



Planning Rationale in Support of an Application for Site Plan Control

**Ottawa Train Yards
200-260 Steamline Street
City of Ottawa**

**Prepared by:
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January 15, 2018

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1.0 Introduction

Holzman Consultants Inc. has been retained by Ottawa Train Yards Inc. to prepare a planning rationale in support of an application for Site Plan Control at 200, 230, and 260 Steamline Street in the Alta Vista ward of the City of Ottawa (the “Subject Property”). The purpose of the application is to facilitate the development of a 3 phase residential intensification project. This proposal will create approximately 1,884 units across seven high-rise structures and aim to meet density targets for the Transit Orient Development (TOD) zone.

This report provides a description of the existing conditions and proposed development and contains a review of the applicable land use planning policies, including the Provincial Policy Statement (PPS), the Official Plan (OP) policies, and Zoning By-law provisions. The summary and conclusions indicate that the proposed applications are supported by the PPS, OP and Zoning By-law and represent good planning.

2.0 Site Overview



Exhibit ‘A’ – Aerial Photo (Subject Property outlined in blue)

The purpose of this report is to review the applicable policies as they pertain to a proposal for high density residential development located at land parcels referred to as 200, 230, and 260 Steamline Street; which will become 100, 200, 300, 400, 500, 600, and 700 Steamline Street upon erection of the seven respective residential buildings.

The property was previously zoned as Mixed-Use Centre, and has since been rezoned for Transit-Oriented Development to meet municipal density targets.



Exhibit 'B' – Google Earth 3D Aerial Rendering (Looking NE)

The Subject Property is irregular in shape; approximately 35,800m² in size. It is a corner lot with a frontage of 307m on Steamline Street and 88m on Sandford Fleming Avenue. The site is surrounded by the following land uses:

- North: Industrial uses, commercial office buildings (2) on Terminal Avenue
- East: Commercial (shopping centre) uses
- South: Industrial uses, residential (medium and high density)
- West: Canada Post Carrier Depot, Riverside Drive, Transitway

The Subject Property is legally described as PLAN 4M1283 BLK 7, 8 & 9. It is denoted by PIN 042560643, -0644, and -0645.

3.0 Description of Proposed Development

The proposed development entails the establishment of a 3-phase project (See **Exhibit C**). The phases will be laid out as such:

