is sympathetic to the surrounding uses and built-form;
- orienting and articulating the proposed building tower to have the effect of reducing visual mass and sun shadowing (situated north of the adjacent residential land uses);
- introducing a building form and materiality that will enhance visual interest and contribute to the Scott Street skyline;
- working with existing grades and accessibility features to enhance the public realm so that safety, accessibility, animation, landscaping, and appropriate scale remain a priority and are accommodating for people of all ages and capabilities;





The proposed development conforms to Sections 2.5.1 and 4.11 of the Official Plan and will function as a mixed-use example of high-quality design at Holland Cross.

As noted previously in this report, the proposal has gone through a number of iterations in response to various site constraints and comments from City staff, the local community association, and the Urban Design Review Panel (UDRP). At this point, the submitted Planning Act applications are for Official Plan and Zoning By-law Amendments pertaining primarily to building height.

The detailed design for the proposed development will be determined as part of the eventual site plan control applications that are intended to be divided into multiple phases. At that time, the architectural package submitted for a site plan control application will be subject to formal consultation with the UDRP.

#### 4.2.6 Official Plan Amendment 150

On December 11, 2013, City Council adopted Official Plan Amendment 150 (OPA 150) to implement the completion of the five-year review of the Official Plan.

With respect to the proposal, there are no material differences in the applicable policies of the currently in-force Official Plan and the limited policies of OPA 150 still under appeal. The proposal conforms to the general intent and purpose of OPA 150.

#### 4.3 SCOTT STREET SECONDARY PLAN

The site is subject to the Scott Street Secondary Plan, with applicable designations illustrated below in Figure 12.

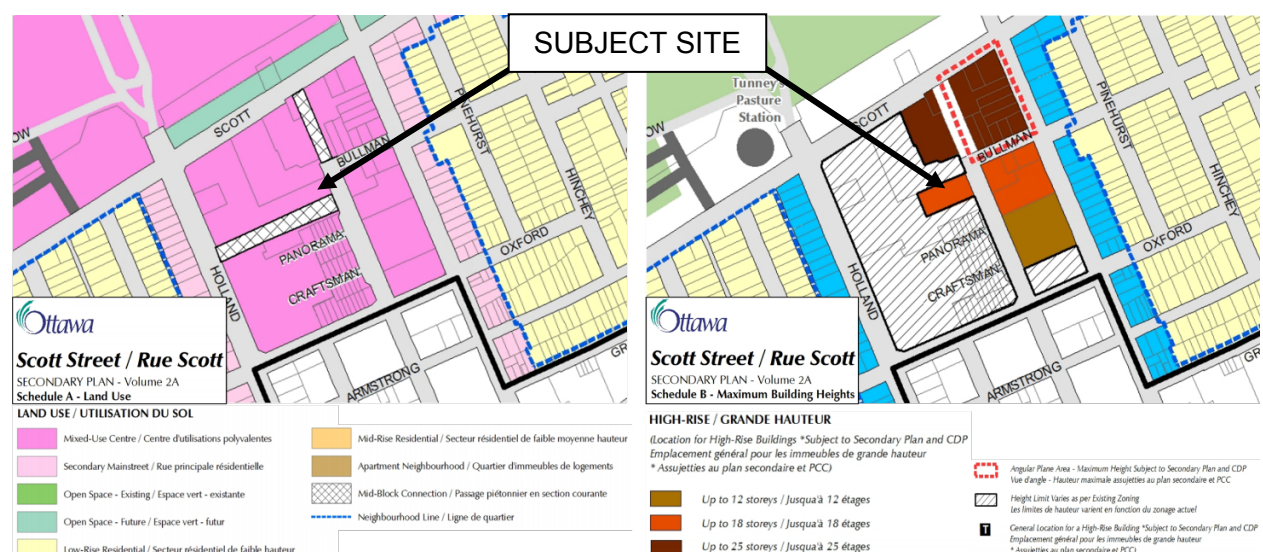


FIGURE 12. EXCERPT OF SCHEDULES A & B

The site's designations shown in Figure 12 include:

- Schedule A – Land Use
  - Mixed Use Centre (all of the subject property and surrounding lands)
- Schedule B – Maximum Building Heights
  - Property: Height Limit Varies as per Existing Zoning
  - Subject Site: Up to 18 storeys

Section 2.2 of the Plan states the following with respect to its objectives and purpose: *The purpose of this Plan is to direct greater intensification to certain areas while maintaining the low-rise character in other areas. In doing so, this Plan illustrates the relationship between the low-rise areas of the communities and the areas that are appropriate for greater intensification with increased density and taller buildings.*

Section 3.3 of the Plan provides the following goals and principles relating to the strategic and sensitive integration of higher density development:

- a. *Focus new higher density development in Tunney's Pasture and on large sites in the Mixed Use Centre between Holland and Parkdale Avenue.*
- b. *Design high-rise development to provide a meaningful transition to surrounding neighbourhoods and mitigate shadow and wind impacts.*
- c. *Ensure the ground floors of mid- and high-rise buildings enhance adjacent streets and open spaces, and locate service, garbage and storage areas at the rear of the building or in other areas that minimize the impact to the street edge. Parking should be located underground.*

Section 4.1 of the Plan contains policies for the Mixed Use Centre designation, with the following being relevant to the subject site and proposed development:

1. *Development will have a minimum density of two times the lot area. The highest development in density and height will be located closest to Tunney's Pasture Transit Station.*
4. *Development on lots with frontage on Hamilton Avenue North and Bullman Street will have minimum building setbacks of generally 3.0 metres from the protected right-of-way. Through the development application process, the applicant shall demonstrate that the proposed building setbacks can accommodate adequate sidewalks and streetscaping along the frontage of the street. For areas such as sidewalks located on private property, an easement and maintenance and liability agreement may be required subject to the City's discretion. The design of any sidewalk or other infrastructure on private property will adhere to current City standards.*



