



Zibi Block 206

Planning Rationale & Design Brief
Zoning By-law Amendment & Site Plan Control
July 17, 2020



Prepared for Windmill Dream Ontario 206 LP

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Introduction

Fotenn Planning + Design, acting as agents for Windmill Dream Ontario 206 LP, is pleased to submit the enclosed Zoning By-law Amendment and Site Plan Control applications for Block 206 of the Zibi development on Chaudière Island in the City of Ottawa. The proposed development consists of a 25-storey mixed-use building with retail uses at-grade and a mix of residential unit types above. The Zoning By-law Amendment application is to permit a taller building envelope and new housing types and tenures on the Zibi site.

1.1 Application History

Development applications in support of the proposed redevelopment of Chaudière and Albert Islands in the City of Ottawa were originally submitted in April 2014. These included a Zoning By-law Amendment (D02-02-14-0040) and Stage 1 Site Plan Control application (D07-12-14-0075). The City also initiated a concurrent Official Plan Amendment (File D01-01-14-0008) to update the Central Area Secondary Plan to include policies relating to the two (2) islands. Previously, no policies specific to the islands were included in the Secondary Plan.

The Official Plan and Zoning By-law amendments were adopted by Ottawa City Council on October 8, 2014 as by-laws 2014-396 (OPA 143) and 2014-395, respectively. The islands were designated as “Mixed Use” under the Central Area Secondary Plan, with specific policies relating to their redevelopment. The Zoning By-law Amendment changed the zoning of the subject property from Parks and Open Space Zone, Subzone L, Special Exception 329, Holding (O1L[329]-h) to Mixed-Use Downtown Zone, Subzone 5, Special Exception 2172, Schedule 332, Holding (MD5[2172] S332-h) and Major Leisure Facility Zone (L2). Both amendments served to implement the vision presented in the Master Plan prepared for the Domtar Lands.

A Site Plan Control application for Phase 1A (D07-12-15-0158) was submitted on October 1, 2015. Phase 1A included Blocks 205A, 208, and 301. Block 205A is a six (6) storey mixed-use building with retail uses at-grade and residential uses above and Block 208 is a four (4) storey office building with retail uses fronting onto Head Street Square and the Booth Street corridor. Block 301 is the underground parking garage beneath Head Street Square that includes two (2) floors of parking that will ultimately connect to garages beneath future blocks, including Block 206. In Phase 1A, the garage is accessed via a temporary ramp in the centre of the island and is connected to the garage beneath Block 205A.

Also included in Phase 1A is the construction of Head Street Square – the central public space within the Chaudière West District that will host events and programs throughout the year. This space is a privately-owned public space that will act as the “living room” for the district and will be completed in 2021.

A Site Plan Control application for Block 207 (D07-12-19-0035) was submitted in March 2019 and the review is ongoing. The proposed block is located just east of the proposed Block 206 and is a seven (7) storey mixed-use building with retail uses at-grade and office uses above. The underground parking garage for Block 207 is connected to Block 301 and the future garage for Block 206.

A Site Plan Control application for Block 211 (D07-12-19-0116) was submitted in June 2019 and approved in December 2019. Located on the east side of Chaudière Island, the proposed development included an eight (8) storey mixed-use building with retail uses at-grade and office uses above and associated adjacent woonerf streets including Chaudière Private and Zaida Eddy Private.

Applications to remove the holding symbol from the entirety of the Zibi lands have previously been submitted and approved.



Figure 1: The Zibi Master Plan

1.2 Purpose of the Applications

The current applications for Site Plan Control and Zoning By-law Amendment are submitted to facilitate the proposed development on the subject property. The Zoning By-law Amendment application seeks to permit a 25-storey building on the subject lands with a height of 75.5 metres. The increase in building height will accommodate two additional residential storeys within the building, which are proposed to be affordable units, developed in partnership with Ottawa Community Housing (OCH).

The Zoning By-law Amendment application also seeks to exclude provisions relating to rooming houses to accommodate a new housing type and tenure, co-living suites, which consist of individually rented rooms that share facilities. Zibi has partnered with Common, a co-living expert with sites around the world. These amendments are described in greater detail in Section 5.5.1 of this report.

The Site Plan Control application would permit the proposed development of the subject property with the mixed-use development. As part of the application, public realm components, including the pedestrian alley between Blocks 206 and 207, the north edge of Head Street Square, and the south edge of Chaudière Private will also be developed.

Site Context and Surrounding Area

The Zibi Ontario property is located on two (2) islands – Chaudière and Albert – within the Ottawa River. The lands are located on the western edge of the City of Ottawa’s downtown. The Zibi development also includes lands in the City of Gatineau, along the north shore of the Ottawa River.

When the initial applications were submitted in 2014, Chaudière and Albert Islands had most recently been used as an industrial paper mill, owned by Domtar. Buildings on the site at that time included a large mill and several smaller outbuildings. Today, much of the site has been cleared with specific buildings retained for adaptive reuse, consistent with the vision of the Master Plan. The first residential building of the Ontario portion of the development has now been occupied and Block 301 and 208 are also nearing completion. Block 211, located on the east side of Booth Street, is also under construction.

The Zibi Ontario property has a total area of approximately 6.07 hectares (15 acres) located on Chaudière and Albert Island. The lands are divided both by the channels of the Ottawa river, and by Booth Street – a major north-south arterial and provincial crossing between the Cities of Ottawa and Gatineau. The result is three parcels – two (2) on Chaudière Island and one on Albert Island. The 2014 Master Plan created development districts around each of these parcels naming them Chaudière West, Chaudière East, and Albert Island, respectively.



The Block 206 parcel, the subject property for the current application, is located on the north edge of the Chaudière West District, abutting Chaudière Private to the north and Miwàte Private to the west. The south edge of the block is bounded by Head Street Square, while to the immediate east is the future Block 207. Chaudière Private is the primary access to the west side of Chaudière Island, connecting to Booth Street at a full movement intersection and continuing through the site to Albert Island in the south. The roadway has been constructed in a temporary manner. As adjacent blocks develop, the intent will be to renovate the roadway into its ultimate form.

Booth Street is a major arterial roadway that is in the process of being completely transformed as part of the Zibi project. The roadway is being transformed into a complete street featuring a single vehicular lane in each direction, cycle tracks and pedestrian facilities. The transformation of the corridor is ongoing and near completion.

2.1 Surrounding Area

Land uses surrounding the subject property are described as follows:

North: Directly north of the subject property is Chaudière Private and a hydroelectric generating station owned by Hydro (Energy) Ottawa. The station has recently undergone an expansion that also included the creation of a park space in proximity to the Chaudière falls. The park opened in late 2018.

Further north, within the City of Gatineau, are additional hydroelectric generating stations owned by Hydro (Energy) Ottawa, the Zibi Gatineau lands, and the south edge of the downtown core of the City of Gatineau. This edge is dominated by the Terrasse de la Chaudière federal government office complex located on the west side of Eddy Street (the continuation of Booth Street in Gatineau).