Phase 1 – 414 units total

- 100 Steamline: 157 units; +/- 800m²
- 200 Steamline: 257 units; +/- 1,340m²

Phase 2 – 865 units total

- 300 Steamline: 265 units; +/- 800m²
- 400 Steamline: 330 units; +/- 1,225m²

500 Steamline: 270 units; +/- 1,340m²

Phase 3 – 605 units total

600 Steamline: 275 units; +/- 1,180m²

700 Steamline: 330 units; +/- 1,280m²

Overall Site – 1,884 units total

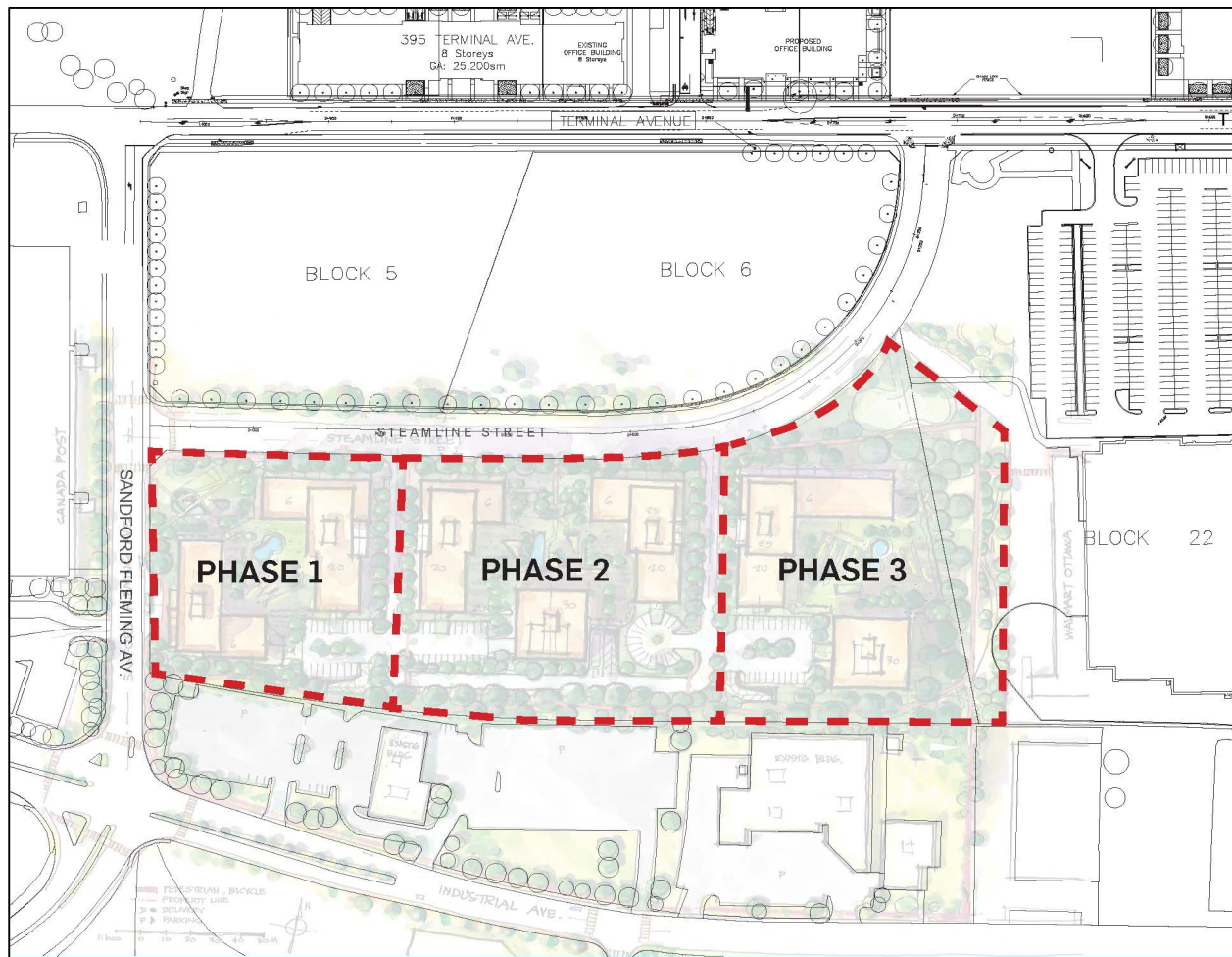