5. *The existing mid-block connection shown on Schedule A - Land Use Schedule between Holland Avenue to Hamilton Avenue North is an important pedestrian connection and will be maintained and enhanced through future development of the site.*

Section 4.1.2 of the Plan contains policies relating to location and height for high-rise buildings, with the following being relevant to the subject site and proposed development:

1. *High-rise buildings will take a podium and tower form, as generally described in the Scott Street CDP. A high-rise building that deviates from a podium and tower form with support from a specialized design review with members of the City's Urban Design Review Panel will be permitted subject to the design of the building and the site meeting the applicable policies below.*
3. *Tower portions of high-rise buildings will have minimum setbacks from rear and interior lot lines of 11.5 metres except where the high-rise building abuts a mid-block connection, the setback may be reduced to 3.5 metres. Reductions in these setbacks may be permitted provided that policy 4 below can be met.*
4. *Tower portions of high-rise buildings will be staggered from each other. Non-residential towers facing one another will have minimum separation distances of 12.0 metres. Residential towers will have minimum separation distances of 23.0 metres. A reduced separation distance of no less than 18.0 metres may be permitted for residential towers fully offset from one another or for proposals where a residential tower faces a non-residential tower.*
5. *A maximum floor plate of the tower portion of a high-rise building is:*
  - a. *750 m<sup>2</sup> for a residential building;*
  - b. *2000 m<sup>2</sup> for a non-residential building.*

*Proposals for high-rise buildings with tower floor plates greater than indicated above may be considered provided that the following criteria are met:*

- a. *Micro-climate impacts and shadowing are not increased significantly;*
  - b. *The separation distance requirements between high-rise buildings in the policy above is met; and*
  - c. *The proposed high-rise building reflects the planned context of the area contained in the CDP*
6. *The design of the podiums of high-rise buildings will meet the building guidelines contained in the CDP. Generally, the podiums of high-rise buildings will have a minimum height of three storeys and a maximum height of six storeys. [...]*



8. *The tower portions of high-rise buildings will not have blank facades. The podium portions of high-rise buildings facing the street will have window and door entrances that will occupy at least 50% of the building façade.*

The proposed mixed-use development conforms to the Scott Street Secondary Plan, with the exception of the proposed building height, which is to be amended by the proposed Official Plan Amendment. The conceptual site plan submitted for the Official Plan and Zoning By-law Amendments consists of an infill building that provides the following:

- human-scaled podium of four storeys
- ground-floor commercial space oriented to the promenade
- enhanced pedestrian environment within the subject site where the building interacts with the existing promenade and Hamilton Avenue North ROW (i.e., landscaping, patio space, entrances and glazing, etc.)
- well-designed tower that will contribute to the skyline vistas, especially along Scott Street and from the LRT Confederation Line
- building tower location that respects required setbacks from nearby towers and property lines, and that is sensitive to the existing residential built form to the south (proposed building location, setbacks, and stepbacks have been planned to mitigate potential impacts relating to sun shadowing and microclimate).
- building tower design that presents a strong base and upper portion that fits well and works well with the existing building on the property (proposed podium height rises above the existing concourse roofline to create diversity in the existing building profile and to differentiate between architectural vintage)

It is our opinion that the proposed development conforms to Policy 5 in Section 4.1.2 of the Plan, and that an amendment to this policy is not required. This Policy in the Plan regulates floor plate areas for the tower portions of high-rise buildings, with a maximum floor plate of 750 m<sup>2</sup> for residential buildings and 2,000 m<sup>2</sup> for non-residential buildings (proposed tower has a maximum floor plate of 975 m<sup>2</sup>). Although the proposal consists primarily of residential use, it is technically considered a mixed-use building on its own, and also within the context of the existing building that it will be integrated with, which consists of office and commercial uses. As such, the proposal is not subject to the 750 m<sup>2</sup> floorplate requirement for residential towers, but nonetheless, still conforms to the additional policy language which allows for floorplates larger than those identified.

### **Requested Amendment**

1. *Schedule B – Maximum Building Heights:* the proposal requests that the area of the subject site (area of development) on Schedule B be amended from “Up to 18 Storeys” to “Height Limit Varies as per Existing Zoning” with the intent that the concurrently proposed zoning amendment will include new site-specific maximum building heights to accommodate the proposed development of 29 storeys,



- This proposed amendment to the maximum permitted building height is both desirable and appropriate, as it represents the primary design mechanism for achieving the Official Plan's objectives for greater intensification in proximity to major transit stations and employment centres, housing availability, the compact mixing of complementary uses.

Accordingly, save and except the required amendment noted above, the proposed mixed-use development is in conformity with the general intent and purpose of the Scott Street Secondary Plan.

#### **4.4 SCOTT STREET COMMUNITY DESIGN PLAN**

The site is subject to the Scott Street Community Design Plan (CDP), which is a Council-approved design and visioning document that does not have the same legislative authority under the Ontario Planning Act as the Official Plan and its subsidiary plans. These documents are intended to guide change in areas of the City that are targeted for growth and improvement as directed by the Official Plan. Typically, the guidance provided in CDPs translates into Secondary Plans that form part of the Official Plan.

The Scott Street CDP contains the same objectives for the subject site as those identified in the Scott Street Secondary Plan. As such, the same rationale provided in the review of the Scott Street Secondary Plan, Sections 4.11 and 2.5.1 of the Official Plan, and the applicable Urban Design Guidelines apply to this section in support of the applications.

The proposed land use and height maps of the CDP align with Schedules A and B of the Secondary Plan, with no material difference between the documents for the subject site (i.e., Mixed Use Centre and 18-storey height limit). It is notable that the Overall Demonstration Plan of the CDP contemplates the potential for a tower along the property's southeast corner, such as the one being proposed. The Overall Demonstration Plan also contemplates high-rise residential buildings on neighbouring properties to the immediate north and east of the subject site (see Figure 13).