East: Immediately east of the subject property is the future Block 207, a planned seven (7) storey office building with retail uses at-grade and office uses above. Further east is Booth Street, and the Chaudière East district. These lands include Block 211 are other lands reserved for future phases of the redevelopment. South-east of the subject property is Victoria Island, which is owned and managed by the National Capital Commission (NCC).

South: South of the subject property is Head Street Square and mixed-use blocks (including retail, office, and residential uses) within Blocks 205A and 208. Further south is the Albert Island district, current site of the Zibi development office and reserved for future redevelopment. Still further south, on the south shore of the Ottawa River is the Canadian War Museum, located west of Booth Street.

West: West of the subject property is Miwàte Private, a private street within the development. Further west, at the edge of Chaudière Island is Pangishimo Park, a public park to be developed by Zibi and owned by the National Capital Commission (NCC). Beyond Chaudière Island is the Chaudière Falls Ring Dam which controls water flows through the hydroelectric channels.

Proposed Development

The proposed development is a 25-storey mixed-use building with retail uses at-grade and residential uses above. The Block 206 parcel has a total area of approximately 2,189 square metres with frontage on Miwàte Private to the west and Chaudière Private to the north. Block 206 abuts Head Street Square to the south and the future Block 207 to the east.

The proposed building is oriented towards Head Street Square, activating Zibi's major public space with two (2) storey ground floor retail units that open out onto the Square and wrap around onto Miwàte Private. The residential entry to the building is located at the northeast corner, onto Chaudière Private and the main entrance to the Chaudière West District. The north façade of the building integrates the necessary building services, and parking garage access.



Figure 2: Proposed Block 206 (Looking Northeast)

Along the east side of Block 206 is a pedestrian alley being developed as part of both the current Block 206 applications and the ongoing Block 207 applications. The pedestrian alley provides a connection from Chaudière Private in the north to Head Street Square in the south. The east edge of the alley is animated with retail space while the west side accommodates accessible ramps to account for the change in grades and landscaped space.

The upper floors of the proposed building feature a mix of housing types and tenures, including a new housing type for the Ottawa market. Levels 2 through 8 within the podium feature co-living spaces. These units provide private room rentals

within a shared housing unit that features amenity space and kitchen and bathroom facilities. On the partial Level 2, is an “XL Suite” - a single large unit featuring 14 bedrooms within 4 “pods” (3 with 4 bedrooms, and 1 with 2 bedrooms). These rooms share one shared living space that features a large kitchen and living space, laundry facilities and storage.

Level 3 features “Co-living apartments” which range from three (3) to five (5) bedrooms and are set up as a typical residential unit, including kitchen and living facilities. Level 3 also features a major amenity area accessible to the entire building totalling 412 square metres and including common space and a gym with access to a 317 square metre outdoor roof terrace on the south side, overlooking Head Street Square. Levels 4 through 8 continue the co-living apartments, while also integrating studio units with the larger units.

Above the eighth floor, the building steps back from the west and transitions into the tower portion of the building. Floors 9 through 24 feature standard residential dwelling units with a mix of 1 bedroom, 2 bedroom, and 2 bedroom + den units. These include two (2) planned floor of affordable housing units.

The top level of the building (level 25) is an amenity floor which includes 496 square metres of interior amenity area and east and west facing outdoor terraces. The amenity floor will be accessible to all residents of the building and will also incorporate a portion of the mechanical penthouse.

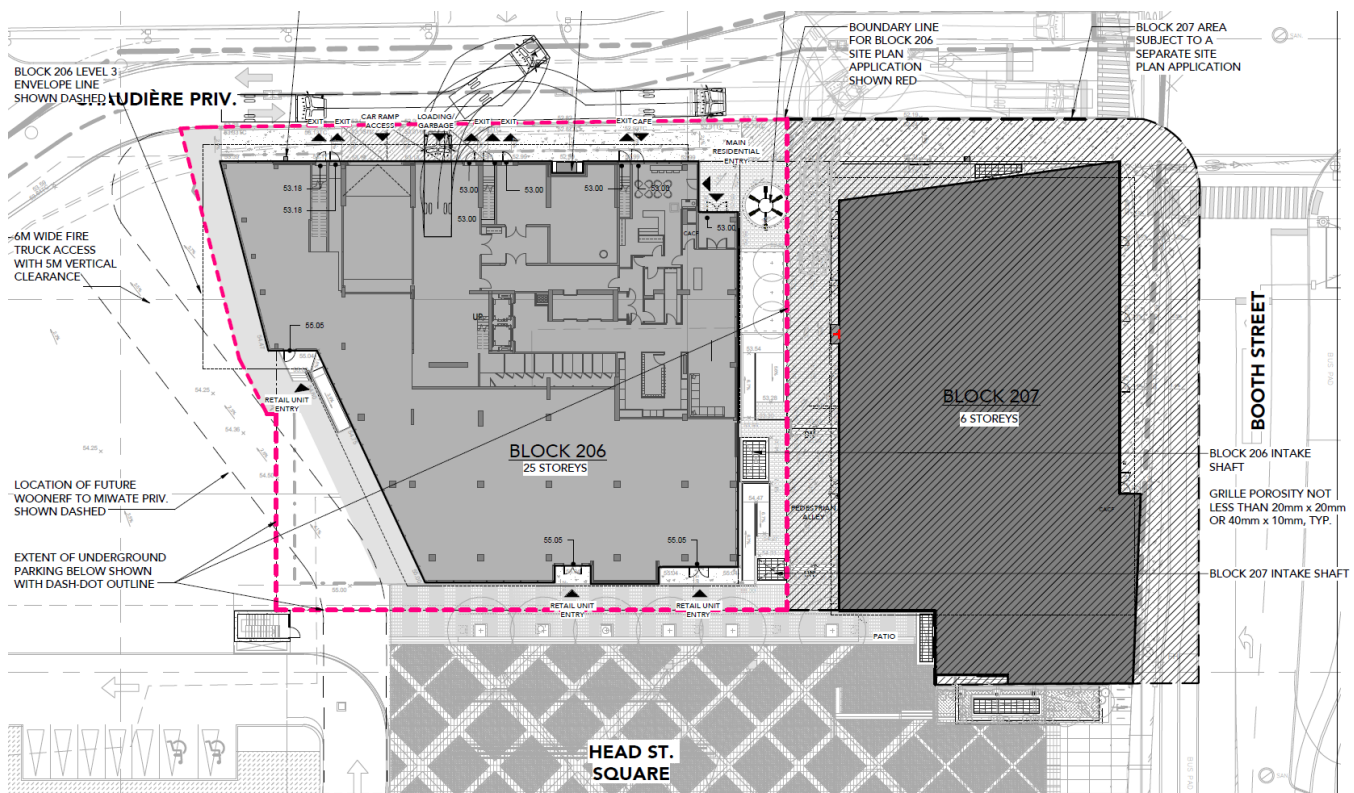


Figure 3: Proposed Block 206 Site Plan

A total of 204 residential units are proposed, including 45 co-living suites, and 159 traditional dwelling units. The units are served by 1,328 square metres of common amenity area distributed throughout the building and combining interior and exterior spaces, as well as private balconies for the units within the tower.

