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Public Amenities

Open Space, Parks &
Recreation

Community &
Residential

Commercial &
Institutional

Environmental
Restoration

Official Plan Amendment and Zoning By-law Amendment

1900 and 2000 City Park Drive

Prepared for: Colonnade Bridgeport

Official Plan Amendment and Zoning By-law Amendment
1900 and 2000 City Park Drive

Prepared By:

NOVATECH
240 Michael Cowpland Drive
Ottawa, Ontario
K2M 1P6

April 21, 2023

Novatech File: 122006
Ref: R-2023-029

April 21, 2023

City of Ottawa
Planning, Real Estate and Economic Development
110 Laurier Avenue West, 4th Floor
Ottawa, ON K1P 1J1
By email only: lucy.ramirez@ottawa.ca

Attention: Lucy Ramirez, Planner II

**Reference: Official Plan Amendment and Zoning By-law Amendment
1900 and 2000 City Park Drive
Our File No.: 123006**

Novatech has prepared this Planning Rationale on behalf of Colonnade Bridgeport in trust for the owners City Park Limited Partnership (referred to as “Colonnade Bridgeport” hereafter). It supports Official Plan Amendment and Zoning By-law Amendment applications on a site with two municipal addresses – 1900 and 2000 City Park Drive (together the “Subject Site”). The Subject Site is approximately 450m walking distance west of the Blair Light Rail Transit (LRT) Station.

Colonnade Bridgeport proposes a high-rise residential development that conceptually comprises up to seven towers arranged around two parks. Approximately 2,250 residential units are conceptually proposed.

An Official Plan Amendment to amend the Inner East Lines 1 and 3 Stations Secondary Plan is required to permit the proposed density and height. A Zoning By-law amendment is required to establish building heights and setbacks.

Should you have any questions or comments, please do not hesitate to contact me.

Sincerely,

NOVATECH



James Ireland, MCIP, RPP
Project Planner – Planning & Development

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1.0 INTRODUCTION

Novatech has prepared this Planning Rationale on behalf of Colonnade Bridgeport to support Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBLA) applications on a site with two municipal addresses – 1900 and 2000 City Park Drive (together the “Subject Site”). The Subject Site is approximately 450m walking distance west of the Blair Light Rail Transit (LRT) Station.

An Official Plan Amendment to amend the Inner East Lines 1 and 3 Stations Secondary Plan is required to permit the proposed density and height. A Zoning By-law amendment is required to establish building heights and setbacks.

Note that this Planning Rationale should be read together with the Design Brief by Neuf Architects to fully comply with the Terms of Reference for the Design Brief.

2.0 DEVELOPMENT PROPOSAL

A high-rise residential development is proposed, conceptually comprising up to seven towers arranged around two parks. Approximately 2,250 residential units are proposed.

Development of the Subject Site will occur in two main phases, corresponding with the current municipal addresses. 2000 City Park is currently vacant and will be developed first. 1900 City Park is occupied by a five storey office building built in the early 1990s and demolition of this building and redevelopment of this parcel is a longer term project. The OPA and ZBLA apply to the entire Subject Site.

The two stages have similar conceptual layouts. The conceptual plan for 2000 City Park Drive shows five high-rise towers arranged around a central park. The conceptual plan for 1900 City Park Drive shows three high-rise towers also arranged around a central park. In both stages the smaller towers are located on the City Park Drive frontage and the 30 storey towers are arranged along the southern boundary. Conceptually, Tower A on 2000 City Park Drive has a stepped podium to address City Park Drive.

Each stage has a u-shaped two-way driveway from City Park Drive that accesses underground parking. Surface parking will be limited. The pedestrian and cyclist network on the Subject Site will connect to City Park Drive and the future multi-use pathway (MUP) that will run along southern and western sides of the Subject Site. This will be refined during future Site Plan Control applications. This provides a direct route to the LRT station and into the wider network.

Parkland dedication will be primarily as land. Although the number of units (2250) is conceptual at this stage, it is likely the 10% cap for residential apartments will be reached and therefore this has been used as a place holder for the conceptual design.

PRELIMINARY PROPOSED SITE PLAN

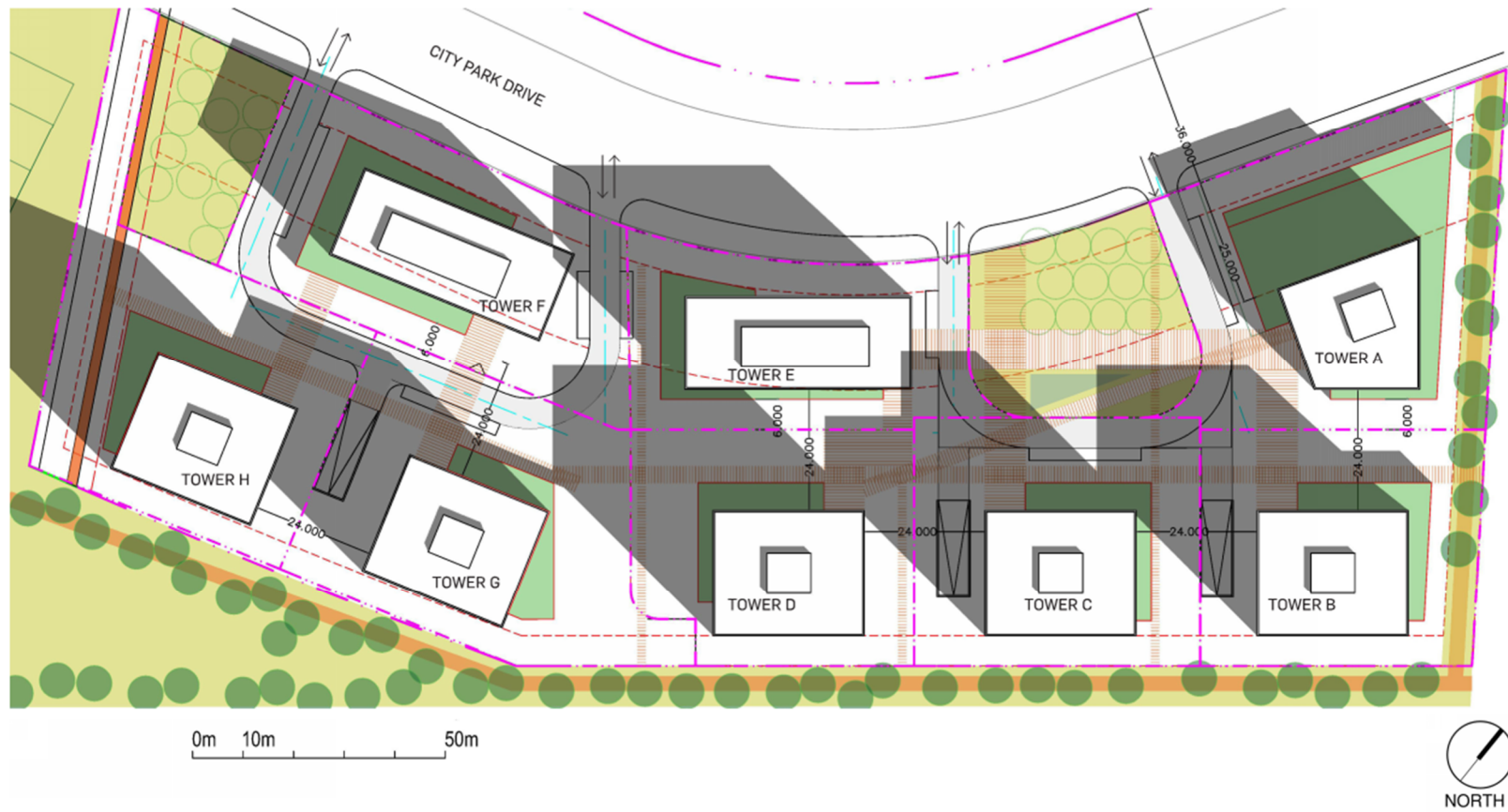


Figure 1: Preliminary Proposed Site Plan by Neuf Architecte(s) dated April 12, 2023