Save and except the 18-storey maximum height limit identified in the CDP for the subject site, the proposal conforms to the Scott Street CDP. The proposal will introduce a mixed-use development that respects the envisioned land use and planned function intended for this significant node along the Confederation Line and in proximity to the Tunney's Pasture employment campus. The proposal achieves this by utilizing increased building heights for added density, which allows for greater opportunity to contribute to housing availability and to revitalize the mid-block connection connecting Hamilton Avenue North to Holland Avenue.







FIGURE 13. SCOTT STREET CDP DEMONSTRATION PLAN

## 5. URBAN DESIGN GUIDELINES

The purpose of the City's Urban Design Guidelines is to provide urban design guidance at the planning application stage in order to assess, promote, and achieve appropriate development within specified areas throughout the City. Where these guidelines apply, their objectives will not necessarily be relevant in all cases or in their entirety. Compliance with the guidelines is not a statutory requirement, as in the case of policies of the Official Plan or regulations of the zoning by-law, but instead, is encouraged to promote quality design and consistency throughout the City.

There are four specific guidelines that apply to the subject site and proposed development, which include: High Rise Buildings, Development Along Arterial Mainstreets; and, Transit Oriented Development. These guidelines apply to varying degrees, and due to the nature of the proposal, result in substantial overlap in design objectives. These guidelines will be explored in greater detail through the site plan control process, as the architectural submissions for the proposed Official Plan and zoning by-law amendments have been designed to a detail appropriate for the subject applications.

### 5.1 HIGH-RISE BUILDINGS

Ottawa City Council adopted the Urban Design Guidelines for High-Rise Buildings in 2018. The guidelines apply to all proposed high-rise development throughout the City, with the purpose of the guidelines being to provide urban design guidance at the planning application stage in order to assess, promote, and achieve appropriate high-rise development. These guidelines are not intended to be used as a checklist for evaluating a proposal, nor are all guidelines always applicable.



The context of each development proposal will inform the application of, and the emphasis on, the particular guidelines that are relevant to the site. There are six objectives of the guideline, which are listed below.

- Address the compatibility and relationship between high-rise buildings and their existing or planned context;
- Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site;
- Encourage a mix of uses and open spaces that contribute to the amenities of urban living;
- Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- Promote high-rise buildings that contribute to views of the skyline and enhance orientation and the image of the city;
- Promote development that responds to the physical environment and microclimate through design.

These guidelines are particularly relevant to the proposal, as the requested amendments to the Official Plan and Zoning By-law relate primarily to increased maximum building height. The proposal satisfies the general intent and purpose of the above objectives as detailed below.

### Context

- **Guideline 1.1** – The property is at the intersection of a major collector (Holland) and an arterial road (Scott) , and is across from the Tunney's Pasture Rapid Transit Station, which provides opportunity to complement existing views and vistas, and to create new ones with the proposed tower at the property's southeast corner.
- **Guideline 1.4** – The proposed tower will be a background building and a context analysis will be provided at the time of a site plan control application.
- **Guideline 1.6** – The context analysis provided during the future site plan control application will elaborate on context already provided throughout this report and in the architectural package presented at the informal meeting with the UDRP.
- **Guideline 1.9** – The proposed building tower will enhance existing and planned views (Tunney's Pasture Master Plan and surrounding upcoming high-rise developments within the Mixed Use Centre node). The building tower will fit and work well with the existing and planned urban fabric of the surrounding area, and will share a similar background from the Tunney's Pasture Rapid Transit Station and employment lands as the buildings located at 100 Tunney's Pasture Driveway (27 storeys) and 121 Parkdale (33 storeys).
- **Guideline 1.10** – As demonstrated elsewhere in the City since the introduction of the LRT, it is anticipated that the lands immediately surrounding the Tunney's Pasture Rapid Transit Station will be redeveloped with building heights that reinforce those lands as the centre of the node (i.e., +31 storeys), and the surrounding land, which includes the subject site, as background context in support of the node.





- **Guideline 1.11** – Considering the context of the area (i.e., existing and proposed high-rise buildings adjacent to the site), and the anticipated future redevelopment of the Tunney’s Pasture Government Campus, the proposed height relates to and respects built form in the area.
- **Guideline 1.12** – The existing building where the tower will be located contains a streetwall framing the intersection of Hamilton Avenue N. and Bullman Street. This street wall will be enhanced with the proposed four storey podium and public realm design, and is compatible with adjacent built form consisting of three-storey townhouses to the immediate south of the promenade and a five storey apartment building to the immediate east.
- **Guideline 1.13** – Given the location of the proposed tower in relation to the south and east property lines, the angular plane is anticipated to be greater than 45 degrees, however, these property lines are bound by public ROW and a large promenade, which provide additional building setback and reduce the effect of the proposed building scale on adjacent built form (i.e. shadowing, microclimate, wind).
- **Guideline 1.15** – The site abuts and will contribute to the public realm as it is bound to the south by a pedestrian mid-block connection and is located at the intersection of Hamilton Avenue N. and Bullman Street.
- **Guideline 1.16** – The subject site is part of a large corner lot property containing an existing two-storey concourse with two bar-design office towers. The proposed tower at the southeast corner of the property will have sufficient separation through setbacks and stepbacks.