The proposed development includes a new parking garage access ramp along the north façade of Block 206. Per the Zibi Master Plan, the intention was always for this ramp to serve as the primary parking garage access within the Chaudière

West district, closest to the site access from Booth Street. The ramp provides access to the proposed two (2) storey underground parking garage beneath Block 206, which connects on Level P1 with the existing garage at Block 301 (under Head Street Square) and the future garage beneath Block 207 to the east. A total of 82 parking spaces are provided as part of Block 206.

The public realm around Block 206 will integrate into the emerging public realm components of Zibi and the Chaudière West district. This includes the enclosure of the north side of Head Street Square complete with new retail space animating the frontage and completion of landscaped elements on this edge.

Along the east and north edges, the proposed Block 206 will provide a continuous building edge along the developing pedestrian realm in the site. The north facade features the residential lobby in the northwest corner, and the required service areas for the building. These have been integrated through the building architecture to reduce their visual impact.

The western façade fronts onto future development areas and the future extension of the Miwàte Private woonerf. As a result, a temporary public sidewalk will be installed to allow for pedestrian movements through the site, while a future phase will construct the woonerf and complete the public realm on this edge.

Rooftops at the third, ninth and 25th floors have been utilized for green roofs and outdoor terraces. At the third floor, a large outdoor terrace overlooking Head Street Square will further animate the space below and provide a southern exposure for residents to enjoy. At the ninth floor, the roof terrace will be landscaped with a green roof consistent with the vision for Zibi. Finally, at level 25, the building steps back further to create outdoor terraces with views across the Ottawa River to the east and west. A total of 2,701 square metres of private amenity space is provided, as well as 1,509 square metres of communal amenity area.

Conformity with the Master Plan

The Zibi Master Plan, approved in 2014 as the Domtar Lands Redevelopment Master Plan, proposed to transform derelict and contaminated land in the Chaudière area into a world-class sustainable community. The redevelopment envisioned a mix of uses in a compact form integrating existing heritage resources where possible and emphasizing sustainable and active transportation.

The Master Plan divided the Zibi lands in Ontario and Quebec into eight (8) districts. In Ottawa, these included Albert Island, Chaudière East and Chaudière West. Block 206 is located within the Chaudière West district.

The Master Plan envisions the Chaudière West district as a residential neighbourhood with a mix of retail, commercial, and community facilities centred on Head Street Square. The Square is intended to function as the heart of the Chaudière West district, framed by buildings, positioned to maximize sun and wind protection, and maintaining views in all directions.

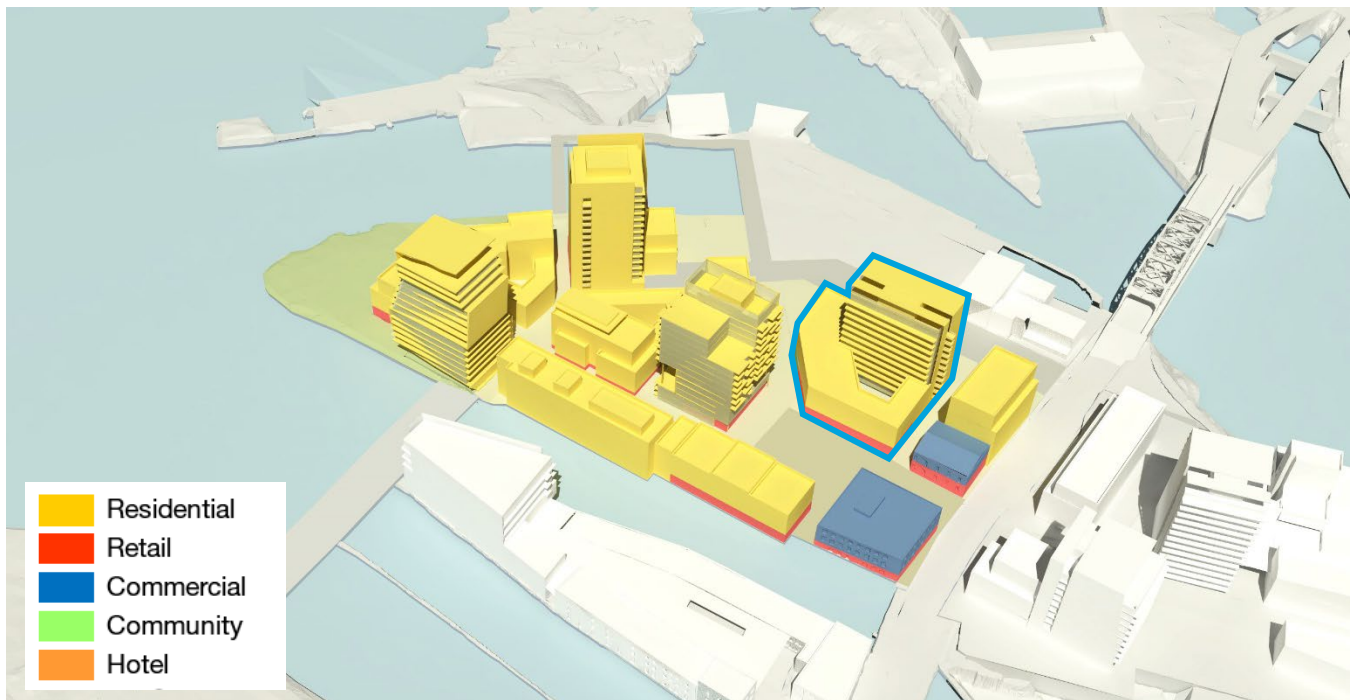


Figure 4: Chaudière West District (Block 206 Highlighted)

The Master Plan envisioned Block 206 as a mixed-use high-rise building with a mid-rise podium, retail uses activating the northern edge of Head Street Square, and residential uses in a tower above. The tower was proposed to be located in the northeast corner of the block. The Master Plan also contemplated the potential for a community facility on the ground floor of Block 206.

The proposed Block 206 development represents a significant increase in the height of the building at Block 206 in terms of storeys, but is generally consistent with the 2014 zoning approvals for the lands which anticipated a building height of up to 73 metres on the west side of Chaudière Island. The proposed building seeks to increase the permitted height slightly (to 75.5 metres), to accommodate additional storeys within the building. The increased building height is appropriate for the site given the siting of the tower on the north edge of the Zibi site, and the prominence of the building within the development. The high podium (which contributes to the requested zoning height increase) will create a dramatic and inviting ground floor along Head Street Square.