Exhibit 'C' – Proposed Phases of Development

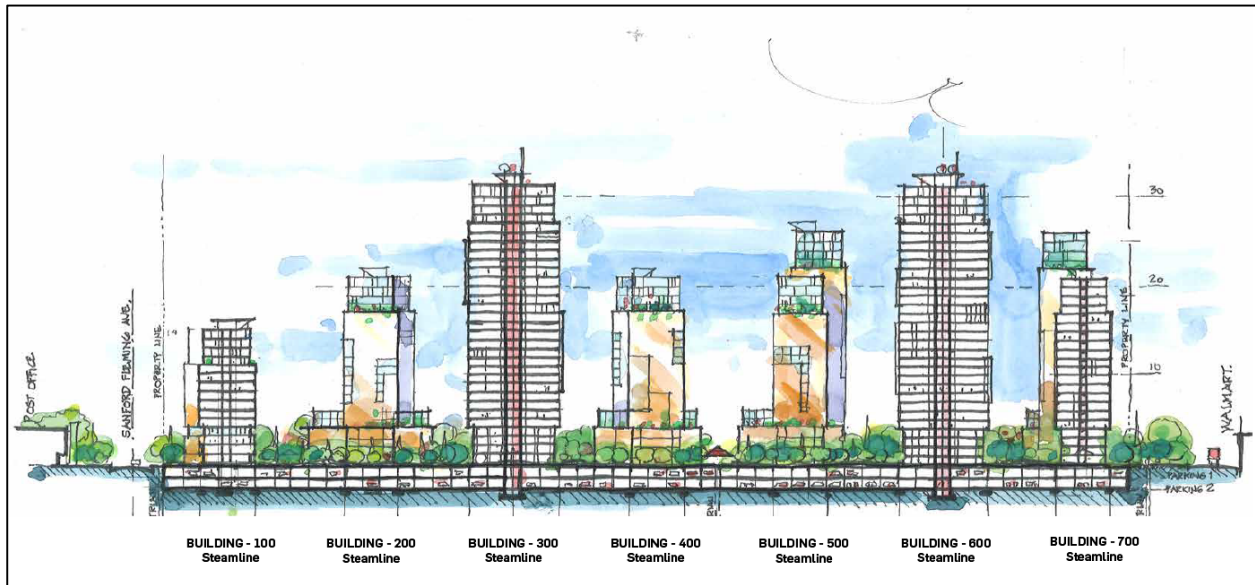


Exhibit 'D' – Concept Elevations

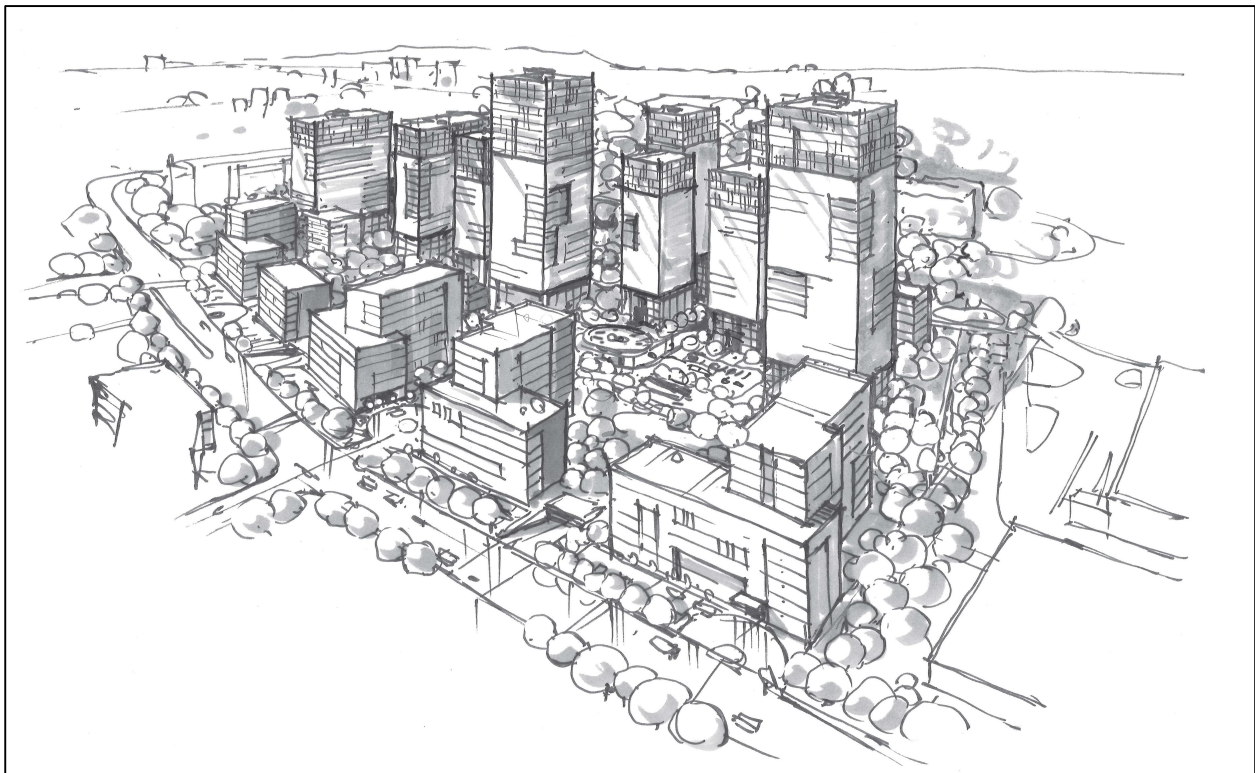


Exhibit 'E' – Long-term Buildout Concept

As suggested by **Exhibit 'E'**, the proposed residential buildings may later be complimented by intensified residential uses fronting onto Industrial Avenue. These are not part of the present proposal.