## Built Form

- **Guideline 2.1** – The proposed building consists of a podium that will enhance the public realm along the abutting mid-block connection and adjacent intersection. New building façade, landscaping, amenity space, and a ground level commercial use will improve the pedestrian experience of this vital corridor for both residents and transient users.
- **Guideline 2.2** – The proposal will introduce a background tower to a property consisting of a two-storey concourse and two large and identical office towers. The expression of the proposed tower will provide desirable contrast to the existing towers by providing design detail and architectural elements that distinguish its primary use (residential) from the existing non-residential uses.
- **Guideline 2.3** – The design of the building provides a base, middle, and top, with tower floor plates having been reduced and slightly varied since the informal consult with the UDRP to better address building expression.
- **Guideline 2.13** – The design of the proposal provides a continuous building edge along streets and the pedestrian promenade.
- **Guideline 2.14** – Where possible, setbacks greater than what is required have been provided to create a human-scale and to allow adequate space for public realm enhancement.



- **Guideline 2.15** – The adjacent ROW width is approximately 19.5 metres, whereas the proposed podium height is approximately 14 metres, a suitable height to width ratio for providing a comfortable enclosure.
- **Guideline 2.16** – Additional stepbacks and setbacks are provided which contributes to the appropriateness of the proposed buildings height.
- **Guideline 2.17** – The base will be four storeys high.
- **Guideline 2.18** – The proposed podium respects the existing streetwall context.
- **Guideline 2.20** – Proposed building articulations, façade treatments, fenestration, and entrance locations, and amenity spaces will achieve a comfortable pedestrian scale at the base.
- **Guideline 2.21** – High-quality, durable, and environmentally sustainable materials will be used as much as possible to achieve visually interesting facades.
- **Guideline 2.22** – Where feasible, bird-friendly best management practices will be implemented.
- **Guideline 2.23** – Ground floor fenestration, materiality, and architectural articulations will result in a highly animated and desirable building base that frames and interacts with the pedestrian environment.
- **Guideline 2.24** – Tower floorplates will transition into narrower forms as the height rises, which will maintain and enhance views, and minimize the impacts of shadowing and wind.
- **Guideline 2.25** – The development proposes an appropriate separation from existing towers (±60 metres).
- **Guideline 2.29 & 2.31** – Various tower stepbacks are proposed which allows the base to be the primary element of the site and adjacent public realm, and helps to minimize impacts of shadowing and wind.
- **Guidelines 2.32, 2.34 & 2.37** – The proposed building and design materials and elements, will contribute significantly to the enhancement of the area's skyline and streetscape.
- **Guideline 2.36** – Roof-top features will be incorporated into the top of the buildings where possible.
- **Guidelines 2.38 - 2.44** – Exterior building illumination will be addressed through the future site plan control process. Nevertheless, exterior illumination will be designed to required industry standards for the proposed uses and built form, with consideration of the impact it will have on the immediate and surrounding area.

## Pedestrian Realm

- **Guidelines 3.1, 3.2, 3.4 – 3.6, 3.8 – 3.13, 3.23** – The area between the curb and building face will be improved from its existing condition to reflect the introduction of a pedestrian use on the site. Improvements will include soft and hard landscaping, accessibility features, a commercial unit, and amenity/patio space, and of which will seamlessly tie into the existing promenade which provides a vital pedestrian connection to and from site entrances as well as the Tunney's Pasture Rapid Transit Station and government employment campus. This public realm will consist of appropriate CPTED elements such



as lighting, signage, sightlines, and accessibility, all of which will be further detailed in the future site plan control application.

- **Guideline 3.14** – Proposed parking to be located under-ground.
- **Guidelines 3.15 to 3.20** – Loading and service areas are located at the rear of the building and away from the primarily pedestrian realm, whereas the below grade parking is access via existing garage doors connecting to Hamilton Avenue N. Screening will be utilized, where necessary and possible.
- **Guidelines 3.21 & 3.22** – Mechanical equipment and public mobility infrastructure will be appropriately located and screened, if applicable, where feasible.
- **Guideline 3.25** – Accessibility design requirements of the Ontario Building Code and Accessibility for Ontarians with Disabilities Act will be met. Additional standards and guidelines will be explored, and implemented where feasible.
- **Guidelines 3.26 & 3.27** – A wind and shadow study was completed and submitted as part of the subject applications.
- **Guidelines 3.28 - 3.30** – Pedestrian weather protection has been considered through the design of the pedestrian realm (i.e., landscaping, promenade patios and amenity space, building entrances, etc.), and will be further addressed through a future site plan control process.
- **Guideline 3.31** – Efforts will be made to incorporate pedestrian-scale lights, signage, street numbering and other features oriented towards improving the pedestrian experience.

## 5.2 DEVELOPMENT ALONG ARTERIAL MAINSTREETS

The Urban Design Guidelines for Development along Arterial Mainstreets was completed in 2006. The purpose of these guidelines is to provide urban design guidance at the planning application stage in order to assess, promote, and achieve appropriate development along Arterial Mainstreets. There are six objectives of the guidelines, which are listed below.

1. To foster compatible development that will contribute to the recognized or planned character of the streets;
2. To promote a comfortable pedestrian environment and create attractive streetscapes;
3. To achieve high-quality built form and establish a strong street edge along Arterial Mainstreets;
4. To facilitate a gradual transition to more intensive forms of development on Arterial Mainstreets;
5. To accommodate a broad range of uses including retail, services, commercial, office, institutional and higher density residential; and,
6. To enhance connections that link development sites to public transit, roads and pedestrian walkways.

Although the proposal is for the southeast corner of the property, which is physically and visually setback from the Scott Street corridor (Arterial Mainstreet), the proposal still satisfies the general



intent and purpose of the above objectives by contributing to, providing, or maintaining the following:

- a safe and comfortable street edge defined by a mix of soft and hard landscaping, appropriate lighting and signage, promenade-facing storefront and accesses, and a human-scaled podium.
- provision of universally accessible pathways and spaces that provide a seamless connection from the inner neighbourhood east and south of the subject site to the centre of the mixed use node where Holland Avenue intersects with Scott Street.
- internalized below-grade visitor parking is out of sight from the adjacent streets and public realm, which allows visual attention to be drawn to the design elements of the proposal.
- appropriately sized ground-floor non-residential unit to allow for flexibility in the use.