PRELIMINARY MASSING - BIRD'S EYE VIEW 1

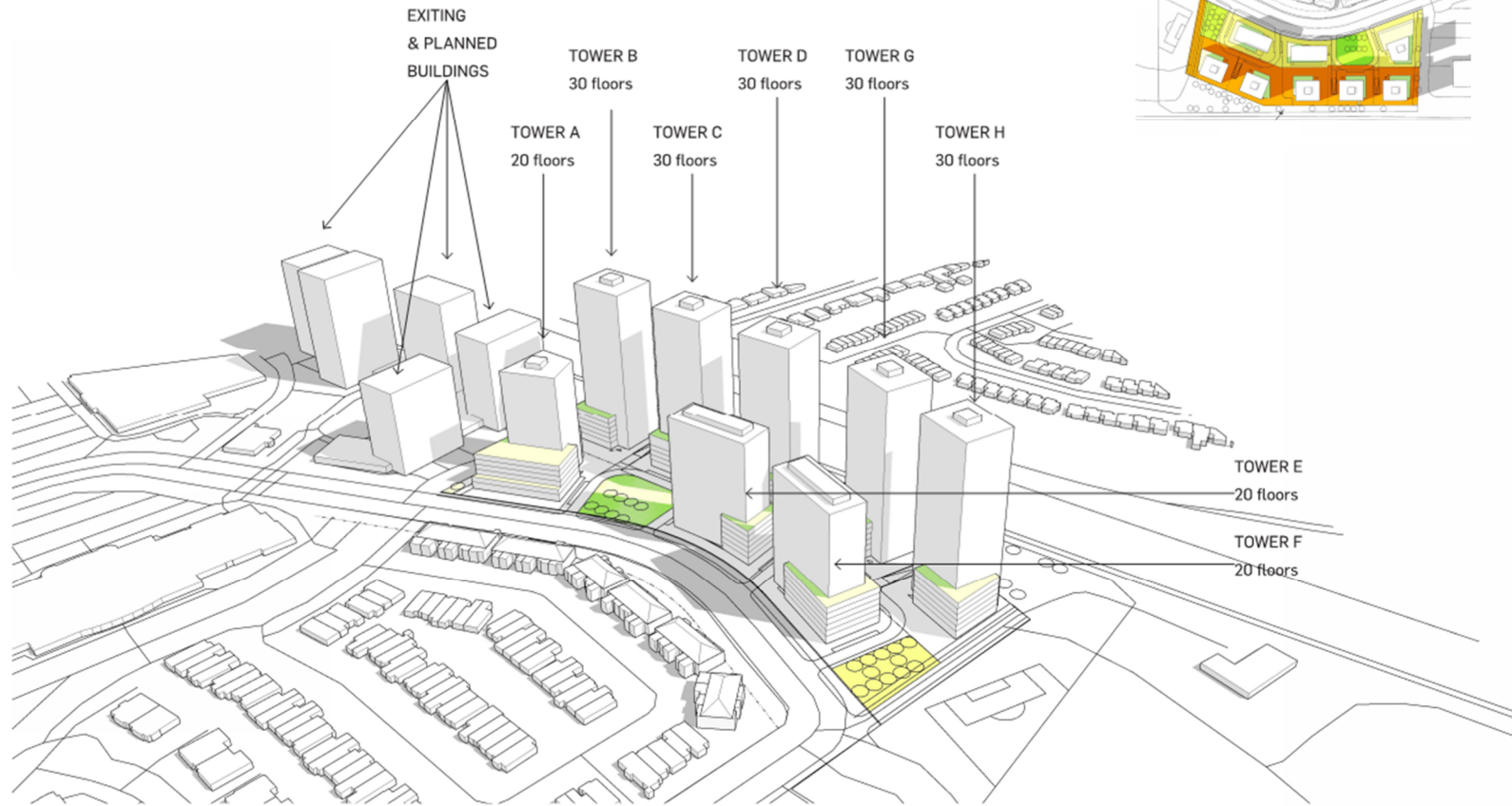


Figure 2: Massing looking south by Neuf Architecte(s) dated April 12, 2023

3.0 SITE DESCRIPTION AND SURROUNDING USES

The Subject Site comprises 2.63 ha of land on the south side of City Park Drive close to Blair Light Rail Transit (LRT) station. It is made up of four parcels across two municipal addresses. The westernmost parcel is occupied by a five storey office building and surface parking built in the early 1990s. The two middle parcels provide access and further surface parking. The easternmost parcel is vacant. The legal descriptions and areas of the parcels from west to east:

1900 City Park Drive (9,936m²):

PART OF BLOCK 2, PLAN 4M648, BEING PART 1 ON 4R8036; EXCEPT PT 2 PL 4R29513; S/T LT521803. CITY OF OTTAWA

Driveway between 1900 and 2000 City Park Drive (907m²):

PART OF BLOCK 2, PLAN 4M648, BEING PARTS 3 AND 4 ON 4R15310; EXCEPT PT 1 PL 4R29513 CITY OF OTTAWA

Parcel between driveway and 2000 City Park Drive (4,200m²):

PART OF BLOCK 2, PLAN 4M648, BEING PARTS 2, 5, 6, 7 AND 8 ON 4R15310; EXCEPT PT 3 PL 4R29513 CITY OF OTTAWA

2000 City Park Drive (11,266m²):

PART OF BLOCK 2, PLAN 4M648, BEING PART 1 ON 4R15310; EXCEPT PT 4 PL 4R29513 CITY OF OTTAWA

To the north of the Subject Site across City Park Drive a residential neighbourhood built around 2000. It comprises townhouses, some of which have their rear lot lines on City Park Drive. Also to the north is a cinema with surface parking.

To the east are two high-rise (20 and 23) storeys residential towers built by RioCan in the last five years. Further east is the Blair Shopping Centre and the Blair LRT station. The station entrance is approximately 400m walking distance from Subject Site.

To the south is a strip of City-owned land, the LRT line and Highway 174. Some of the surface parking for the office building appears to be in the City-owned land. Together these separate the Subject Site from the low-rise neighbourhood to the south by 115m. To the southwest is a strip of land owned by the Crown, the LRT line and Highway 174. Some of the surface parking for the office building appears to be in the City and Crown-owned lands.

To the west are two connected City parks that total 1 ha - City Centre Park and Biley A. Blax Park.



Figure 3: Subject Site and Surrounding Area

4.0 PLANNING ASSESSMENT

4.1 Provincial Policy Statement 2020

Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent with” the policies of the Provincial Policy Statement (PPS). The PPS is organized into three main policy sections: (1) Building Strong Healthy Communities, (2) Wise Use and Management of Resources, and (3) Protecting Public Health and Safety. The following subsections explain how the proposed development is consistent with the applicable PPS policies.

Building Strong Healthy Communities

Section 1.1 of the PPS is focused on managing and directing land use to achieve efficient and resilient development and land use patterns. The relevant policies are addressed below:

Policy 1.1.1 Healthy, liveable and safe communities are sustained by:

- (a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term*
- (b) accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- (c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- (d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- (e) promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- (f) improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- (g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- (h) promoting development and land use patterns that conserve biodiversity; and*
- (i) preparing for the regional and local impacts of a changing climate.*

The proposed development contributes to a healthy, liveable and safe community because it:

- uses a compact building form on an infill site which minimizes land consumption and servicing costs;
- diversifies the housing choice in the area to cater to people of all ages and life stages; and:
- does not create environmental or public health and safety concerns or prevent the efficient expansion of settlement areas.

Policy 1.1.3.1 *Settlement areas shall be the focus of growth and development.*

The Subject Site is in the Settlement Area.

Policy 1.1.3.2 *Land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

- a) *efficiently use land and resources;*
- b) *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d) *prepare for the impacts of a changing climate;*
- e) *support active transportation;*
- f) *are transit-supportive, where transit is planned, exists or may be developed; and*
- g) *are freight-supportive; and*

The proposed development efficiently uses land and existing infrastructure. The location is close to facilities and supports nearby transit and active transportation infrastructure.

Section 1.4 of the PPS provides policies on housing. The relevant policies are addressed below:

Policy 1.4.3 *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: permitting and facilitating:*

1. *all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities;*

Although subject to future Site Plan applications, the large amount of residential will allow for a broad range of apartments to accommodate various needs.

(b) 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;

Appropriate levels of infrastructure and public service facilities exist to support the proposed residential development.

(c) 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

The density of the proposed development represents an efficient use of land, resources and infrastructure and supports the existing Blair LRT Station which is within 450m walking distance of the Subject Site.

Section 1.6 of the PPS provides policies on infrastructure and public service facilities.

Policy 1.6.3 Before consideration is given to developing new infrastructure and public service facilities:

(a) the use of existing infrastructure and public service facilities should be optimized

An Assessment of Adequacy of Public Services Report prepared by Novatech dated April 21, 2023 and included in this submission details how the proposed development will utilize municipal sewage, water and stormwater services. Refer to the report for details.