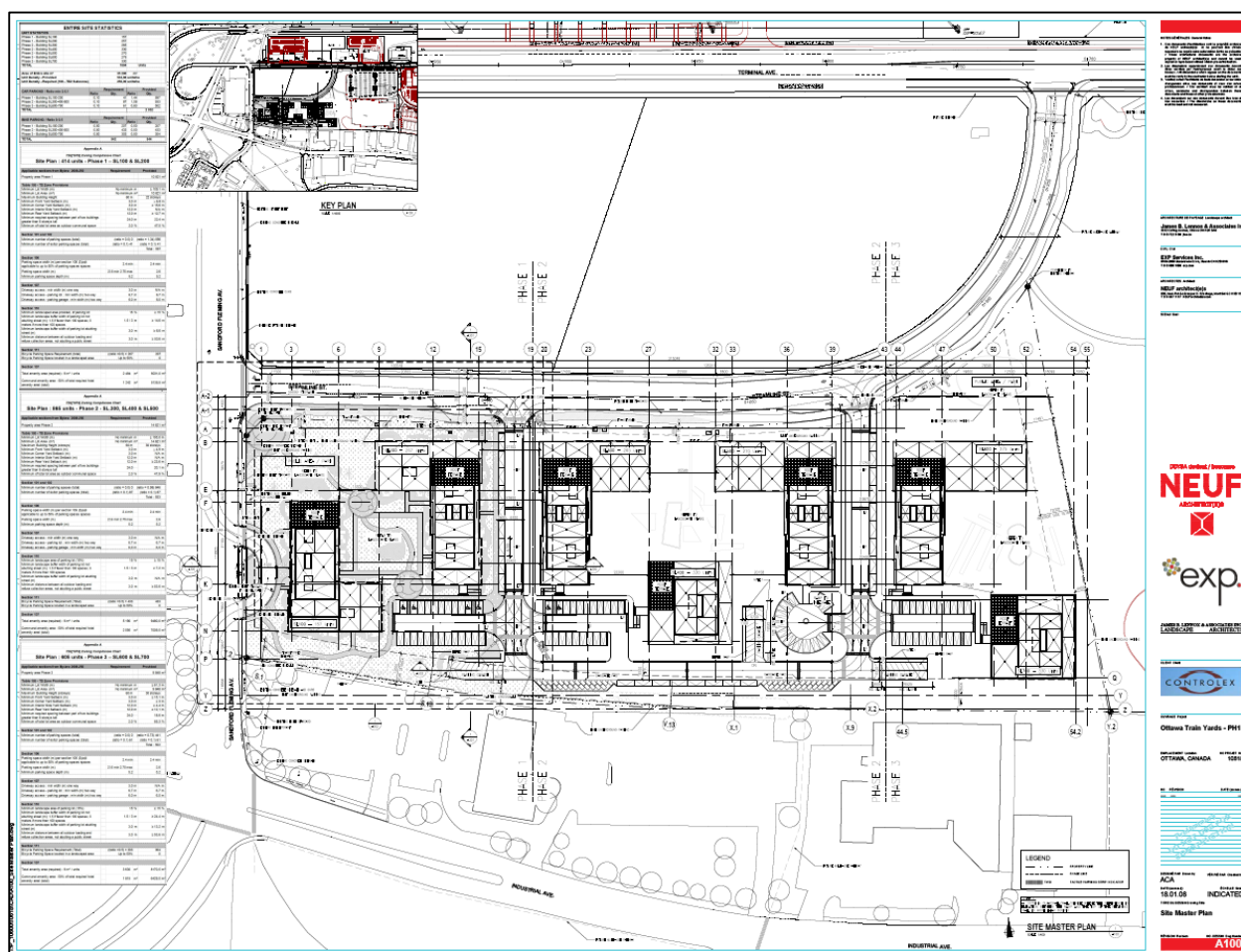


Exhibit 'F' - Master Site Plan

4.0 Planning Context

The applicable policy framework includes an examination of the Province of Ontario's land use planning directives expressed in the Provincial Policy Statement and the City of Ottawa's policies expressed in the City of Ottawa Official Plan.

4.1 Conformity with the Provincial Policy Statement

According to the Provincial Policy Statement ("PPS"), the vision for Ontario's land use planning system is to carefully manage land to ensure appropriate development to satisfy current and future needs. In addition, land use planning must promote efficient development patterns, which promote a mix of housing, employment, open spaces and multi-modal transportation. The PPS ultimately aims to encourage communities that are economically strong and environmentally sound and that foster social well-being.

Section 1.1.3 directs growth to settlement areas like Ottawa's urban area, where services are either existing or planned and to make efficient use of land and services to promote cost-effective and sustainable land use patterns. This section includes Subsection 1.1.3.1 which states that "*Settlement areas shall be the focus of growth and their vitality and*

regeneration shall be promoted.” and Subsection 1.1.3.2 which states that “Land use patterns within settlement areas be based on;

- a) densities and a mix of land uses which;*
 - 1. efficiently use land and resources;*
 - 2. 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;*
 - 3. minimize negative impacts to air quality and climate change, and promote energy efficiency;*
 - 4. support active transportation;*
 - 5. are transit-supportive, where transit is planned, exists or may be developed; and*
 - 6. are freight-supportive; and*
- b) a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated.”*

The proposal to develop high-density residential adjacent to a node of Ottawa’s major transit network is precisely what is envisioned by these policies.

Section 1.8 points to the importance of mixing employment and residential uses either within a mixed-use development or within a neighbourhood in order to shorten commute journeys, encourage transit use and active forms of transportation. This will not only decrease transportation congestion, but will also lead to improved air quality and reduced greenhouse gas emissions. In accordance with this section, this location has walking and cycling access to a wide array of services available at Ottawa Train Yards. The location is also ideally suited for commuting to work by transit given its location near the LRT and two different transit stations.