The pedestrian lanes throughout the Master Plan were intended to provide an additional component of connectivity to entry ways. They were envisioned with a mix of hard and soft surface elements, together with opportunities for planting and seating. The lanes were generally envisioned with a width of 8 metres. Between Block 206 and 207, the lane will have a width of approximately 9.5 metres. The lane will be developed jointly between the two building approvals.

4.1 Zibi Design Guidelines

The Zibi design guidelines were prepared based on the Master Plan and were intended to provide urban design guidance at the development application stage to assess, promote and achieve the development as it was originally planned within Zibi. Block 206 advances several of these guidelines, including:

- / Orients a portion of the Chaudière East Private in a north-south direction to increase the amount of sun that reaches the public realm throughout the year [Guideline 1];
- / Staggers east-west streets to buffer the public realm against the prevailing west winds [Guideline 2];
- / Creates generous common spaces for residents including habitable rooftops that optimize and encourage use by residents [Guideline 10];
- / Creates a strong relationship between private and public realm by locating decks, porches, and patios facing onto dedicated public outdoor spaces [Guideline 12];
- / Provides physical and visual connections between the public realm and semiprivate public amenity areas. Through-block connections are encouraged to provide alternative pedestrian routes through the community [Guideline 13];
- / The top of the high-rise building is distinctive in order to enrich the skyline and to enhance the role of the building as a landmark [Guideline 15];
- / The façade of the building is articulated to reduce the apparent mass of the overall building [Guideline 16];
- / Private terraces are accommodated on the tower façade to enliven the exterior walls, allow residents to enjoy views, and express a more recognizable human scale on the building exterior [Guideline 17];
- / The base of the building relates to a pedestrian scale and includes active ground floor uses. The lobby is well lit, inviting, and directly engages the public realm [Guideline 18];
- / Includes ground floor retail uses that are physically and visually oriented towards public amenity areas, lanes, and streets. Retail uses maintain a strong physical connection to the public realm [Guideline 27];
- / Incorporates outdoor seating areas associated with the adjacent retail and entertainment spaces while maintaining a minimum sidewalk thoroughway [Guideline 28];
- / Devotes retail facades to transparent windows and doors to allow maximum visual interaction between sidewalk areas and the interior of active use spaces [Guideline 29];
- / The lower levels of the building include changes in materials and architectural elements to create a comfortable pedestrian zone [Guideline 31];
- / The ground floor features a height of approximately 6.0 metres and the ground floor retail spaces meet the adjacent sidewalk at-grade. The retail façade has a high percentage of transparent glazing;
- / The ground floor is expressed with a façade treatment that is scaled to human activity [Guideline 37];
- / Ground floor retail frontages support a lively and attractive pedestrian environment [Guideline 38];
- / A minimum of 85% of the total block length is defined by building edges at or near the parcel line [Guideline 41];
- / The apparent massing of the building is reduced by the incorporation of notches, balconies, and face offsets to support the creation of buildings that are well-proportioned [Guideline 43];
- / Rooftop projections are stepped back from the street wall [Guideline 44];
- / Common open space is provided in rooftop gardens, indoor facilities, and landscaped spaces accessible to all residents [Guideline 46];
- / Amenities are provided for the benefit of residents including both indoor and outdoor space [Guideline 49];
- / Transportation Demand Management strategies are implemented to encourage alternate modes of transportation [Guideline 55];
- / Organizes tree plantings and site furnishing zones for an uncluttered streetscape [Guideline 56];
- / Ensures commercial animation along building faces adjacent to public open spaces [Guideline 58];
- / Parking, loading, and servicing facilities are screened from public rights-of-way and open spaces [Guideline 64];

- / Shares underground parking facilities with other buildings [Guideline 65];
- / Reduces the impact of parking, loading and servicing entrances along the private street frontage [Guideline 68];
- / Frames the edge of open spaces to create a high-quality public environment [Guideline 70];
- / Surrounds Head Street Square with active uses that animate and support open space activities [Guideline 72];
- / Fronts patios, terraces, and balconies onto dedicated open spaces to create a strong relationship between the public and private realm [Guideline 74];
- / Provides ample amenity area for residents as both communal and private areas [Guideline 75];
- / Designs and positions the building to minimize the creation of uncomfortable microclimates on the street and in open spaces [Guideline 77];
- / Chooses quality building materials that are durable and sustainable [Guideline 78];
- / Employs green roofs to help reduce heating and cooling loads [Guideline 79];
- / Employs the Zibi One Planet Action Plan in the design of the building and adjacent public open spaces [Guideline 80];
- / Minimizes the impact of rooftop mechanical equipment [Guideline 81]; and,
- / Locates at-grade utilities out of public view and internal to the site [Guideline 82].

4.2 Zibi Heritage Interpretive Plan

The Zibi Heritage Interpretive Plan (HIP) was prepared as a means of explaining the heritage of the site to a new generation of Canadians who will visit, live, work, and study at the site. The HIP is used to communicate the meanings and relationships of the cultural and natural world, past and present, to visitors through experiences with objects, artifacts, landscapes, sites, and exhibits. It is focused on the interpretation of heritage within the development's public and open spaces. This includes all parks, plazas, pedestrian alleys, pathways, and streetscapes.

The proposed Block 206 development does not include any public realm components that are subject to the HIP. Head Street Square will communicate the theme of "Renewal" – the changing character of the site through history, the evolution of Ottawa as the National Capital, and the ambitions of environmental sustainability. Specific to Head Street Square, the key interpretive message to be transmitted is an introduction to some of the many people who have significantly influenced the site's history.

5.0

Policy and Regulatory Framework

5.1 City of Ottawa Official Plan

The subject property is designated “Central Area” on Schedule B of the City of Ottawa Official Plan. The Central Area is the economic and cultural heart of the city and the symbolic heart of the nation, based on its unique combination of employment, government, retail, housing, entertainment and cultural activities.

The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the urban area, and one third of housing growth is anticipated to occur within the Greenbelt. Much of the demand for new housing is anticipated to be in the form of smaller units such as apartments or condominiums.

Concentrating growth within the urban area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles. Intensification is generally the most cost-effective pattern of development, and residential intensification is defined in Section 2.2.2, policy 1 as “intensification of a property, building or area that results in a net increase in residential units or accommodation.” Intensification is specifically encouraged in target areas that are located on the rapid transit network. These include the Central Area, Mixed Use Centre, Mainstreet and Town Centre designations. A target of 40% of residential growth occurring as residential intensification has been established for the City and a density target of 500 people and jobs per hectare within the Central Area.

The proposed development would intensify an underutilized property within the City’s Central Area, a target area for intensification. The proposed height increase will support additional residential dwelling units, contributing to the creation of a vibrant community within Zibi and the larger Central Area.

The proposed Block 206 is generally within 775 metres of Pimisi Station in Ottawa and is well-served by local bus service along Booth Street. The Zibi development promotes active transportation and has made significant contributions to safe and continuous pedestrian and cycling facilities along the Booth Street corridor, while also improving connectivity to nearby pathways. Together these improvements will encourage active transportation and alternatives to private vehicles.