Section 1.8 of the PPS provides policies on energy conservation, air quality and climate change.

Policy 1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate through land use and development patterns which:

a) promote compact form and a structure of nodes and corridors;

A compact residential built form is proposed at a node based on the Blair LRT station.

b) encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;

The proposed development provides approximately 2,250 dwellings within 600m of a future BRT station.

Wise Use and Management of Resources

Section 2.1 of the PPS provides policies on Natural Heritage.

Policy 2.1.1 Natural features and areas shall be protected for the long term.

The Official Plan does not identify any natural features on or adjacent to the site.

Section 2.2 of the PPS provides policies on Water.

Policy 2.2.2 Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored.

No sensitive surface or ground water features exist on or adjacent to the Subject Site.

Section 2.3 of the PPS provides policies on Agriculture.

Policy 2.3.1 Prime agricultural areas shall be protected for long-term use for agriculture.

The Subject Site is not located within or adjacent to prime agricultural land.

Section 2.4 of the PPS provides policies on Minerals and Petroleum.

Policy 2.4.1 Minerals and petroleum resources shall be protected for long-term use.

No mineral or petroleum resources exist on or adjacent to the Subject Site.

Section 2.5 of the PPS provides policies on Mineral Aggregate Resources.

Policy 2.5.1 Mineral aggregate resources shall be protected for long-term use and, where provincial information is available, deposits of mineral aggregate resources shall be identified.

No mineral aggregate resources exist on or adjacent to the Subject Site.

Section 2.6 of the PPS provides policies on Cultural Heritage and Archaeology.

Policy 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

Policy 2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

An Archaeological Resource Assessment was not required by City staff for this application.

Policy 2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the

proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

The Subject Site is not adjacent to protected heritage property or area of archaeological potential.

Protecting Public Health and Safety

Section 3.1 of the PPS provides policies on Natural Hazards.

Policy 3.1.1 Development shall generally be directed, in accordance with guidance developed by the Province (as amended from time to time), to areas outside of:

- a) hazardous lands adjacent to the shorelines of the Great Lakes - St. Lawrence River System and large inland lakes which are impacted by flooding hazards, erosion hazards and/or dynamic beach hazards;*
- b) hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards; and*
- c) hazardous sites.*

The proposed development is not occurring within natural hazard lands or sites.

Section 3.2 of the PPS provides policies on Human-Made Hazards.

Policy 3.2.1 Development on, abutting or adjacent to lands affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation or other measures to address and mitigate known or suspected hazards are under way or have been completed.

Policy 3.2.2 Sites with contaminants in land or water shall be assessed and remediated as necessary prior to any activity on the site associated with the proposed use such that there will be no adverse effects.

A Phase I Environmental Site Assessment by Paterson Group dated January 17, 2023 forms part of this application. Based on the findings of their assessment, it is Paterson Group's opinion that a Phase II Environmental Site Assessment is not required for the Phase I Property

4.2 City of Ottawa Official Plan

Schedule B3 – Outer Urban Transect in the City of Ottawa Official Plan designates the Subject Site as Hub with the Evolving Overlay.

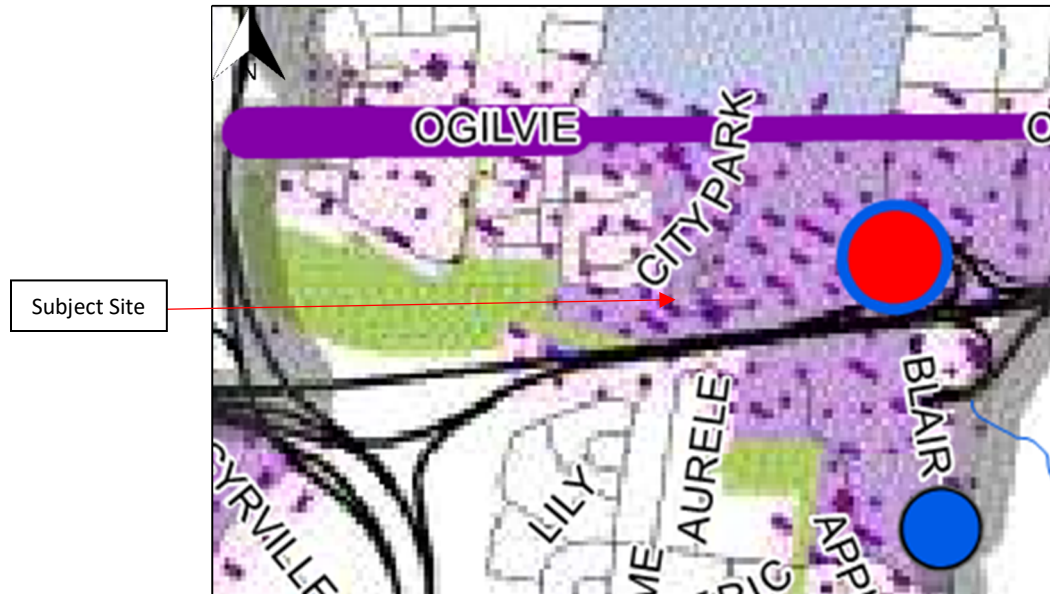


Figure 4 – Designations on and around the Subject Site (original resolution)

Schedule C1 - Protected Major Transit Station Areas shows the Subject Site as being in a Protected Major Transit Station Area (green). It also shows the Blair LRT station (red dot).

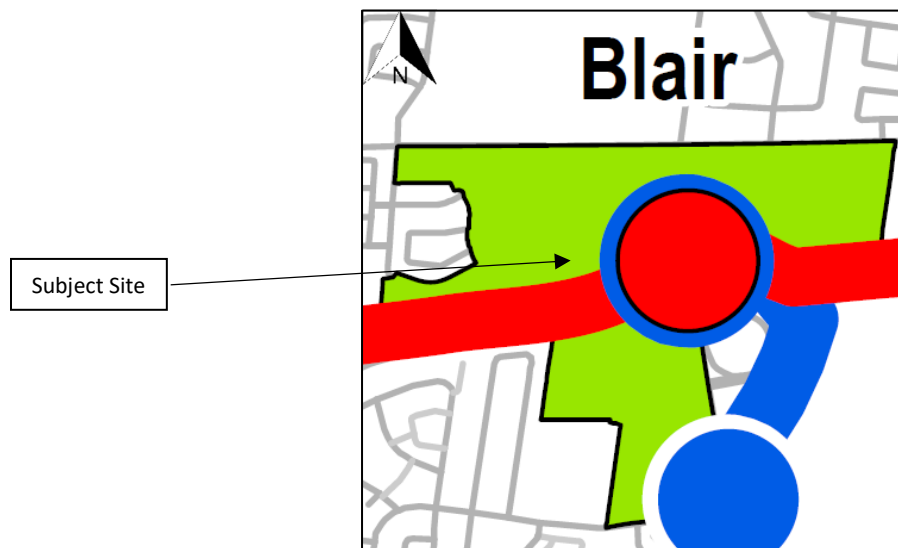


Figure 5: Schedule C1

Schedule C3 - Active Transportation Network shows Major Pathways (red) to the west and south of the Subject Site:

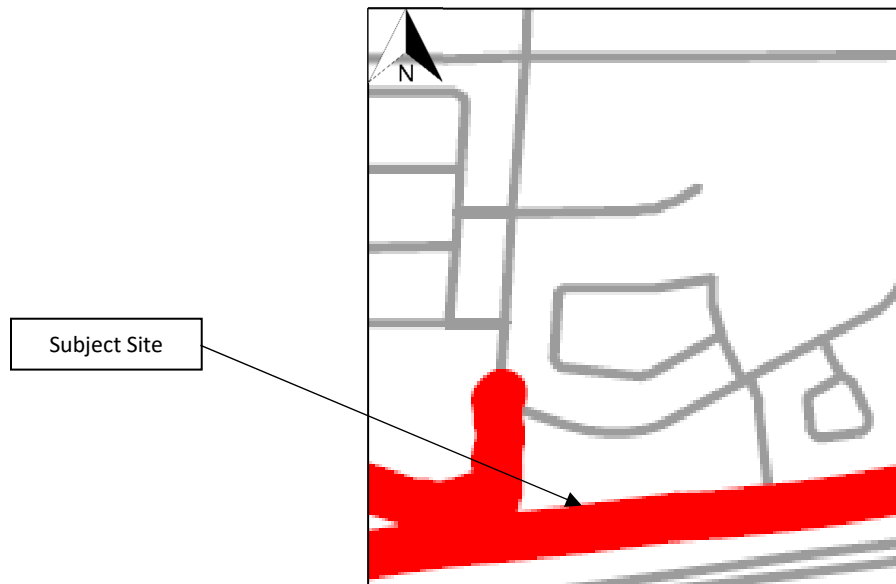


Figure 6 – Major Pathways close to the site

Schedule C4 – Urban Road Network designates Highway 174 as a City Freeway (blue), Ogilvie Road as an arterial (red) and City Park Drive as a Collector (green):