### 5.3 TRANSIT ORIENTED DEVELOPMENT

The Transit-Oriented Development Guidelines was completed in 2007 with the purpose of providing guidance to assess, promote, and achieve appropriate Transit Oriented Development within the City of Ottawa. These guidelines are to be applied throughout the City for all development within a 600 metre walking distance of a rapid transit stop or station, which includes the subject site, as it is located an approximately 250 metre walking distance from the Tunney's Pasture Rapid Transit Station.

The Transit-Oriented Development guidelines are organized into six themes that are summarized below:

- Land Use – type and intensity of uses for supporting transit efficiency
- Layout – development, accessibility, and circulation patterns for supporting transit use
- Built Form – place making to establish attractive public realms around transit infrastructure
- Pedestrians & Cyclists – prioritizing the pedestrian experience
- Vehicles & Parking – efficient and safe designs for streets and parking environments
- Streetscape & Environment – attractive sidewalks, walkways, and transit stops

Although the subject site is not immediately adjacent to the Tunney's Pasture Rapid Transit Station, it is within an approximately 250 metre walking distance from it. As such, the above general objectives of the Transit-Oriented Development Guidelines apply at a high-level for the purpose of the current applications to amend the Official Plan and Zoning By-law, with a more detailed review of the Guidelines to be performed at the time of a site plan control application.

As noted in previous sections of this report, the proposed development will introduce a land use type and form which is highly desirable within proximity to rapid transit infrastructure. The provision of a primarily residential use building on a large underutilized property consisting of office and commercial type land uses achieves the mixed-use objectives for this major node along the City's Confederation LRT line. Tunney's Pasture is also the location of a major government employment campus and is bound to the north by a robust network of multi-use pathways and



open space, all of which provides further justification for the introduction of nearby high-density residential use.

## 6. ZONING REVIEW

The subject site is zoned MC12[2148] F(3.0) S 99, 100 within the City of Ottawa Zoning By-law 2008-250. This site-specific zoning is described as Mixed Use Centre, Subzone 12, Exception 2148, Maximum Floor Space Index of 3.0, Schedules 99 and 100 (see Figures 14-15 and Table 3).

The purpose of the MC parent zone is to accommodate a broad range of high-density mixed-use development within major nodes supported by rapid transit infrastructure. The proposed mixed-use development complies with the general intent and purpose, as well as the land use permissions of the applicable zoning. As detailed in Table 3, the proposal requires zoning relief in the form of a Minor Zoning By-law Amendment to permit site specific performance standards primarily relating to building height.