Policy 11 of Section 2.2.2 says that the distribution of appropriate building heights will be determined by:

- / The location in a target area for intensification, with the greatest density and tallest heights being located closest to the rapid transit station; and,
- / The design and compatibility of the development with the surrounding existing context and planned function as detailed in Section 4.11 of the Official Plan.

The Official Plan defines low-rise buildings as 1 to 4 storeys, mid-rise buildings as 5 to 9 storeys, and high-rise buildings as 10-30 storeys. A separate category for high-rise buildings over 30 storeys also exists. The location of high-rise buildings is influenced by the need to provide adequate separation distance from other existing and potential future high-rise buildings.

The proposed development is appropriate given the location of the site within a target area for intensification. The proposed development’s compatibility with the surrounding existing and planned context is discussed below.

The subject property was always envisioned as a high-rise building, with a permitted height in the Zoning By-law of 73 metres (approximately 24 storeys). The Zibi site-specific zoning also specifies a minimum separation for high-rise buildings of 15 metres. As a result, the proposed height increase is appropriate for the site and will ensure adequate separation from future planned high-rise buildings.

Zibi will be a vibrant, sustainable, mixed-use community in proximity to the City's current downtown and the future Confederation LRT Line (Pimisi Station). This destination in the City will support day and night, year-round activity within the Central Area of the City and will contribute to the Central Area's vitality and activity with a mix of uses in a complete community. Block 211 will contribute additional office space to the site, assisting in the creation of a complete community and the mix of uses on Chaudière and Albert Islands.

The subject property is in an area of Foreground Height Control as per Annex 8A of the Official Plan. This annex is applied in conjunction with the Central Area land use policies to protect the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols. As such, buildings constructed in areas of foreground height control must not rise above the ridgeline of the roof of the Centre Block.

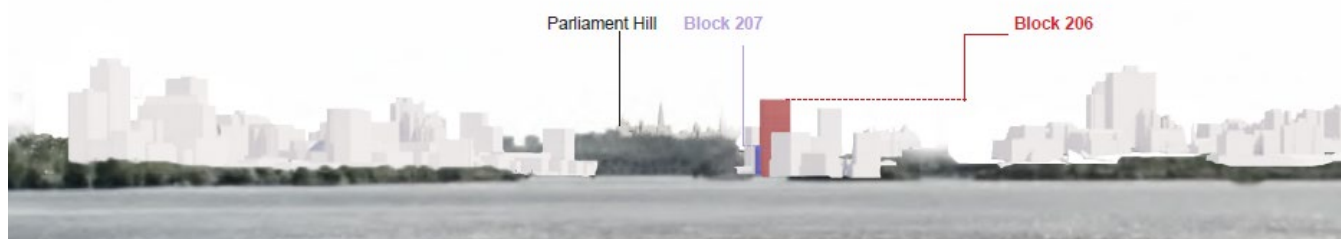


Figure 5: View Analysis from Champlain Bridge Looking East (Zoomed significantly)

As part of the original Master Planning process for Zibi, a detailed view analysis was completed. While no defined view points are shown from Chaudière Island or parts west, views from the Champlain Bridge were studied. These studies have been revised as part of the Urban Design Review Panel (UDRP) submission for Block 206. The results confirm no impact on views of Parliament Hill as a result of the proposed building.

5.1.1 Urban Design and Compatibility

The Official Plan encourages residential intensification that is compatible with existing built-up areas. Compatible development is development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts on surrounding properties. It is development that fits well and works well with its surroundings. Broad design objectives are outlined in Section 2.5.1 of the Official Plan, while more specific compatibility criteria are set out in Section 4.11 of the Official Plan.

The proposed development, consisting of the changes to the approved building, responds to the urban design objectives of Section 2.5.1 in the following ways:

Enhancing the sense of community by creating and maintaining places with their own distinct identity	The proposed Block 206 will contribute to the creation of the Zibi development as a unique neighbourhood within the City with its own unique identity. The proposed building will activate the north edge of Head Street Square and serve as a landmark for the Zibi site.
Defining quality public and private spaces through development	The proposed development frames the north edge of Head Street Square and activates the public realm with retail uses at-grade and terraces and balconies overlooking the square. The pedestrian alley along the east side of the building will be a unique pedestrian connection activated with retail uses in Block 207.
Creating places that are safe, accessible and are easy to get to, and move through	The proposed development will create a site that is well-scaled for pedestrians with connections and public spaces that are safe and secure.

Ensuring that new development respects the character of existing areas.	The proposed development respects the planned character of the Zibi site and achieves the urban design objectives for the site. The development integrates well with the existing buildings and the heritage resources to be restored.
Considers the adaptability and diversity by creating places that can evolve easily over time and that are characterized by variety and choice.	The proposed development features a range of housing types and tenures that are unique for Ottawa in the form of co-living suites. These suites can be adapted over time and provide flexibility to respond to changes in market conditions.

The proposed development is subject to a review by the Urban Design Review Panel (UDRP) given its location within a target area for intensification. The project has previously had a pre-application review with the Panel in July 2016 and is scheduled for a formal review with the Panel in August 2020. The UDRP is instructed to review developments against the criteria set out in Section 4.11 of the Official Plan. Requests for additional height and density are also evaluated against criteria set out in this section of the Official Plan. This planning rationale incorporates the requirements of Design Brief.

The proposed development responds to the compatibility criteria in Section 4.11 as follows:

	Policy	Proposed Development
Views		
4.	Policies to protect views of the Parliament Buildings are contained in Section 3.6.6 of the Official Plan	The impact of the proposed development on the protected views has been carefully reviewed and it has been found that the building does not impact the protected views of the Parliament Buildings.
Building Design		
5.	New buildings will achieve compatibility with their surroundings in part through the design of the parts of the structure adjacent to existing buildings and facing the public realm.	The proposed development is unique in that it is within a completely new district, that is still emerging with regards to its character. The proposed development is consistent with the Secondary Plan for Zibi which indicated a high-rise building with a low-rise podium abutting Head Street Square and a tower in the northeast corner of the block. The building incorporates step backs at the third and ninth storeys to transition to the south and west, respectively and is compatible with the vision for Zibi.
6.	The City will require that all applications for new development orient the principal facade of buildings to the street, including windows on all elevations adjacent to public spaces, and use architectural elements to accentuate entrances.	The proposed development has a high quality architectural design that is appropriate for the prominent location and placement within the Zibi site. The main entrances to the building are oriented towards the major public space, Head Street Square, where pedestrians and cyclists are expected to enter the site and towards Chaudière Private, which will serve as the major vehicular access to the site. The architecture of the building appropriately accentuates building entrances.
8.	To maintain a high quality, obstacle free pedestrian environment, all servicing, loading areas, and other required mechanical equipment and utilities should	All service and loading areas have been internalized within this building to maintain an obstacle free pedestrian environment along the north side of the proposed building.