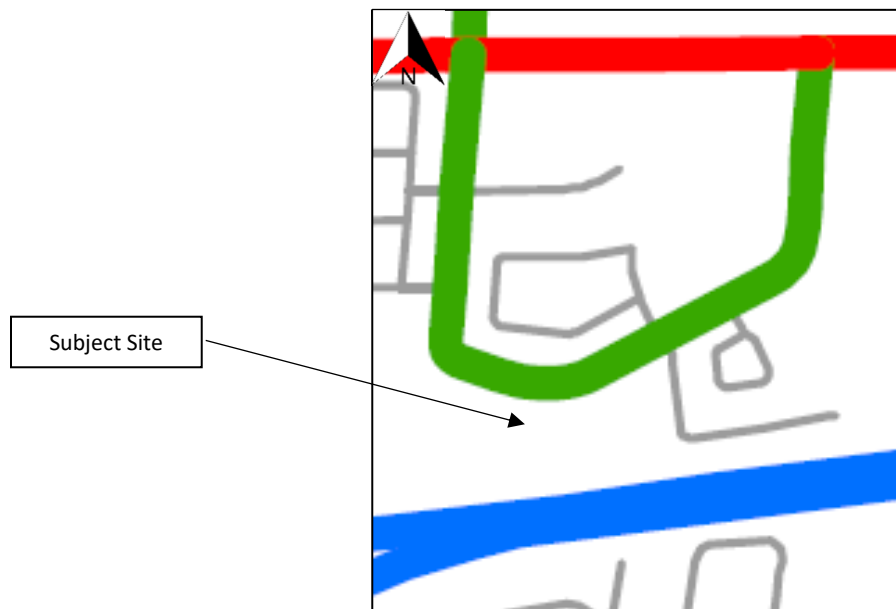


Figure 7 – Surrounding roads

C7-A - Design Priority Areas – Urban includes the Subject Site (pink):

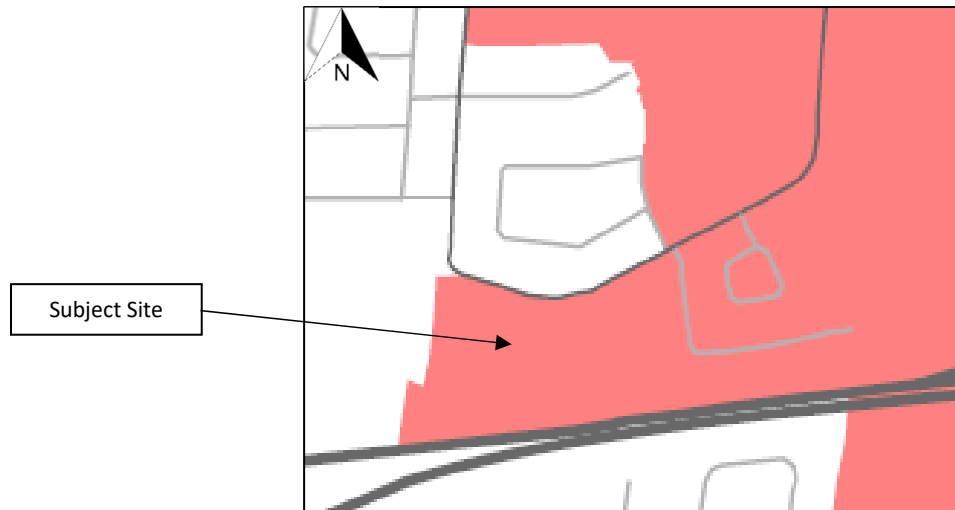


Figure 8 – Design Priority Areas

The following Schedules are not shown here:

- Schedule C11-A - Natural Heritage System (East) designates the Subject Site as Urban Area. It is not affected by any of the Overlays or Sub-Designations which represent Natural Heritage features.
- Schedule C12 - Urban Greenspace shows a Park (City Centre Park) to the west of the Subject Site.
- Schedule C15 - Environmental Constraints does not designate the Subject Site as having any environmental constraints.

Assessment against Section 3 Growth Management Framework

Table 3a – Hubs, Mainstreets, and Protected Major Transit Station Area (PMTSA) Density and Large Dwelling Requirements is applicable to the western part of the Subject Site as the Secondary Plan defers to it in relation to minimum residential density. However, the table refers to back to the Secondary Plan so this is of no utility. The table does provide a *Minimum Area-wide Density Requirement, People and Jobs per Gross Hectare* for the Blair Hub of 200 per gross hectare.

Assessment against Section 5 Transects

Table 7 – Minimum and Maximum Height Overview Based on Official Plan Policy is applicable to the western part of the Subject Site as the Secondary Plan defers to it in relation to height. The proposal complies with the applicable minimum and maximum heights for the Outer Urban Transect are:

Low-rise, Mid-rise and High-rise: minimum 3 storeys and maximum 40 storeys

Assessment against Section 6.1 Hubs

Hubs are described as:

“...areas centred on planned or existing rapid transit stations and/or frequent street transit stops. The planned function of Hubs is to concentrate a diversity of functions, a higher density of development, a greater degree of mixed uses and a higher level of public transit connectivity than the areas abutting and surrounding the Hub.”

Hubs are identified as Protected Major Transit Station Areas (PMTSAs) for the purposes of the Provincial Policy Statement. Providing sufficient patronage for transit is a key policy:

“Appropriate development densities shall create the critical mass essential to make transit viable. They will lead to reduced revenue-cost ratios and help provide cost-effective high levels of transit service. For these reasons, the City is pursuing a strategy that would ensure the implementation of more compact, higher-density and mixed-use communities around transit stations.”

The strategic purpose of Hubs is to:

- a) Focus major residential and non-residential origins and destinations including employment within easy walking access of rapid transit stations or major frequent street transit stops;*
- b) Integrate with, and provide focus to, Downtown Core and Inner Urban Neighbourhoods and Downtown Core, Inner Urban, Outer Urban and Suburban Corridors to establish a network of residential, commercial, employment and institutional uses that allow residents of all income levels to easily live, work, play and access daily needs without the need to own a private automobile;*
- c) Establish higher densities than surrounding areas conditional on an environment that prioritizes transit users, cyclists and pedestrians, as well as excellent urban design; and*
- d) Reduce greenhouse gas emissions and contribute to the goals of 15-minute neighbourhoods by concentrating residential and non-residential uses, including compatible employment uses, within the network referenced in Policy b).*

Insofar as it is relevant to a Zoning By-law Amendment, development in Hubs:

- a) Shall direct the highest density close to the transit station or stop so that transit is the most accessible means of mobility to the greatest number of people;*

Approximately 2,250 units are proposed within walking distance of the Blair LRT station. This high density, high-rise development that will make a significant contribution to sustaining the transit station.

The entire hub is affected by the Evolving Overlay, described as:

“The Evolving overlay is applied to areas in close proximity to Hubs and Corridors to signal a gradual evolution over time that will see a change in character to support intensification,

including guidance for a change in character from suburban to urban to allow new built forms and more diverse functions of land.”

The subject site is currently mostly vacant and undeveloped except for the mid-rise office building in its western part. The area to the east of the Subject Site is typical of a Hub, with high-rise apartment towers, a shopping centre and LRT station whilst the areas to the north and east have a more suburban character. The overlay allows for the Subject Site to evolve to a more urban character.

Section 4 of the OP sets out City Wide Policies. Section 4.6 covers Urban Design. Relevant policies are addressed below:

4.6.1 Promote design excellence in Design Priority Areas

The proposal is in a Design Priority Area. A Design Brief forms part of the application and the proposal will go to UDRP.

Assessment against Section 4.6 City Wide Policies – Urban Design

Section 4 of the new OP sets out City Wide Policies. Section 4.6 covers Urban Design.