4.2 Conformity with the City of Ottawa Official Plan

Presently, the City of Ottawa Official Plan policies straddle three documents – The Ottawa Official Plan, Official Plan Amendment #150, and Official Plan Amendment #180. Amendment #150 was undertaken as a 5-year review to the original document; which was then appealed, where further changes were made that became the basis for Amendment #180. These policies have been assessed below as they pertain to the Subject Property. The documents have been interpreted to give precedence to the latest opinion of City Council where relevant.

Mixed-Use Centre Designation

OPA 150 describes mixed-use centres as “*a critical element in the City’s growth management strategy, being areas with potential to achieve high densities and compact mixed-use development oriented to rapid transit*”. The proposal helps fulfil this strategy by introducing high density residential in a well-suited area near a rapid transit station. This proposal will complement the existing nearby office and commercial uses.

Per the Official Plan, a key factor for mixed-use centres is that they must possess a complete mix of uses in order to allow for self-sufficient, liveable communities. The present area lacks a residential component. This proposal addresses this need in order to create such a community.

In particular, Policy 1B of this designation in OPA 150 notes that buildings of 10 storeys or more can be accommodated in these areas provided an appropriate transition; which is accomplished in the present designs.

Urban Design Guidelines for High Rise Housing

As the proposed structures are in excess of 10 storeys, the objectives of the *Urban Design Guidelines for High Rise Housing*, approved by Council in October 2009, are applicable.

They are as follows:

- *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.*

The proposal meets these intentions in its design. The buildings transition well to lower density areas, integrate amenities within the site area, makes use of generous open greenspace, includes human-scaled podiums, have an attractive aesthetic design, and will be efficient in their use of resources. A pre-consult with the Urban Design Review Panel and a follow-up informal design session with members of that committee have helped shape the design of the project to address these guidelines.

Based on the above, the proposal maintains the general intent of the Official Plan.

4.3 Conformity with the City of Ottawa Comprehensive Zoning By-law No. 2008-250

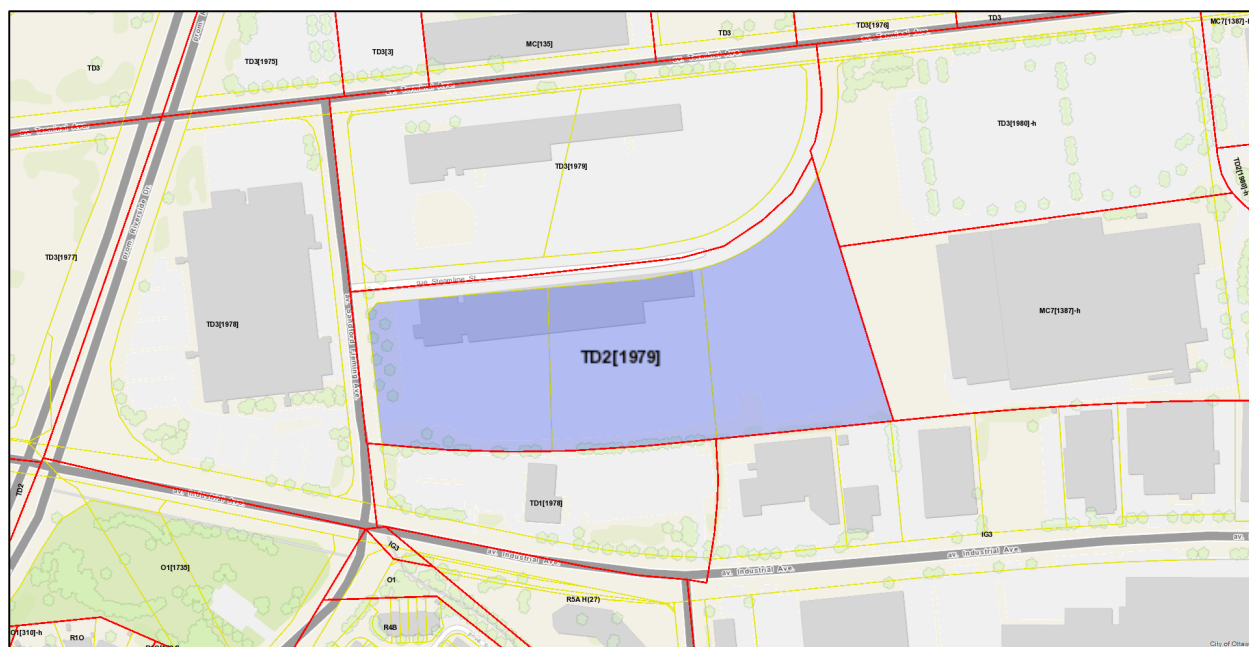


Exhibit 'G' – Zoning Map (GeoOttawa 2016, Subject Property shaded in)