	be internalized and integrated into the design of the base of the building where possible.	
9.	Roof-top mechanical equipment and amenity spaces should be incorporated into the design and massing of the upper floors of the building.	The level 25 amenity area will incorporate much of the mechanical equipment, resulting in a much smaller mechanical penthouse extending above. The smaller penthouse has been set well back from the building edges.
Massing and Scale		
10.	The appropriateness of the development will be assessed using criteria set out in the Secondary Plan.	The proposed development is discussed with respect to the relevant policies of the Central Area Secondary Plan below.
11.	The Shadow Analysis and Wind Analysis will evaluate the potential impacts of the development on the adjacent properties and pedestrian amenity areas. The intent of each Analysis is to demonstrate how impacts have been minimized or avoided.	A wind analysis of the proposed development is ongoing at the time of writing and will be completed in the near term. Based on feedback throughout the design process, the proposed building is not expected to result in any adverse wind impacts. A shadow analysis has been completed and shows that the shadows from the proposed building will generally be cast to the north, over the River, with shadows over the future Union Square on the east side of Booth Street for a brief period in the shoulder seasons.
12.	Transition refers to the integration of buildings that have greater height or massing than their surroundings. Proposals for developments that are taller in height than the existing or planned context should demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as stepping down or varying the building form has been incorporated.	The proposed development incorporates a two (2) storey podium abutting Head Street Square and an eight (8) storey podium along Chaudière Private. The proposed development provides appropriate transition to the planned buildings within the Zibi development.
High-Rise Buildings		
14.	High-Rise buildings should be designed to achieve the objectives of this Plan and avoid or reduce impacts or disruptions associated with: <ul style="list-style-type: none"> / pedestrian comfort, safety and usability resulting from changes to wind and shadow patterns in outdoor amenities and adjacent public and private spaces surrounding the building; / public views, including view planes and view-sheds referred to in Policy 3 above / proximity to heritage districts or buildings, / reduced privacy for existing building occupants on the same lot or on adjacent lots. 	The proposed development has been designed to mitigate expected micro-climate impacts on the surrounding public realm spaces. The original Master Plan contemplated this, and the current building is being evaluated with regards to wind impacts as described above. A detailed view analysis of the proposed development has been completed from various view points (as noted in the UDRP formal review submission) and has been found to contribute positively to these views in all cases. Finally, the proposed development is sensitive to the retained heritage resources that are part of the Zibi development and provides appropriate amenity spaces for residents of the development.
15.	High-Rise buildings that consist of an integrated base, middle and top can achieve many of the urban design	The proposed development incorporates a base, middle, top design approach and ensures adequate separation

	objectives. The tower should step back from the base and incorporate appropriate separation (15 metres for Zibi) from existing or future towers adjacent lots.	from other planned high-rise buildings within the Master Plan.
16.	Secondary Plans may provide area-specific directions for the design of high-rise buildings.	The proposed development as it relates to the Central Area Secondary Plan is discussed below.
17.	The Zoning By-law will establish performance measures such as minimum tower separation distances and yard setbacks and may require minimum lot sizes for High-Rise buildings.	The proposed development respects the tower separation (15 metres) and maximum floorplate sizes (700 square metres over 9 storeys) defined by the site-specific Zibi zoning.
Outdoor Amenity Areas		
20.	Mixed-use buildings incorporating residences will include well-designed, usable amenity areas, including private and communal amenity spaces such as: balconies, terraces and rooftop patios.	The proposed development provides significant indoor and outdoor amenity spaces for residents located throughout the building. Specifically, level 3 includes a gym and amenity rooms, connected to a large outdoor terrace overlooking Head Street Square. Level 25 is entirely dedicated to amenity and features east and west facing outdoor terraces.
Design Priority Areas		
22.	The portions of the building adjacent to the public realm will be held to the highest building design standards.	The proposed development incorporates a tall (6 metres) ground floor and active façade abutting Head Street Square. Stepbacks and setbacks are used to maintain an appropriate pedestrian scale in public spaces, while the cladding of the tower has been done so as to reduce the overall sense of height for the building, with every 2 floors reading as a single storey. The building features high quality materials that are appropriate for a design priority area.
First Nations Peoples Design Interests		
25.	As First Nation Peoples who first inhabited what is now the City of Ottawa and environs, the Algonquins of Ontario have expressed an interest in streetscaping, landscaping, signage and public art that celebrates Algonquin history and culture.	The Zibi Heritage Interpretive Plan has been developed in collaboration with stakeholders to convey the long history of the subject property to new residents and visitors through the public realm components of the development.

5.2 City of Ottawa Official Plan Update

The City of Ottawa is currently undertaking an Official Plan review, which will culminate in a new Official Plan, projected to be adopted by Council in Summer 2021. The first phase of the New Official Plan process was completed in Fall 2019, and Council has approved high-level policy directions. On May 18, 2020, Planning Committee recommended that Council approved an intensification target of 60 percent for the new Official Plan.

The new Official Plan will be based on the City of Ottawa's Climate Change Master Plan and Energy Evolution strategy. In January 2020, Council committed to reduce greenhouse gas emissions by 100 per cent by 2050 – a goal which will have significant implications for land use patterns.

The Zibi Development seeks to be one of the world's most sustainable communities, using the One Planet Living framework as a guide for ensuring sustainable development practices on the site. The proposed development has been designed according to the One Planet Living framework for Zibi and also supports the other emerging policy directions for the City of Ottawa's new Official Plan.

5.3 Central Area Secondary Plan

The subject property is within the boundaries of the Central Area Secondary Plan, which constitutes a more detailed policy direction beyond the Official Plan for select areas within the Central Area. The site is located within the LeBreton Flats character area and is subject to site-specific policies established through Official Plan Amendment No. 143 (OPA 143) in coordination with the approval of the Zibi Master Plan.