Pursuant to Schedule C7-A the Subject Site is in a Design Priority Area. *Table 5 – Design Priority Areas* classifies the Subject Site as Tier 3 – Local (Major) as it is a Hub outside of the Downtown Core. The following policy is relevant:

The areas within Hubs around existing rapid transit stations are locations for higher densities and intensification.

Policy 1) c) at *4.6.1 Promote design excellence in Design Priority Areas* suggests the City may tier the requirement for review by the Urban Design Review Panel (UDRP). As this has not been completed, it is expected that the application will be reviewed by the UDRP.

An assessment is made against the applicable policies of the Plan below.

4.6.6 Enable the sensitive integration of new development of Low-rise, Mid-rise and High-rise buildings to ensure Ottawa meets its considering liveability

1) To minimize impacts on neighbouring properties and on the public realm, transition in building heights shall be designed in accordance with applicable design guidelines. In addition, the Zoning By-law shall include transition requirements for Mid-rise and High-rise buildings, as follows:

- a) Between existing buildings of different heights;*
- b) Where the planned context anticipates the adjacency of buildings of different heights;*
 - I. Within a designation that is the target for intensification, specifically: Built form transition between a Hub and a surrounding Low-rise area should occur within the Hub; and*
 - II. Built form transition between a Corridor and a surrounding Low-rise area should occur within the Corridor.*

2) Transitions between Mid-rise and High-rise buildings, and adjacent properties designated as Neighbourhood on the B-series of schedules, will be achieved by providing a gradual change in height and massing, through the stepping down of buildings, and setbacks from the Low-rise properties, generally guided by the application of an angular plane as may be set in the Zoning By-law or by other means in accordance with Council-approved Plans and design guidelines.

The applicable design guidelines referred to in 1) are the Urban Design Guidelines for High-Rise Buildings that were approved by City Council in 2018. An assessment against these is made in Section 4.5 of this Rationale, with particular attention to the transition provisions in the guidelines.

4) Amenity areas shall be provided in residential development in accordance with the Zoning By-law and applicable design guidelines. These areas should serve the needs of all age groups, and consider all four seasons, taking into account future climate conditions. The following amenity area requirements apply for mid-rise and high-rise residential

- a) Provide protection from heat, wind, extreme weather, noise and air pollution; and*
- b) With respect to indoor amenity areas, be multi-functional spaces, including some with access to natural light and also designed to support residents during extreme heat events, power outages or other emergencies.*

The proposal conceptually provides communal indoor and outdoor amenity areas. Although subject to future Site Plan applications, private balconies will be provided for the apartments. Amenity areas will comply with the Zoning By-law. A Noise Study have not been completed for this application as they are more appropriately considered through the detailed design of buildings via future Site Plan Control applications. A Wind Analysis was completed by Gradient Wind dated April 13, 2022 and concludes that: “Wind comfort conditions at all pedestrian-sensitive locations within and surrounding the subject site” and that: “The introduction of the proposed development is not expected to significantly reduce wind comfort over neighbouring areas beyond the subject site.” Subject to future Site Plan Control applications, the proposal is expected to be suitable for the anticipated uses without mitigation throughout the year.

8) High-rise buildings shall be designed to respond to context and transect area policies, and should be composed of a well-defined base, middle and top. Floorplate size should generally be limited to 750 square metres for residential buildings and 2000 square metres for commercial buildings with larger floorplates permitted with increased separation distances. Space at-grade should be provided for soft landscaping and trees.

The conceptual proposed buildings have a base, middle, and top consistent with this policy. Although subject to design refinement through Site Plan applications, the floor plates of the proposed residential buildings are less than 750m². Space is provided at-grade for soft landscaping and trees.

9) High-rise buildings shall require separation distances between towers to ensure privacy, light and sky views for residents and workers. Responsibilities for providing separation distances shall be shared equally between owners of all properties where High-rise buildings are permitted. Maximum separation distances shall be achieved through appropriate floorplate sizes and tower orientation, with a 23 metre separation distance desired, however less distance may be permitted in accordance with Council approved design guidelines.

The proposal provides building separation consistent with this policy.

10) Development proposals that include High-rise buildings shall demonstrate the potential for future High-rise buildings or High-rise 41+ buildings on adjacent lots or nearby lots in accordance with the relevant policies of this Plan.

The proposal does not affect the potential for 41+ storeys on adjacent lots or nearby lots (noting that high-rise development is likely to be limited to the RioCan site to the east.

4.3 Inner East Lines 1 and 3 Stations Secondary Plan

The Inner East Lines 1 and 3 Stations Secondary Plan is limited to establishing maximum building heights and minimum densities and identifying requirements for future parks.

An excerpt of Schedule A - Maximum Building Heights and Minimum Densities with the Subject Site shown is below. It designates the eastern part of the Subject Site (2000 City Park Drive) as Area B (mid brown orange) which has a maximum height of 20 storeys and a minimum density of 250 units per net hectare (residential) and/or 1.0 floor space index (non-residential).

The western part of the Subject Site (1900 City Park Drive) is designated Area E which defers to Volume 1 of the Official Plan for maximum building height and minimum density. The Subject Site is not identified as a district requiring a future public park.

An OPA is required to revise the Secondary Plan. Refer to Section 5.1 below for details.



Figure 9: Secondary Plan Schedule A showing Area B in orange and Area E in white

4.4 Transit Oriented Development (TOD) Plans

The City of Ottawa lists this 2014 document as a Community Design Plan (CDP). It covers the six LRT stations east of downtown, including Blair. The Subject Site is included in the Blair TOD Plan Area. The Land Use Framework (Fig. 79 in Plan) designates the Subject Site as Mixed Use. The plan has not been updated in nine years although Section 11.3 of the plan, *TOD Plan Monitoring and Change*, suggests that:

“Full reviews of the TOD Plans and supporting TOD Servicing Overview should be undertaken by Planning and Growth Management staff at the time of the five-year review of the Official Plan as may be deemed necessary by the General Manager, Planning and Growth Management.”

Figure 80 below sets out density ranges and maximum building heights:

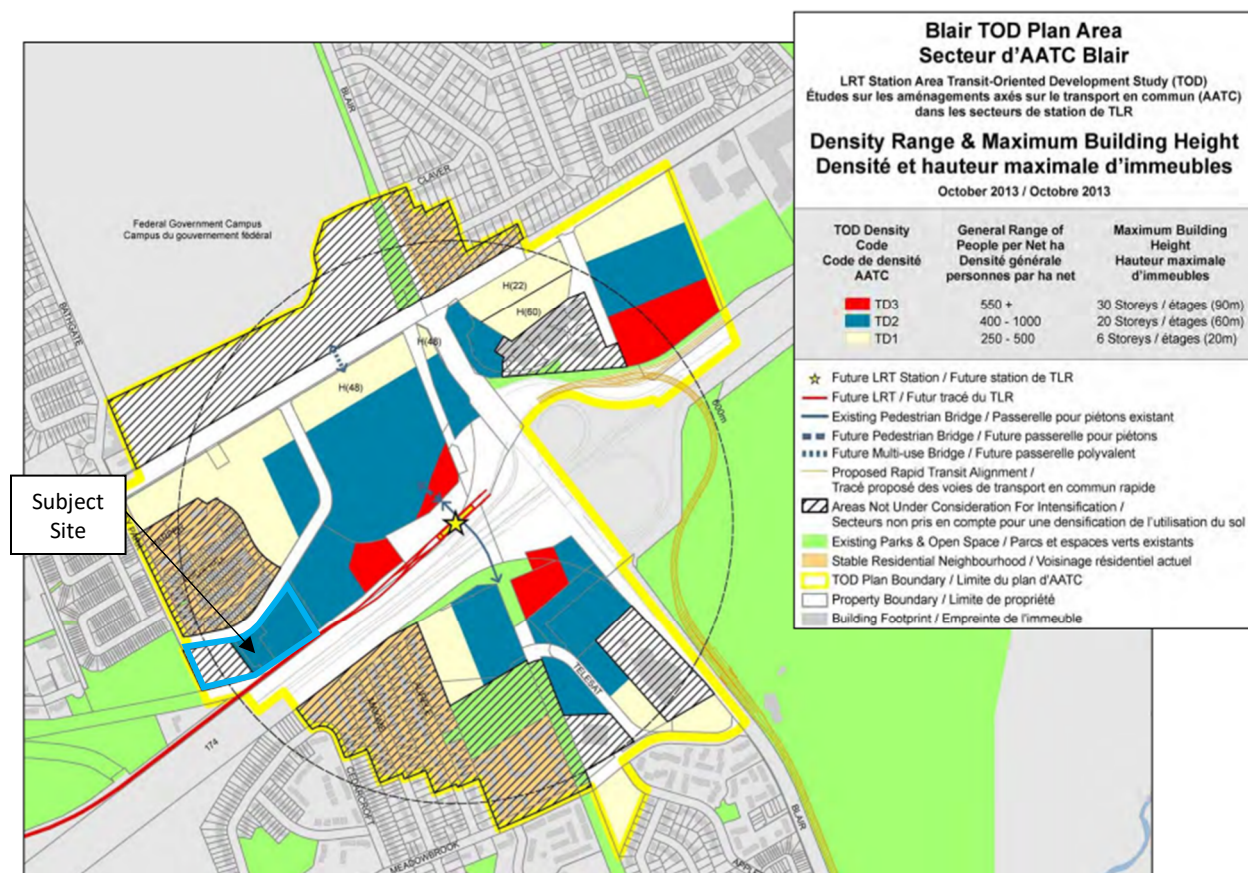


Figure 80: Blair TOD Maximum Heights and Densities

Figure 10: Figure 80 showing the TD2 (blue) and 'not under consideration for densification' (hatched) designations on the Subject Site