This property is subject to the Transit Oriented Development Subzone 2, Urban Exception 1979; denoted as (TD2 [1979]) as shown on Exhibit 'G'. The general purpose of the Transit Oriented Development zone is:

- (1) Establish minimum density targets needed to support Light Rail Transit (LRT) use for lands within Council approved Transit Oriented Development Plan areas;
- (2) Accommodate a wide range of transit-supportive land uses such as residential, office, commercial, retail, arts and culture, entertainment, service and institutional uses in a compact pedestrian-oriented built form at medium to high densities;
- (3) Locate higher densities in proximity to LRT stations to create focal points of activity and promote the use of multiple modes of transportation; and,
- (4) Impose development standards that ensure the development of attractive urban environments that exhibit high-quality urban design and that establish priority streets for active use frontages and streetscaping investment.

The proposal meets the intent of the by-law. Subzone 2 of this designation puts forward a minimum density requirement of 250 dwelling units/ha. This proposal exceeds this limitation with 474.3 units/ha.

Table 195 – TD Zone Provisions		
I - ZONING MECHANISMS	II - PROVISIONS	III – PROPOSAL
(a) Minimum lot area	No minimum	10,821m ²
(b) Minimum lot width	No minimum	109.1m

(c) Minimum front yard and corner side yard setback	(i) abutting a lot in a residential zone	3 metres	N/A
	(ii) abutting the rapid transit corridor	2 metres	N/A
	(iii) parking garage that is not incorporated into another building	10 metres	N/A
	(iv) residential use building	3 metres	Front Yard: 6.8m Corner Yard: 15.6m
	(v) all other cases	0.5 metres	N/A
(d) Minimum interior side yard setback	(i) abutting a lot in a residential zone	3 metres	N/A
	(ii) abutting the rapid transit corridor	2 metres	N/A
	(iii) all other cases	No minimum	N/A
	(iv) despite (i), (ii) and (iii) above that part of a building more than 6 storeys in height	12 metres	No interior side yards
(e) Minimum rear yard setback	(i) rear lot line abutting a lot in a residential zone	6 metres	N/A
	(ii) rear lot line abutting the rapid transit corridor	2 metres	N/A
	(iii) all other cases	No minimum	N/A
	(iv) despite (i), (ii) and (iii) above that part of a building more than 6 storeys in height	12 metres	12.7m
(f) Minimum building height		6.7 metres and 2 storeys	22 storeys
(g) Maximum building height	(i) in any area up to and including 15 metres from a property line abutting a R1, R2 or R3 zone	14.5 metres	N/A
	(ii) in all other cases	60m	22 storeys, 73m (Variance required)
Minimum required spacing between part of two buildings greater than 6 storeys tall		24m	22.4m (Variance required)

Urban Exception 1979 refers firstly to provisions for uses and developments approved before November 2012 and is therefore not relevant to this proposal. It refers secondly to active frontages identified in Area A of Schedules 293, 294, 295, 314, 315, and 316. The subject property is not identified on Area A of these Schedules and therefore these provisions do not apply either.

The proposed development will not be able to meet the maximum building height requirement as it exceeds the limit by 13m nor the minimum spacing between towers. A minor variance will be filed in association with this application to address these issues.

Parking

Minimum Parking Space Rates (Sec. 101)

The Subject Property is located in Area Z – Near Major LRT Stations on Schedule 1A of the Zoning By-law. As per Section 101(2); *“Within the area shown as Area Z on Schedule 1A, no off-street motor vehicle parking is required to be provided under this section.”*

Thus, the Zoning By-law does not require any parking for the proposed development.

Maximum Limit on Number of Parking Spaces Near Rapid Transit Stations (Sec. 103)

(1) Where a lot is located within 600 metres of a rapid transit station shown on Schedule 2A or Schedule 2B, the number of motor vehicle parking spaces provided for a use on that lot must not exceed the maximum limits specified in Table 103. The 600 metre distance is measured as the shortest perpendicular distance between the lot lines of the lot containing the use and the centre of the rapid transit station platform.

The two nearest transit stations are the Train/Tremblay Station and the Hurdman Station. See Exhibit ‘H’ on the following page. The site is slightly beyond the Hurdman station buffer, this provision does not apply with respect to the Hurdman Station, but within the buffer for the Train/Tremblay Station.