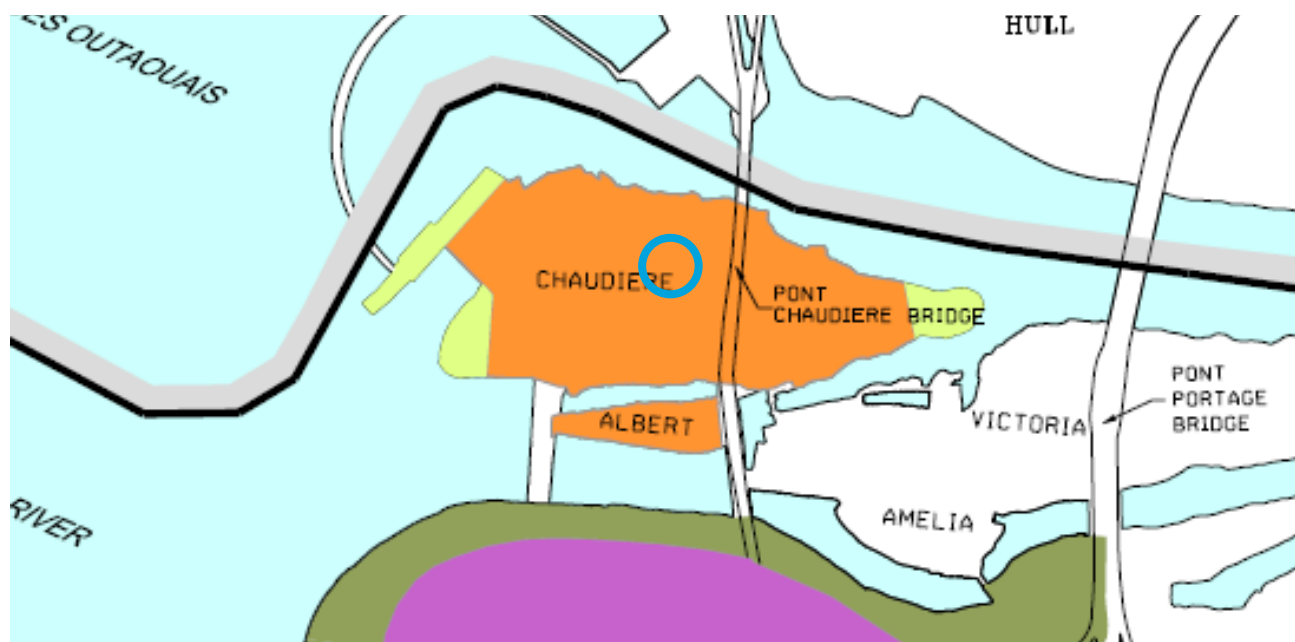


Figure 6: Schedule Q from the Central Area Secondary Plan (subject property noted)

Section 1.11.7.1 describes the West Chaudière district and states that development within each district must achieve the overall development concept within Annex 1 of the Secondary Plan. The West Chaudière district is intended to accommodate a mix of uses and to establish a lively mixed-use area with several stand alone residential and mixed-use buildings. High profile development will be strategically located on the west side and central portions of the district. The overall development of the district will provide for the creation of a new central civic square where retail type uses are to establish an active pedestrian environment.

The subject property, and all three Ontario districts of Zibi, is designated "Mixed-Use" on Schedule Q of the Secondary Plan. Policy 1.11.7.2(a) states that all three Zibi Ontario districts are intended to have a mix of uses to provide for a dynamic mixed-use community with a targeted gross floor area of approximately 100,000 square metres. Of this total GFA, approximately 10 to 15% is to be accommodated as employment type uses and 5 to 10% as retail uses.

Policy 1.11.7.2(b) describes the nature of mixed-use that will be permitted within each district, and specifically states that a broad range of residential and non-residential uses are permitted within the West Chaudière district, including retail, office, entertainment, cultural, institutional, recreational uses, and low, medium, and high-rise residential. Sub-section (iii) states that the predominant uses within the West Chaudière district shall be office and residential with retail type uses generally located on the ground floor of office buildings to contribute to public realm animation and activity.

The proposed development is consistent with the vision for the West Chaudière District as outlined in the Central Area Secondary Plan. The high-profile use is consistent with the original plans, and the residential and retail uses are as envisioned. The ground floor retail will ensure an appropriate animation of the central Head Street Square.

Section 1.11.9 of the Secondary Plan contains guidelines related to built form and building design. Generally, this section calls for buildings to be architecturally interesting, well-proportioned, integrated with the heritage fabric, and engaging to people in the public realm. Buildings should have well-defined street edges that frame the public realm and convey a sense of activity and liveliness.

The proposed development achieves the design objectives of the Secondary Plan with regards to the architectural interest of the building, the proportions of the building, and creating an animated and active ground floor abutting the public realm.

The tallest buildings within the West Chaudière district are envisioned on the west side of the island, to respect views from the Champlain Bridge of the Parliament Buildings and the building rooftops along Confederation Boulevard. The development concepts of Annex 1 are intended to set out the general location of where buildings of different profiles should be located to respect the principles of view protection and integration of new development within the heritage fabric to be retained. The maximum permitted building profiles are shown on Map 5.

Map 5 of Secondary Plan permits high-rise buildings for the subject property. Annex 1 of the Secondary Plan shows the height of Block 206 of 12 storeys with a four (4) storey podium.

The proposed development is generally consistent with the vision for building profile on the subject property, proposing a high-rise building in the northeast corner of Block 206, with a two (2) storey podium abutting Head Street Square. The greater height is consistent with the zoning for the lands, which permits heights up to 73 metres (approximately 24 storeys) presently. The request to increase the building height beyond 73 metres has been carefully studied with respect to views. Results of this study are presented in the formal review package to the Urban Design Review Panel. The increased height in metres will not result in a significant impact on the views of Parliament or Confederation Boulevard. The existing height of 73 metres also has no impact on the views of Parliament and has minimal impact on Confederation Boulevard. In our opinion, the proposed height increase request is appropriate.

The Secondary Plan provides additional urban design guidelines for high-rise buildings in Section 1.11.9(c). Specifically:

- / High-rise buildings over nine storeys are to be located on Chaudière Island so as to protect and maximize views of national symbols, Chaudière Falls, and the Ottawa River. The buildings are to maintain an open and permeable skyline.
- / Tops of towers should be distinctive in order to enrich the skyline and enhance the role of the building as visual points of reference.
- / Tower facades should be articulated to express the scale of an individual unit for residential towers and to reduce the mass of the overall building.
- / Terraces and sky gardens are encouraged on tower facades.
- / The base of towers should relate to the pedestrian scale and include active ground floor uses.
- / Where there are two or more high rises in close proximity to one other, the towers shall not face or be parallel to one another to avoid creating a tall building focal point as well as ensuring tower separation of at least 15 metres.
- / High-rise buildings up to 15 storeys are permitted. Minor changes to increase the number of storeys may be considered without requiring an Official Plan amendment where a detailed design review analysis demonstrates that the intent of the built form, urban design, view protection, and heritage policies of the Secondary Plan are respected. Number of storeys does not include mezzanines or elements to add architectural distinction for the tops of towers or roof top structures associated with roof top amenity.

The proposed development responds to the design guidelines for high-rise buildings. The tower facade has been articulated with a grouping of storeys making the tower read as fewer storeys and incorporating several terraces and green roofs. The base of the tower is appropriately scaled and activated.

The height of the building exceeds the previously anticipated 15 storeys. As noted, minor increases in height are permitted without an Official Plan Amendment, so long as a detailed analysis is provided which demonstrates that the intent of the built form, urban design, view protection, and heritage policies of the Secondary Plan are respected. This Rationale constitutes this detailed analysis and finds that, given the permitted zoning height of 73 metres, the increase in storeys will not dramatically alter the permitted building envelope and therefore is appropriate. The slender form of the tower ensures that the visual impact of the taller building is minimized.

Section 1.11.10.1 contains policies related to views from the Zibi site outward. These include creating and enhancing public viewing opportunities of the national symbols and Chaudière Falls, positioning buildings to maximize public viewing opportunities of these views, and ensuring interesting, varied and dramatic views of the site from both sides of the river.