Figure 80 shows that the western-most part of 1900 City Park Drive is one of the “Areas Not Under Consideration for Intensification”.

The rest of the Subject Site (2000 City Park Drive) is identified for a “General Range of People per Net ha” of 400-1000 and a maximum building height of 20 storeys. The proposal would likely be above this density range and will be higher than 20 storeys. Section 11.3 of the plan allows for this increased density:

“Since the zoning densities are stated as minimums, development on some properties could provide higher densities that elevate the average TOD Plan density to above the upper end of the target range.”

Based on the above, the proposal is considered generally consistent with the density provisions of the CDP. The reference to 20 storeys should be revised to reflect the height limits set out in the Official Plan Amendment to the Secondary Plan at Section 5.1 of this rationale.

Amending the CDP at this point is considered to be counterproductive. The whole CDP is outdated and does not reflect the recently approved Official Plan. For example, Table 7 sets a maximum height for the Subject Site of 40 storeys. It is suggested that when the City staff undertakes the required full review of the CDP, an update to reflect the new height limits set out in the Official Plan Amendment to the Secondary Plan should be included.

4.5 City of Ottawa Zoning By-law 2008-250

The Subject Site is currently in two zones as shown below. 1900 City Park Drive is zoned Mixed Use Centre with a Floor Space Index (FSI) of 2.0 and a 48m height limit (MC F(2.0) H(48)). 2000 City Park Drive is zoned Transit Oriented Development subzone 2 with an exception (TD2 [2087]).

The exception provides relief from a number of provisions in S.195 and 196 to development extant before January 22, 2014 or that is less than 48 metres in height or has a FSI less than 2.0. The proposal does not qualify for any of these in which case the exception provides:

“In any other case the full provisions of the TD zone and appropriate TD subzone apply and the provisions of this exception do not apply.”

The proposed High-Rise Apartment use is permitted in both zones. A rezoning is required to permit the proposed building heights and setbacks. Refer to Section 5.2 of this Planning Rationale for details.



Figure 11: Existing zoning on the Subject Site

4.6 Urban Design Guidelines for High-Rise Buildings

The City of Ottawa’s Urban Design Guidelines for High-Rise Buildings are to be used during the review of development proposals to promote and achieve appropriate high-rise development. The design guidelines will be applied wherever high-rise residential buildings are proposed. For this proposal, the guidelines apply to all the proposed buildings. Following is an assessment of the proposal against the applicable sections of the guidelines.

1. Context

As this is a Zoning By-law Amendment application and not a Site Plan application, the most relevant sections of the guidelines relate to Transition in Scale, outlined as:

The Official Plan requires an effective transition in height and massing when proposed high-rise developments are taller and larger than the surrounding existing or planned buildings or adjacent to parks and open space. Built form transition typically means a gradual rather than abrupt change from one pattern to the other. Transition in height and massing, which can be accomplished in different ways, nevertheless means to achieve a gradual change in these two aspects, and such gradual change may occur at different scale levels depending on the context.

Section 1.13 of the Guidelines sets out the chief mechanism used to achieve this, the 45 degree angular plane:

An angular plane, typically 45°, measured from the relevant property lines, should be used to provide a frame of reference for transition in scale from proposed high-rise buildings down to lower scale areas.

As the Subject Site is considered to be an infill site, the relevant property lines to measure the plane from are illustrated in Diagram 1-6, reproduced below. It shows the angular plan being taken from ground level at the property line of the stable low-rise neighbourhood. The closest low rise neighbourhood comprises townhouses to the north of the Subject Site across City Park Drive:

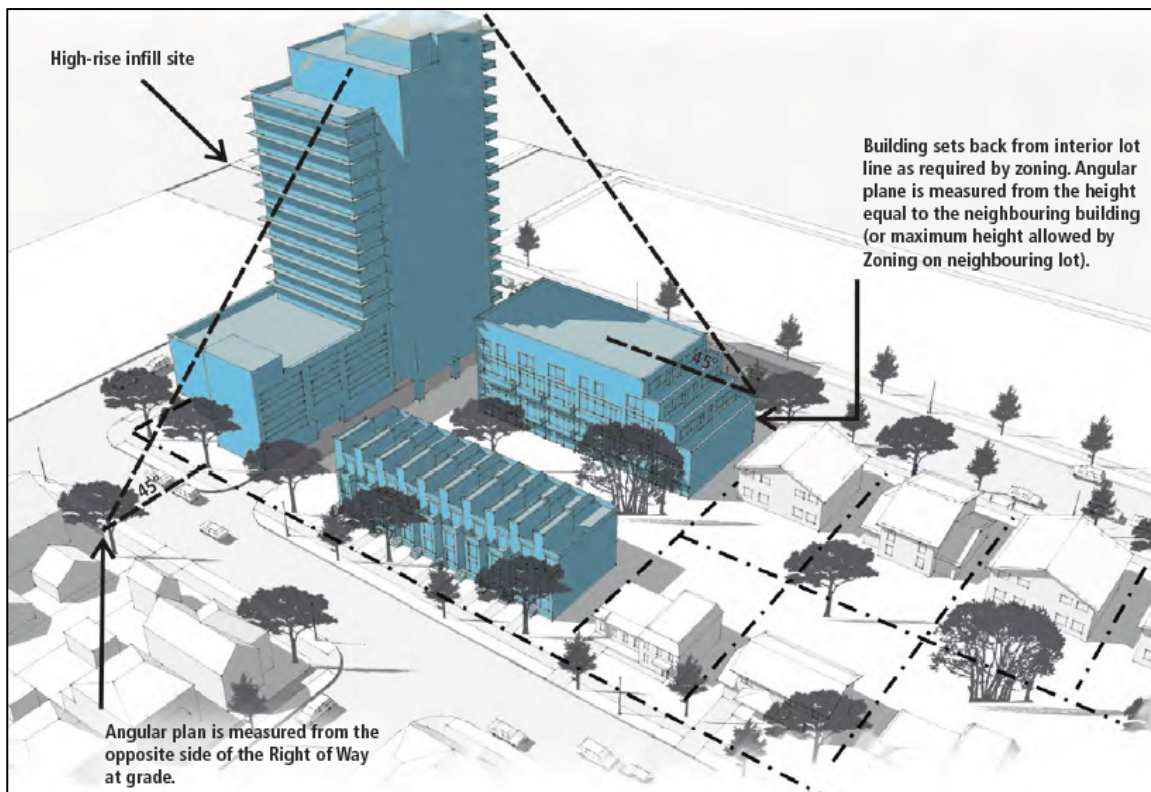


Figure 12: Diagram 1-6 from the Urban Design Guidelines for High-Rise Buildings

The associated provisions in the policy relating to 'Minimum Lot Area' are also applicable. The Subject Site only abuts lots where high-rise development is proposed, so the following policy applies:

1.16 When a proposed high-rise building abuts properties where a high-rise building is permitted, the lot should be of sufficient size to achieve tower separation, setback, and step back:

The policy goes on to list minimum lot sizes. The Subject Site is larger than these, but nonetheless tower separation, setback and step back have been considered in the siting of the proposed buildings. The only abutting properties that permit high-rise development are 300 and 400 Frontier Private which are part of the RioCan development to the east. They have a height limit of 65m (approximately 21 storeys). These parcels are separated from the common property line by a private driveway at least 14m wide. The proposed towers on the Subject Site are setback a minimum of 13m, achieving a minimum tower separation distance of 27m, better than the 23m requirement in the guidelines. The Subject Site is large enough to achieve tower separation, setback, and step back.