(2) Despite subsection (1), where the lot is separated from the rapid transit station by a highway, grade-separated arterial roadway, railway yard, watercourse, private lands or any other major obstacle such that the actual walking distance to the rapid transit station is increased to beyond 800 metres, the maximum limit on the number of parking spaces specified in Table 103 does not apply.

Although the site is within the 600m buffer for the Train Station, the walking distance necessary is greater than 800m per the by-law above; also crossing a railway yard and arterial roadway. Exhibit ‘I’ on the following page illustrates the 1,400m walking distance required to reach the site. As a result, in our opinion the maximum parking limits laid out in this section do not apply.

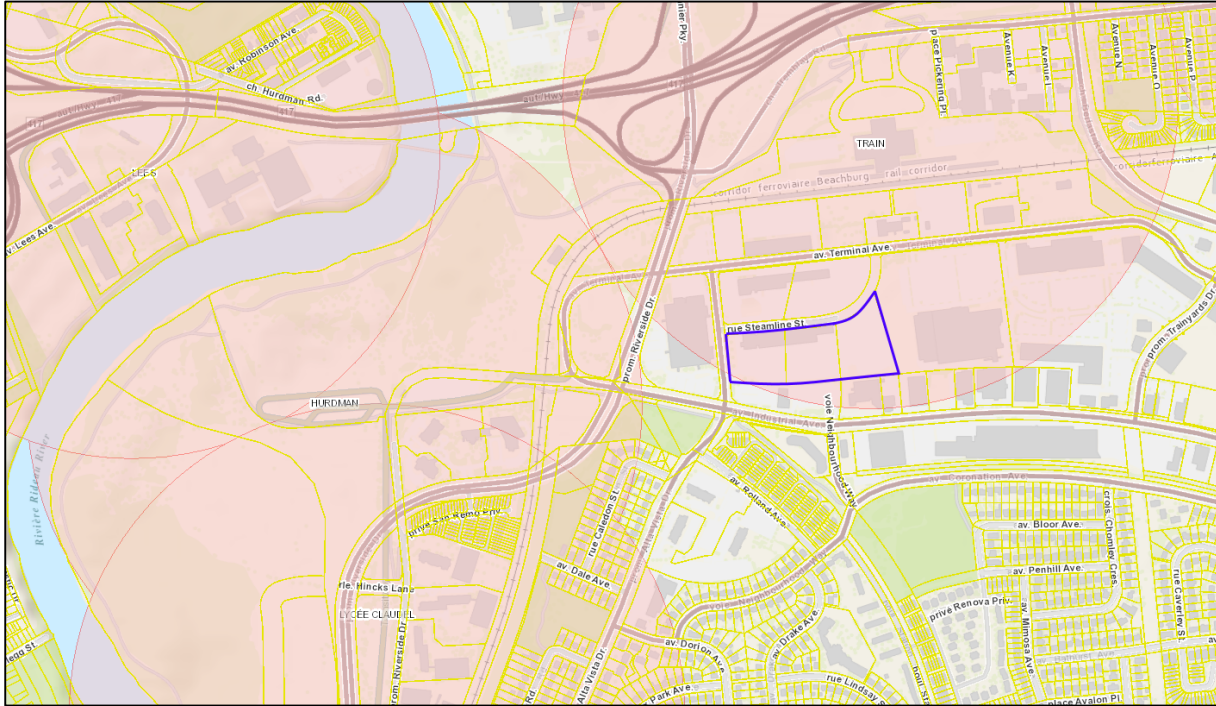


Exhibit 'H' - 600m Transit Buffer



Exhibit 'I' – Route to Station from Subject Property

With this being noted, it should be understood that the parking being proposed is well below the maximum noted in the by-law were it to apply. For this use and location, the maximum that can be provided is 1.75/dwelling unit. As demonstrated by the Site Plan, our proposal is within the minimum (0/dwelling unit) and this maximum of 1.75/dwelling unit).

Although the TOD area offers many opportunities for commuting and active transportation; which are likely to be the basis for many regular daily trips, access to a parking space is desirable for many tenants who wish to have a vehicle for larger errands and trips outside of the urban area.

The breakdown of parking spaces is illustrated in the table below:

	Resident Parking	Visitor Parking
Phase 1	556	41
Phase 2	846	87
Phase 3	441	61
Total	1,843	189

Bicycle Parking Rates (Sec. 111)

The Subject Property is within Area A of Schedule 1 of the by-law, and therefore requires bicycle parking. Per Table 111A(b)(i), the parking should be provided at a rate of 0.5 per dwelling unit. Given the provision of 1,884 dwelling units, 942 bicycle parking spaces will be required. 944 spaces will be provided in the full site buildout.