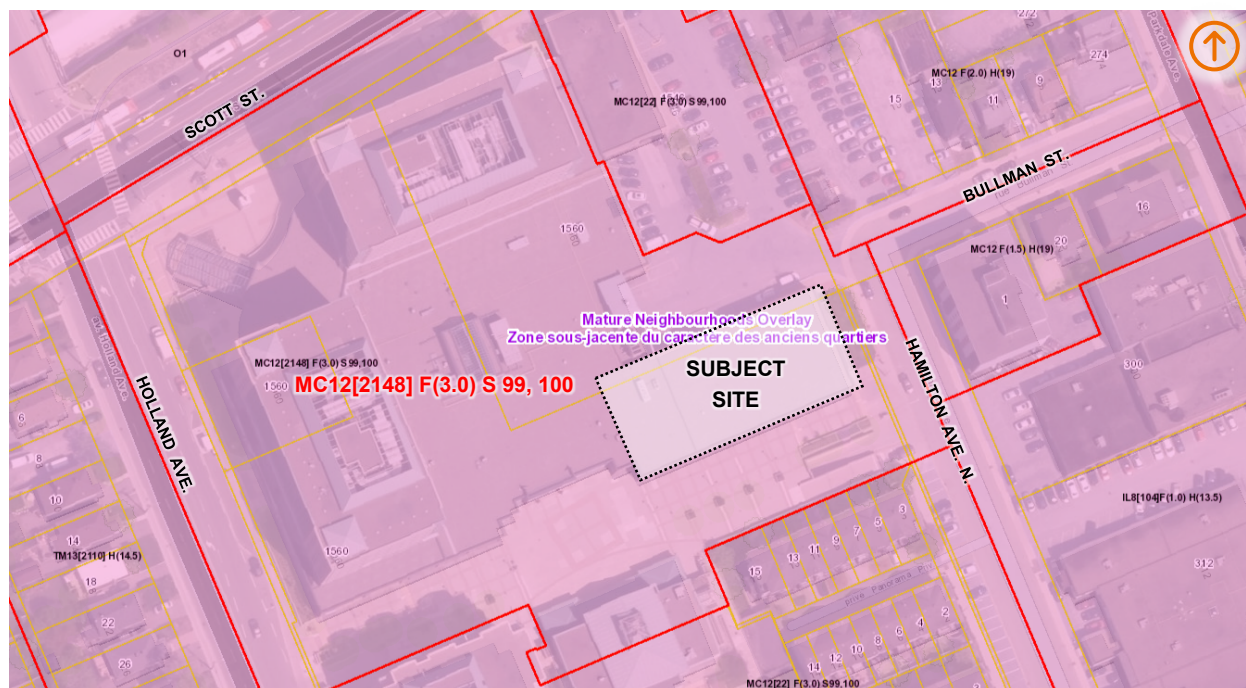


FIGURE 14. ZONING EXTRACT



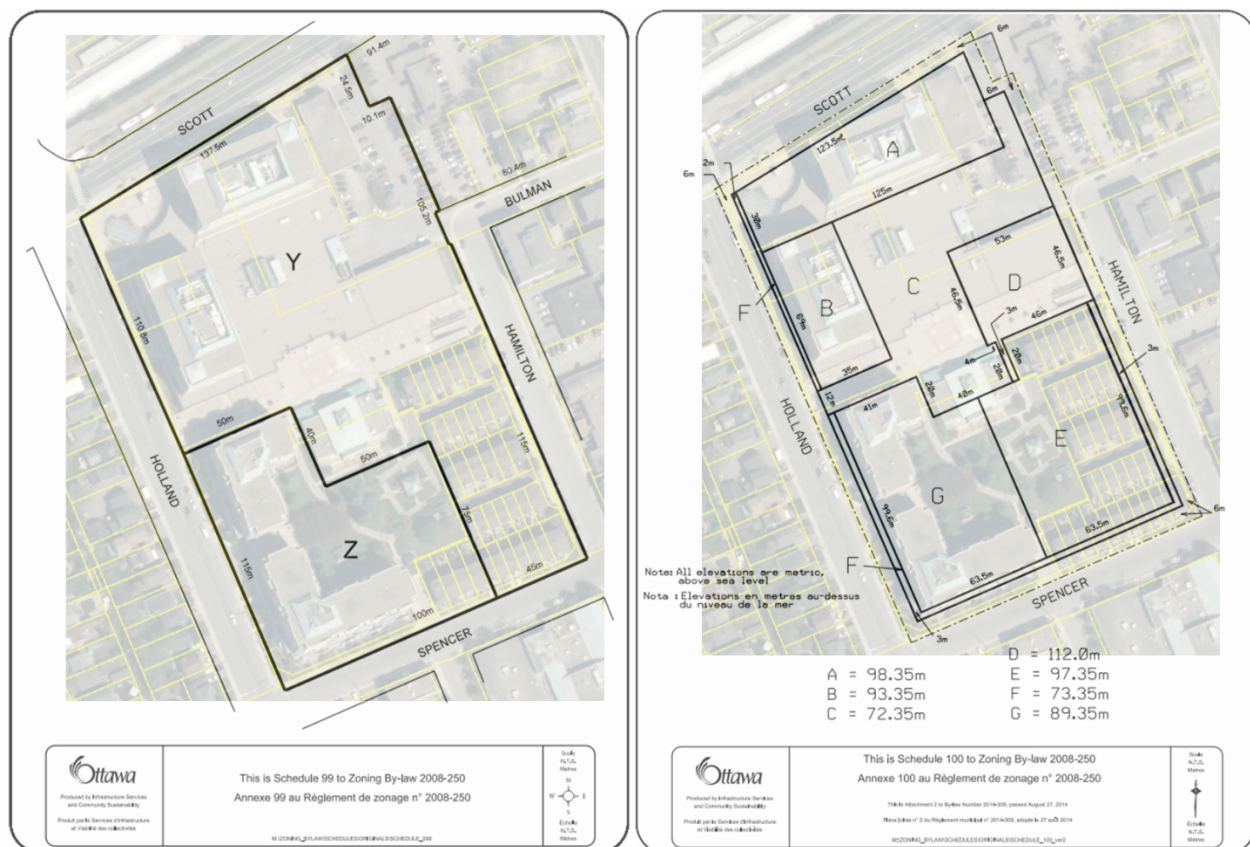


FIGURE 15. ZONING SCHEDULES 99 AND 100

TABLE 2. MC12[2148] F(3.0) S 99, 100 ZONING MATRIX

PROVISIONS	BY-LAW SECTION	REQUIRED & PERMITTED	EXISTING / PROPOSED	COMPLIANCE NOTES
Minimum lot area	191(a)	No Minimum	± 15,507 m <sup>2</sup>	Compliant
Minimum lot width	191(b)	No Minimum	Irregular	Compliant
Minimum southerly yard setback	240[2148]	12.3 metres for 1 <sup>st</sup> storey 11.0 metres above the 1 <sup>st</sup> storey	± 16.36 metres along subject site	Compliant
All other yard setbacks	240[2148]	Must be a minimum of 6.0 metres, except existing yards, which are deemed to be in conformity provided they were lawfully established prior to March 4, 1998	± 6.63 metres along subject site (easterly yard)	Compliant
Maximum floor space index	191(f)	As per zoning map: F(3.0)	> 3.0	Non-compliant – TBA though the proposed zoning amendment
Minimum building height	191(g)(i)	6.7 metres	> 6.7 metres	Compliant
Maximum building height	240[2148]	As per Schedule 100: - Area D: 112 m.a.s.l. (site is ± 62 m.a.s.l.)	90.5 m above existing pedestrian promenade (± 153.5 m.a.s.l.)	Non-compliant – TBA though the proposed zoning amendment
Minimum width of landscaped area	191(i)	No minimum, except that where a yard is provided and not used for required driveways, aisles, parking, loading spaces or outdoor commercial patio, the whole yard must be landscaped	Applicable provided yards within the subject site will consist of hard and soft landscaping (i.e., planters, pavers, pathways, etc.)	Compliant

TABLE 3. PARKING MATRIX & DRIVE AISLE SUMMARY

PARKING TYPE	REQUIRED & PROVIDED PARKING (Area Z on Schedule 1A & Area B on Schedule 1)					
	APARTMENT, HIGH RISE (337 Dwelling Units)			COMMERCIAL (±80 m <sup>2</sup> of GFA)		
	Required	Provided	Compliance	Required	Provided	Compliance
Regular	None	None	Compliant	None	0	Compliant
Visitor	No more than 30 spaces	33	Compliant	NA		



Accessible	Required: 20-99 provided spaces = 1 Provided: 2 (compliant)					
Bicycle	0.5 / DU = 169	±169	Compliant	1 / 250 m <sup>2</sup> of GFA = 0	0	Compliant
Loading	Required: none Provided: Existing rear loading dock (compliant)					