2. Built Form

As this is a Zoning By-law Amendment, some of the policies in Section 2 are more relevant to future Site Plan applications. Applicable policies are addressed below:

Base-middle-top

- 2.3 *Depending on the function and context, high-rise buildings can take many different forms to serve both the experience and expression functions:*
- a. high-rise building that includes three distinctive and integrated parts – base, middle, and top is generally accepted as a good approach to built form design in order to effectively achieve many urban design objectives.*

The conceptual proposed buildings have a base, middle, and top consistent with this policy.

Placement:

- 2.13 *Place the base of a high-rise building to form continuous building edges along streets, parks, and public spaces or Privately Owned Public Space (POPS):*
- a. where there is an existing context of streetwall buildings, align the facades of the base with adjacent building facades;*
 - b. in the absence of an existing context of streetwall buildings, create a new streetwall condition to allow for phased development and evolution.*

The proposal presents a consistent building edge to City Park Drive with a conceptual setback of 6m. The proposal includes an extension of City Center Park to the west. The proposed towers address this extension to the park.

Articulation and materials:

- 2.20 *Respect the character and vertical rhythm of the adjacent properties and create a comfortable pedestrian scale by:*
- a. breaking up a long façade vertically through massing and architectural articulation to fit into the existing finer grain built form context (Figure 2-13);*
 - b. determining appropriateness of larger-scale façades in certain areas, such as along the ceremonial routes (Figure 2-14); and*
 - c. introducing multiple entrances, where possible, through creative store layout and organization where a large format retail use is located on the ground floor.*

The conceptual proposed buildings are well spaced and have relatively small footprints. Podium heights are conceptually six storeys.

- 2.24 *Encourage small tower floor plates to minimize shadow and wind impacts, loss of skyviews, and allow for the passage of natural light into interior spaces (Figure 2-15):*
- a. the maximum tower floor plate for a high-rise residential building should be 750m² (Diagram 2-8);*

Although subject to design refinement through Site Plan applications, the floor plates of the proposed residential buildings are less than 750m².

- 2.29 *Step back the tower, including the balconies, from the base to allow the base to be the primary defining element for the site and the adjacent public realm, reducing the wind impacts, and opening skyviews:*
- a. a step back of 3m or greater is encouraged.*
 - b. the minimum step back, including the balconies, should be 1.5m; and*

Although subject to design refinement through Site Plan applications, the towers are stepped back from the podiums consistent with this policy.

- 2.35 *The top should be integral to the overall architecture of a high-rise building, either as a distinct or lighter feature of the building or a termination of the continuous middle portion of the tower.*

Although subject to design refinement through Site Plan applications, the design intent is that the tops of the buildings reflect the shape of the building but are smaller and lighter.

- 2.36 *Integrate roof-top mechanical or telecommunications equipment, signage, and amenity spaces into the design and massing of the upper floors.*

All services and signage will be integrated into the building form.

Sections 2.38 to 2.44 address external illumination of buildings. Details of illumination will be finalized through future Site Plan applications, consistent with the guidelines.

3. Pedestrian Realm

Section 3 of the Guidelines sets out guidelines for how the proposed buildings interact with the pedestrian realm. They are relevant to an application of this scale, although some matters will be covered at Site Plan stage. The importance of the pedestrian realm is set out in the introduction:

The Official Plan promotes pedestrian-oriented development and requires adequate pedestrian infrastructure for all developments. The provision of an enhanced pedestrian environment is expected in intensification target areas. A successful high-rise development must be easily accessible by transit, bicycle, and foot, and requires a sufficient pedestrian realm. This could include a network of dense street grid and pathways, generous pedestrian spaces, and well positioned public spaces of different forms, characteristics, and ownership. Together, these elements will make high-rise developments accessible and livable to support the City's intensification strategy.

The proposal is assessed against the relevant policy sections below:

Space between curb and building face

3.1. Provide a minimum 6m space between the curb and the building face along the primary frontages of a high-rise building, including the City-owned portion within the right-of-way (ROW) and the building setback area:

- a. the pedestrian clearway must be within the ROW;*
- b. on a street with commercial character, introduce hard surfaces between the curb and the building face to maximize the walkable area and provide flexible spaces to accommodate seasonal uses such as outdoor patios, where appropriate; and*
- c. on a street with residential character, introduce landscaping and/or residential patios between the sidewalk and the building face to allow for public-private transition.*

The proposal provides a consistent 6m space to City Park Drive. There is an existing pedestrian sidewalk in the ROW. This section of City Park Drive has a residential character. Although subject to design refinement through Site Plan applications, there is the potential for landscaping and/or residential patios between the sidewalk and the building face.

Policy for public spaces is at 3.4:

Where appropriate, particularly in densely populated areas such as the Central Area and the emerging downtown districts, provide at grade or grade-related public spaces such as plazas, forecourts, and public courtyards, which may be under public or private ownership.

Two public parks are provided as part of the proposal.

Design details are set out in the sections below:

3.5 The public spaces should:

- a. complement and be integrated into the existing network of public streets, pathways, parks, and open space;*
- b. provide direct visual and physical connections to the surrounding public streets, pathways, parks, and open spaces;*
- c. support the proposed high-rise development particularly at grade functions;*
- d. allow for year-round public use and access; and*
- e. maximize safety, comfort and amenities for pedestrians.*

The public spaces integrate into the existing streets and connect to existing pathways and parks.

In relation to Mid-block connections, sections 3.8 and 3.9 provide:

Where appropriate, break up larger street blocks or larger development parcels by introducing mid-block pedestrian or multi-use connections, public or private, outdoor or indoor to increase and enhance the overall pedestrian accessibility and walkability of the area.

When a mid-block connection is on private lands, it should be properly signed and designed to welcome pedestrians, and may be integrated into the lobby or atrium of a high-rise building.

The Subject Site is currently a 2.63 ha block with 290m of frontage to City Park Drive that has no public permeability. The proposal conceptually includes multiple north-south and east west pedestrian connections from City Park Drive, the MUP that will run along the western, southern and eastern sides.

In relation to building access, sections 3.10 and 3.11 suggest:

Locate the main pedestrian entrance at the street with a seamless connection to the sidewalk.

Where the main pedestrian entrance is located away from the sidewalk provide a direct, clearly defined pedestrian connection such as a walkway or a pedestrian plaza, between the main pedestrian entrance and the sidewalk.

The buildings that front City Park Drive will have direct access from the existing public sidewalk. The other buildings have access from the new private street.

Animation of the public realm is set out at 3.12:

Animate the streets, pathways, parks, open spaces, and POPS by:

- a. introducing commercial and retail uses at grade on streets with commercial character (Figure 3-12);*
- b. incorporating ground-oriented units with useable front entrances, and front amenity spaces on streets with residential character (Figure 3-13);*
- c. providing greater floor to ceiling height at the ground floor to allow for flexibility in use over time;*
- d. providing a minimum of 50% of clear bird-friendly glazing on the portions of the ground floor that face the pedestrian realm;*
- e. providing a range of amenities appropriate to the context to meet the needs of a diversity of potential uses, including seniors and children, residents and employers, local people and visitors; and*
- f. providing public arts that suits the scale and character of the high-rise building and the surrounding pedestrian realm.*

As this will be a residential only proposal, a) is not applicable. The other items will be explored as part of future Site Plan applications.

Parking, loading, and servicing is at sections 3.14 to 3.18:

Locate parking underground or at the rear of the building.

Locate drop-off and pick up areas on private lands and where possible, at the rear of the property.

Internalize and integrate servicing, loading, and other required utilities into the design of the base of the building, where possible.

When they are not internalized, screen servicing, loading, and required utilities from public view and ensure they are acoustically dampened where possible.

Locate and co-locate access to servicing and parking appropriately, ideally from the rear of the building, a public lane, or a shared driveway, to minimize the visual impacts and interference with the pedestrian realm.

Recess, screen, and minimize the size of the garage doors and service openings visible from streets and other public spaces.

Design elements such as the screen, garage doors and serve openings as integral parts of the building and use high quality finishings.

Locate ventilation shaft, grades, and other above grade site servicing equipment away from public sidewalk and integrate these elements into the building and landscape design.

Coordinate, and where possible integrate, public transit stop elements such as benches and shelters within the site and building design.