Loading

Per Table 113A(e) of the by-law, loading spaces are not required for residential uses.

5.0 Integrated Environmental Review

In accordance with the requirements set out by the City of Ottawa, numerous professionals were retained to conduct testing and analysis which assess the environmental attributes of the site and the associated proposal. Each study is summarized below:

Geotechnical Investigation: From a geotechnical perspective, the subject site is considered satisfactory for the proposed development. Shallow footings can be placed over the glacial till deposit provided the bearing resistance value for glacial till is sufficient for the design building loads. It is recommended to extend footings to an approved, surface sounded bedrock surface for multi-storey buildings with two levels of underground parking.

Phase 1 & 2 ESA: The ESA determined that metals, PAH, and PHC concentrations in soil at the subject site exceed the applicable MOECC Table 3 Standards. It is recommended that an environmental site remediation program, consisting of the excavation and offsite disposal of all contaminated soil, be completed concurrently with site redevelopment.

Any impacted soil removed from the site during redevelopment will require disposal at an approved waste disposal facility. It is recommended that personnel be onsite during the soil excavation program to direct excavation activities in the areas where impacted material has been identified or is expected to exist.

TCR: Trees to be removed include invasive trees non-native trees such as Siberian Elm (*Ulmus pumila*) and less desirable trees such as Eastern Cottonwood (*Populus deltoides*) and Ash (*Fraxinus sp.*). Other more desirable trees such as Red Maple (*Acer rubrum*) will have to be removed in order to develop the site. It should be noted that forty-seven deciduous and coniferous trees are proposed to landscape the site. Native plant material has been specified where ever possible and practical.

Grading of the site is intended to be contoured to provide additional soil depth for trees as well as to be aesthetically pleasing and to increase a sense of contact with nature. The planting adjacent to the multi-use pathway will be hardy, salt tolerant low growing grasses that require minimal maintenance.

Engineering: The development will be serviced by a new watermain along Steamline Street. The master servicing report completed in 2002 demonstrated that there was adequate water supply to support development of the subject site. A new looped watermain is proposed along Steamline Street to service the proposed development. The new water main will be connected to the municipal watermain on Sandford Fleming Ave at the west end and to the municipal watermain on Terminal Avenue of the north-east end.

Sanitary service for phases one and two of the development will be connected to the existing municipal sanitary sewer on Sanford Fleming Road. Due to capacity issues of the municipal sanitary sewer on Sanford Fleming Road, sanitary service for future phases will be connected to the municipal sanitary sewer on Terminal Avenue.

The storm water management for the proposed development will be completed in accordance with the design criteria established in the master site servicing report for the subdivision. A new storm sewer will be constructed along Steamline Street which will convey the storm water flows from the proposed development to the existing private storm sewer north of Steamline Street which outlets into the municipal sewer north of Terminal Avenue. During all construction activities, erosion and sedimentation measures will be implemented in accordance with the municipal and MOE requirements.

Summary

The suggested mitigation and assessment directions will be adhered to and accordingly, have contributed to the overall design and approach to this project. The signatures below indicate concurrence by the consultants responsible for the above-noted studies.

Paterson Group

Geotechnical Assessment; Environmental Site Assessment

Name

Date

James B. Lennox and Associates
Tree Conservation Report

Name

Date

EXP.
Engineering

Name

Date

6.0 Technical Studies

Along with this Planning Rationale, the following technical studies that have been prepared in support of the applications associated with the subject property:

1. Site Servicing Plan
2. Erosion and Sediment Control Plan
3. Servicing Study
4. Stormwater Management Report
5. Transportation Impact Study
6. Noise Feasibility Study
7. Geotechnical Study
8. Tree Conservation Report
9. Urban Design Review Panel Submission
10. Sun Shadow Study
11. Wind Study

7.0 Summary and Conclusions

1. The application for Site Plan Control to allow for intensification in a suitable area in adherence to the policies laid out in the Provincial Policy Statement.
2. The application is consistent with the aspirations and intentions of the Official Plan and the Mixed Use Centre designation.
3. The proposal appropriately incorporates the Urban Design Guidelines for High Rise Housing.
4. The proposal is reflective of the intentions and purpose of the zoning designation for this property and complies with those provisions.
5. The required minor variance to address the additional building height being sought would meet the four tests under the Planning Act and would be addressed at the time of the submission of that application.

Based on the above noted rationale, the application for Site Plan Control is appropriate and represents sound land use planning.

Prepared by;

William S. Holzman, MCIP, RPP
President
Holzman Consultants Inc.

January 15, 2018