#### Additional Provisions & Notes

##### Non-residential Parking Rates (By-law Sec. 111A(e))

- Based on land use types and rate requirements from Table 111A(e) as the specific non-residential land use types won't be determined until leasing

##### Maximum Permitted Parking (By-law Sec. 103)

- Residential use: 1.75 per dwelling unit (combined total of resident and visitor parking)
- Office: 2.2 per 100m<sup>2</sup> of gross floor area
- Retail Store & Retail Food Store: 3.6 per 100m<sup>2</sup> of gross floor area
- Medical Facility: 5.0 per 100m<sup>2</sup> of gross floor area

##### Drive aisles have been designed to comply with applicable provisions (By-law Sec. 107)

- Minimum driveway width for a single traffic lane providing access to parking spaces not in a parking lot or garage (i.e., less than 4 spaces): 2.6 m
- Minimum driveway width for a single traffic lane providing access to a parking lot: 3.0 m
- Minimum driveway width for a double traffic lane providing access to a parking lot: 6.7 m
- Minimum driveway width for a double traffic lane providing access to a parking garage: 6 metres
- Minimum aisle width for providing access to parking spaces
  - 56-90 degree parking: 6.0 m

TABLE 4. AMENITY AREA MATRIX

TABLE 4: AMENITY AREA MATRIX					
PROVISION		BY-LAW SECTION	REQUIRED		PROPOSED
Amenity Area	Section 137  (rates are the same for both Mixed-use Buildings of 9 or more dwelling units and for high rise apartment buildings)	Total Amenity Area	Communal Amenity Area	Total Amenity Area	Communal Amenity Area
		6 m <sup>2</sup> per DU  = 6(337 DU) = 2,022 m <sup>2</sup>	A minimum of 50% of the required total amenity area  = 0.5 (2,022) = 1,011 m <sup>2</sup>	± 2,594 m <sup>2</sup> (compliant)	≥ 1,011 m <sup>2</sup> (compliant)
Additional provisions	<div><div>i.</div><div>ii.</div><div>iii.</div><div>iv.</div><div>v.</div><div>vi.</div></div> <div>Amenity area must be provided for a residential use that is a permitted use in the zone in which it is located, in accordance with Table 137. Amenity area must be located on the same lot as the use for which it is provided. Amenity area provided outdoors must not be located in a required front or corner side yard. Where amenity area is located outside at grade, it may be included in the calculation of landscaped area requirements. Minimum required communal amenity area may only be included as part of a required landscaped buffer where it is aggregated into areas of 54m<sup>2</sup> or more. Layout of communal amenity area: aggregated into areas up to 54 m<sup>2</sup>, and where more than one aggregated area is provided, at least one must be a minimum of 54 m<sup>2</sup>.</div>				

## 7. SUMMARY OF REQUESTED AMENDMENTS

The proposed development requires multiple Planning Act approvals, including an Official Plan Amendment (OPA), a Minor Zoning By-law amendment (ZBA), and a future site plan approval. The approach is to submit concurrent applications for the OPA and ZBA, and to prepare the required site plan control submission once circulation comments have been received on the former applications.

The below tables summarize the details of the requested OPA and ZBA, which are the applications that this report has been prepared to provide rationale for. The OPA will be in the form of a site-specific policy exception, whereas the rezoning is to be captured through amendments to the existing zone's Urban Exception 2148 and Schedule 100.





TABLE 5. PROPOSED OFFICIAL PLAN AMENDMENT

VOLUME 2A – SECONDARY PLANS	SECTION	POLICY	PROPOSED RELIEF	STRUCTURE OF REQUESTED AMENDMENT
Scott Street Secondary Plan	Schedule B – Maximum Building Heights	The maximum building height designation for the subject site (area of development) on Schedule B is “Up to 18 Storeys”	Amend the subject site’s (area of development) Schedule B designation from “Up to 18 Storeys” to “Height Limit Varies as per Existing Zoning”	Amend Schedule B so that the subject site’s designation ties the maximum building height to zoning Schedule 100, which is also proposed to be amended

The proposed amendment to the Scott Street Secondary Plan is to change the subject site’s maximum building height designation from “up to 18 storeys” to “height limit varies as per existing zoning.” This amendment would align the subject site with the surrounding lands which are already designated “height limit as per existing zoning.” Rationale in support of the height amendment is provided throughout this report and is summarized below in the discussion on the zoning amendment.

TABLE 6. PROPOSED ZONING BY-LAW AMENDMENT

EXCEPTION NUMBER	APPLICABLE ZONE	EXCEPTION PROVISIONS		
		ADDITIONAL LAND USES PERMITTED	LAND USES PROHIBITED	PROVISIONS
2148 (By-law 20XX-XX)	MC12[2148] F(3.0) S 99, 100			<b>EXISTING PROVISIONS</b> - minimum southerly yard setback: i. 12.3 metres for 1st storey ii. 11.0 metres above the 1st storey - all other yard setbacks must be a minimum of 6.0 metres, except existing yards, which are deemed to be in conformity provided they were lawfully established prior to March 4, 1998 - parking is prohibited in required yards adjacent to Holland Avenue - retail store only permitted on the floor located closest to grade - commercial uses limited to a floor space index of 1.0 - commercial uses only permitted to be located in Area Y as shown on Schedule 99 - maximum building heights as per Schedule 100
				<b>NEWLY PROPOSED PROVISIONS</b> - The following provisions apply to the lands identified as Area D on Schedule 100 iii. No maximum FSI iv. Maximum building height is ±153.5 metres above sea level

The proposed changes to the site’s existing urban exception and zoning schedule (100) are appropriate means for implementing the proposed zoning amendment. The proposed performance standards identified in Table 7 represent minor deviations from the By-law that will allow the site to accommodate a desirable redevelopment that has been carefully planned and designed in accordance with the general intent and purpose of applicable policy and regulations.