The majority of parking will be underground with some very limited visitor parking at-grade. Drop-off and pick up areas are on private lands and will be away from the site frontage. Although servicing, loading, and other required utilities are to be finalized as part of future Site Plan applications, the intention is that they are internalized. Access to parking and servicing is shared between buildings with garage doors located away from the street frontages. In relation to transit, there is an existing bus stop outside 1900 City Park Drive.

Consistent with 3.26 and 3.27, a Wind Study and Shadow Analysis form part of this submission. For pedestrian weather protection (3.28 to 3.31) subject to design refinement through Site Plan applications, buildings will be provided with weather canopies.

5.0 PROPOSED AMENDMENTS

5.1 Official Plan Amendment to the Inner East Lines 1 and 3 Stations Secondary Plan

It is suggested that Schedule A of the Inner East Lines 1 and 3 Stations Secondary Plan be amended as shown below to apply the Area A provisions (maximum height 30 storeys) to the full width of the southern part of the Subject Site and to extend the Area B provisions (maximum height 20 storeys) across the full width of the northern part of the Subject Site. The boundary between Areas A and B will follow the transition between height limits in the suggested zoning.

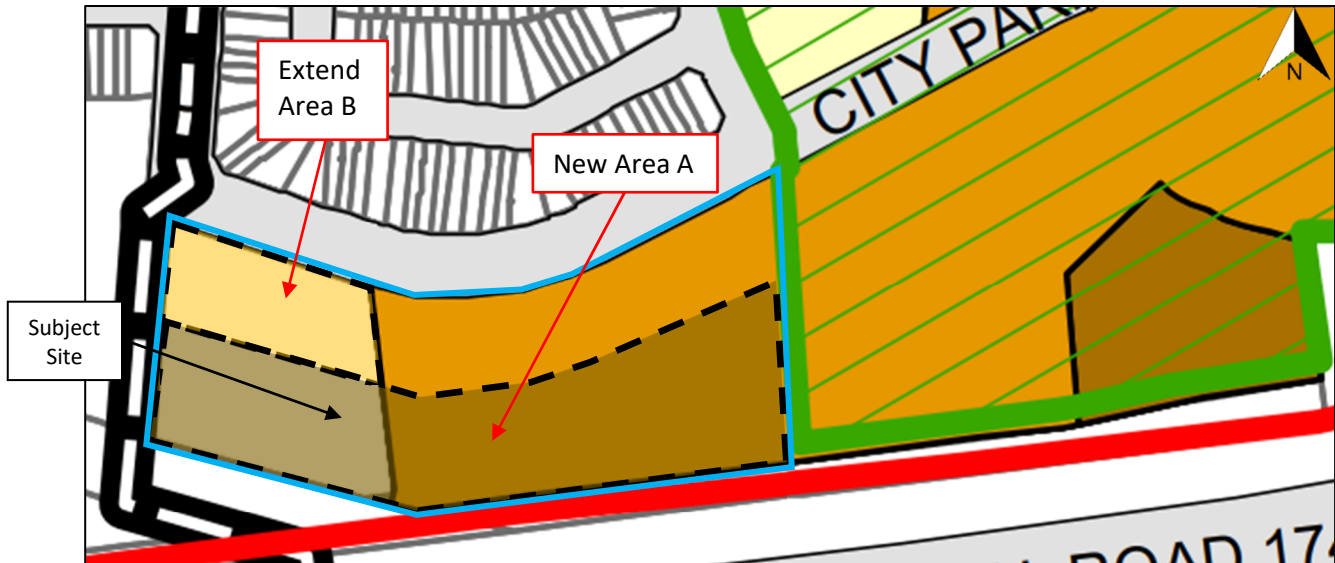


Figure 13: Suggested amendment to Schedule A in the Secondary Plan

5.2 Zoning By-law Amendment

It is suggested that for 1900 City Park Drive it is appropriate to retain the MC base zone, but the FSI be removed and the height limit be varied to suit the proposal. A graduated 'H' height limit as outlined below is suggested to protect the low-rise residential neighbourhood to the north.

For 2000 City Park Drive, a rezoning to TD3 is suggested, to reflect the proposed density. Again, a graduated 'H' height limited as outlined below is suggested to protect the low-rise residential neighbourhood to the north.

The plan below illustrates how the suggested 'H' height limits could be applied. It shows two bands, representing maximum heights of 20 and 30 storeys that would provide an appropriate transition to the low-rise residential area to the north, subject to future Site Plan Control applications.

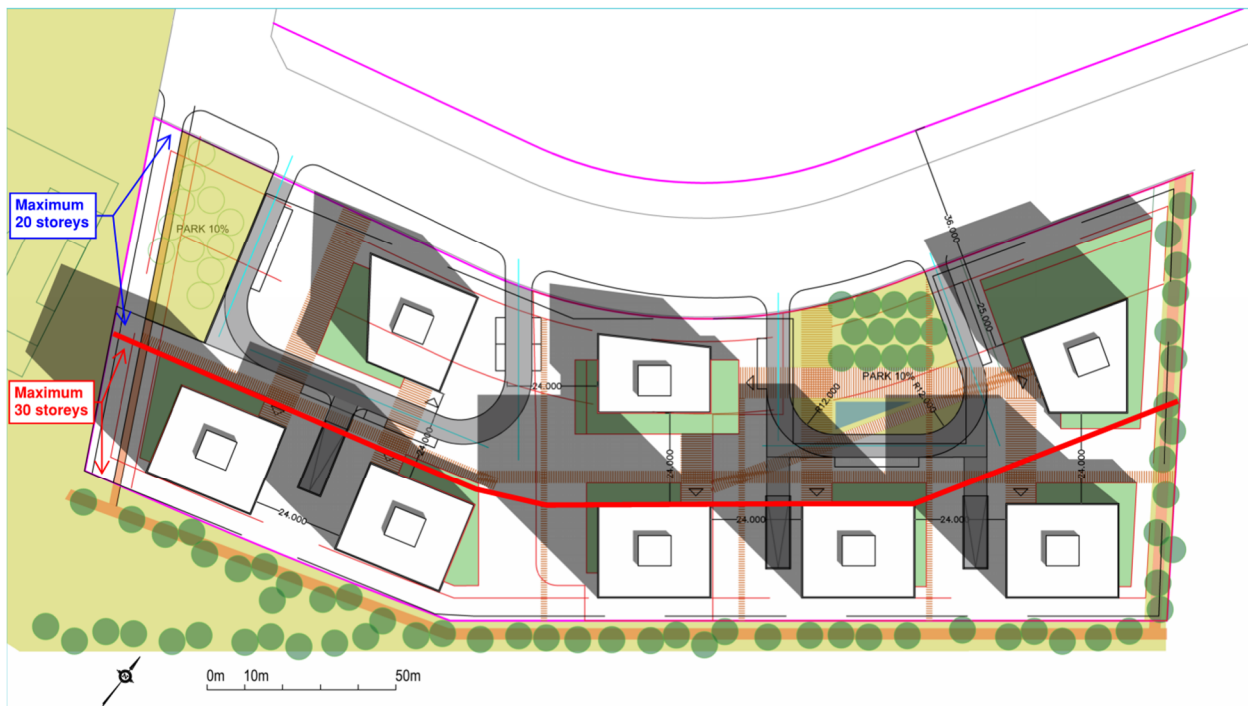


Figure 14: Suggested zoning height limits

6.0 PUBLIC CONSULTATION STRATEGY

It is proposed to consult with the public through the legislated public consultation requirements. The public consultation strategy will involve a variety of methods as follows:

- Signage posting on the Subject Site which provides the public with details of the proposed development and means of contacting the file lead to provide comments and/or questions.
- Digital copies of all required supporting studies and plans will be made available for public viewing through the City of Ottawa's Development Applications webpage (<https://devapps.ottawa.ca/en/>).
- Community organization(s) will be notified of the details of the proposed development through a 'heads up' by City of Ottawa staff.

7.0 CONCLUSION

It is our assessment that the proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the Provincial Policy Statement and conform to the City of Ottawa's Official Plan, except the applicable Secondary Plan, which is the subject of the Official Plan Amendment. The proposal respects the Urban Design Guidelines for High-rise Buildings.

This planning rationale, along with the associated Design Brief and technical studies, supports the proposed amendments. They are appropriate and desirable and represent good planning.

NOVATECH

Prepared by:



James Ireland, MCIP, RPP
Project Planner – Planning & Development