The following summarizes the rationale for each proposed performance standard forming part of the zoning amendment.

#### *Maximum permitted building height*

- The proposal requests the maximum building height for the subject site be increased from 112 metres a.s.l. to ±153.5 metres a.s.l. This change translates to an increase from approximately 16 to 29 storeys. The current zoning of the site pre-dates the City’s LRT Confederation Line, the Tunney’s Pasture Master Plan, the City’s approved direction for enhanced intensification policies in the new Official Plan, and the approval and

construction of a number of nearby high-rise developments. This context speaks to the current and future vision of the Tunney's Pasture area, which represents a target area for mixed-use intensification in the form of high-rise building heights, as supported by policies noted throughout this report from the Official Plan. This context demonstrates that the proposed building height represents an appropriate scale and means for accommodating growth on an underutilized corner property across from a major employment campus and rapid transit station.

- To ensure the requested height respects and has consideration for the adjacent built form, the proposal has gone through a number of design iterations that take into account compatibility policies as well as comments provided by City staff and the Urban Design Review Panel. This iterative process has resulted in a proposal that provides:
  - building location conducive to low sun-shadowing impact
  - building setbacks and stepbacks that exceed existing requirements, especially along the southerly yard
  - that will enhance the mid-block pedestrian promenade and street edge conditions
  - that will orient rooftop amenity spaces towards the east where the site abuts public ROW; and,
  - that will create new visually appealing skyline views and vistas

#### *Removal of maximum FSI*

- The proposal requests that the maximum FSI of 3.0 be amended so that there is no maximum FSI for Area D in Schedule 100 (area consisting of the subject site). This request is appropriate as it allows the subject site to achieve a desirable form of intensification within a Mixed Use Centre without removing the maximum FSI of 3.0 from the entire zone. It is also worth noting that the parent MC zone FSI provision does not have a maximum requirement.

The above noted minor deviations from existing Official Plan policies and zoning regulations will allow for the subject site to accommodate a desirable development which addresses a number of City wide objectives relating to housing availability, transit supportive development, well-designed spaces and built form, and the utilization of lands and infrastructure within a node targeted for intensification.

## **8. PUBLIC ENGAGEMENT STRATEGY**

As part of the due diligence for the project, consultation was undertaken to explore and evaluate design options and early feedback regarding the proposal. These engagement processes include a formal pre-application consultation with City staff (Community Association invited) and an informal pre-consultation with the Urban Design Review Panel (UDRP). It is important to note that extensive discussion has been maintained with City staff throughout the pre-application stage.



Following each of the above noted consultation processes the design of the proposal was modified to address comments, where possible, while maintaining a project feasibility given challenges associated with integrating the proposal with the existing building.

The summary comments received from the City consultation and UDRP were generally supportive and spoke to design elements relating to the exploration of greater building heights, reduction of tower floorplates, consideration of site functionality (i.e., loading, access, amenity area), and the enhancement of the pedestrian promenade providing a mid-block connection.

The design of the current proposal takes into account the comments and recommendations received by City planning staff and the UDRP, as detailed through this report as well as the submitted conceptual architectural drawings. A formal presentation to the UDRP is intended to take place during the future site plan control process, and this presentation will be available to the public for review.

## **9. SUPPORTING DOCUMENTATION**

### **Sun Shadow Study**

N45 Architecture Inc. prepared a Sun Shadow Study in support of the proposed development of the subject site. The Study shows that the proposal will not result in sun shadowing impacts on adjacent low-rise residential buildings, and that the majority of proposal's shadows will be cast between the northwest and northeast of the subject site, which includes areas primarily consisting of large public ROWs (i.e., Scott Street and the abutting Confederation Line), open spaces, and other mid to high-rise buildings. Please see the Study for further detail.

### **Geotechnical Engineering Design Input**

Golder Associates Ltd. (Golder) prepared a Geotechnical Desktop Review in support of a site plan control application for the subject site in December 2013 (Report Number 13-1121-0176). The proposed development for the site has changed since 2013, as reflected in this submission, and accordingly, Golder has prepared an updated report with geotechnical recommendations specific to the new proposal. Please see the report for further detail.

### **Phase One Environmental Site Assessment**

Stantec Consulting Ltd. conducted a Phase One ESA in support of the proposed development for the subject site. The report states the following:

*The Phase One ESA has revealed no evidence of APECs on the Phase One Property. No further work is recommended at this time. Regulatory responses from the Ontario Ministry of the Environment, Conservation and Parks and Technical Standards and Safety Authority are pending for the environmental information that may be on file for the Phase One Property. In addition, historical information could not be obtained due to the current COVID-19 restrictions. This information will be forwarded upon receipt and if any of the*



*information indicates there may be cause to alter the conclusions and recommendations of this report, the client will be notified as such. If a RSC is required, this report must be revised and updated with the missing information.*

Please see the report for further detail.

## 10. CONCLUSION

The proposed mixed-use development for the subject site represents a permitted and desirable mix of land uses that will contribute to the planned function of an important node within the City that is targeted and ideally situated for intensification. The proposed development requires an Official Plan Amendment and Minor Zoning By-law Amendment to accommodate proposal-specific performance standards.

As demonstrated by this report and other technical submissions included with the required applications, the proposal represents a timely, appropriate, and carefully planned development that will fit and work well on the site and within the surrounding context.

It is our opinion that the proposed development and requested amendments represent good land use planning that is in the public interest, is consistent with the PPS, and is in general conformity and compliance with the Official Plan and Zoning By-law. As such, we recommend the amendments for approval.


Respectfully submitted,

**Stantec Consulting Ltd.**

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