The proposed development respects the careful protection and framing of iconic views from the site as described in the Master Plan and integrates viewing opportunities from the outdoor terraces within the building outward from the site. The proposed high-rise building will also contribute positively to the views of the Zibi development from both the Ottawa and Gatineau sides.

5.4 Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-Rise Buildings were approved by Ottawa City Council in May 2018. The guidelines focus largely on the context for high-rise buildings and appropriate transition and compatibility, while also looking at the built form. The guidelines came into effect after the Zibi Master Plan and associated Secondary Plan and Design Guidelines had been approved in 2015 and therefore are not always applicable to the Zibi site. The relevant guidelines have been reviewed for the purposes of this report.

The proposed Block 206 advances the following guidelines:

- / Identifies existing and future landmarks with the associated views and vistas [Guideline 1.1];
- / Contemplates and respects the views protected by the Official Plan [Guideline 1.2];
- / Enhances and creates the overall pedestrian experience in the immediate surrounding public spaces through the design of the lower portion which animates existing public spaces, and frames existing views; and creates a new urban fabric, defines and animates new public spaces and establishes new views [Guideline 2.1];
- / Enhances and creates the image of a community and a city through the design of the upper portion of the building that protects views and landmarks and respects and enhances the skyline [Guideline 2.2];
- / Places the base of the building to form a continuous building edge along the private streets and public spaces [Guideline 2.13];
- / Provides a minimum base height of two storeys [Guideline 2.17];
- / Uses high-quality, durable, and environmentally sustainable materials, an appropriate variety in texture, and carefully crafted details to achieve visual interest and longevity for the façade [Guideline 2.21];
- / Features a transparent and animated ground floor [Guideline 2.23];
- / Has a maximum floor plate of 700 square metres [Guideline 2.24];
- / Ensures appropriate separation between future high-rise buildings [Guideline 2.25];
- / The tower is stepped back from the base significantly [Guideline 2.29];
- / Creates a unique fenestration pattern and applies colour and texture on the facades that offer appropriate contrast to the context [Guideline 2.34];
- / Integrates rooftop mechanical equipment into the architecture [Guideline 2.36];
- / Locates the main building accesses at the same level as the street [Guideline 3.10];

Schedule 332 is a site-specific schedule that limits building heights within each of the districts. For the Chaudière West district, including the subject property, the maximum building height is 73 metres.

Section 193 (2) stipulates that at least 50% of the ground floor any building must be occupied by one or more specified active uses – including retail stores and restaurants.

The proposed development of Block 206 generally complies with the MD5[2172] S332 zone. The proposed retail and residential uses are permitted uses within the zone. The proposed development includes over 50% active uses at the ground floor in the form of retail. Each of the retail units will have separate and direct access to Head Street Square.

The proposed development is compared to the requirements of the MD5[2172] S332 zone in the table below. Areas requiring amendment are **highlighted**:

Zoning Mechanism	Required	Proposed
Minimum Setbacks	No minimum on all sides	Varies
Building Height	Maximum: 73.0 metres	75.5 metres
Minimum Parking Area Z on Schedule 1A Visitor: 0.1/unit, excl. the first 12 units; max 30	Visitor: 19 spaces	Residential: 40 spaces Visitor: 19 spaces Retail: 23 spaces
Maximum Parking Residential: 1.75 spaces/unit Retail Store: 1/100m ² of GFA	Residential: 357 spaces Retail: 9 spaces	82 spaces
Bicycle Parking Residential: 1 space per unit * Rooming House: 0.25 spaces/unit Retail: 1/250m ² of GFA 50% can be vertical; 25% must be indoors	Residential: 159 spaces Rooming House: 12 spaces Retail: 3 spaces	Residential: 159 spaces Rooming House: 12 spaces Retail: 3 spaces
Loading Space	None required	1 space
Drive Aisle Width	6 metres	6 metres

* Minimum bicycle parking requirement is specified in the Zibi Master Site Plan Agreement, not the Zoning By-law.

5.5.1 Zoning By-law Amendments

As discussed throughout, the building height is proposed to be amended from the currently permitted 73 metres to 75.5 metres to accommodate the proposed development. A detailed view analysis has been completed to support this request, and the resultant impact from the additional 2.5 metres of permitted height is, in our opinion, appropriate. The site is in a target area for intensification, is in relative proximity to transit service, and will be well served by active transportation routes and services. The additional height will allow for additional density that is appropriate for this location of the City.

In addition to the building height, the proposed co-living suites in the podium of the proposed building also necessitate some amendments to the Zoning By-law. The Zoning By-law defines a “dwelling unit” as “a residential unit that is used or intended for use as a residential premises by one household and not more than three roomers or boarders, and contains no more than four bedrooms”.

For Block 206, the units at floor 9 and above are considered “dwelling units” based on this definition. Dwelling unit is a permitted use and no amendment is required for them to be permitted.

The Zoning By-law defines “rooming house” as “a residential unit, other than a group home, other than a group home, retirement home or converted retirement home, that

- a. is not used or intended for use as a residential premises by a household; or
- b. Is used or intended for use as a residential premises by a household and more than three roomers or boarders.
- c. Contains more than eight bedrooms”.

Finally, the Zoning By-law defines a “rooming unit” as “a room, or a suite of rooms including no more than two bedrooms, that constitutes a separate, independent residential occupancy, but which is not self-contained and which requires access to other parts of the residential unit intended to serve the residents, including shower or bathtub facilities, kitchens, eating areas or bathrooms”.

Within the co-living suites, the intent is for people to rent private bedrooms within a shared household. As a result, despite their appearance as large apartments, the proposed co-living suites do not constitute “dwelling units” as defined by the Zoning By-law. The individual rooms are “rooming units” with each larger unit being a “rooming house”. Therefore:

- / On Level 2, there are 14 rooming units, arranged in pods of 2 to 4 bedrooms. Each pod has a compact kitchenette and bathrooms, but the living space is shared amongst all 14 bedrooms. As a result, the entire floor is a single rooming house.
- / On Level 3, there are 16 rooming units, arranged in rooming houses of 3 to 5 bedrooms.
- / On each of Levels 4 through 8, there are 29 rooming units, arranged in rooming houses of 1 to 5 bedrooms.

In total, the proposed building contains 45 “rooming houses”, with a total of 175 “rooming units”. “Rooming House” (and by association, “rooming unit”) is a permitted use in the MD5 zone applicable to Zibi.

Section 132 of the Zoning By-law contains provisions specifically for Rooming Houses. These include the following applicable provisions. Areas to be amended are **highlighted**:

- / **No more than one rooming house is permitted in a building.**
- / Any building containing a rooming house may contain an office accessory to the rooming house.
- / **No rooming house may occupy a building containing dwelling units or oversize dwelling units.**
- / No rooming unit in a rooming house may contain more than one bedroom.

To permit the proposed development of Block 206, it is requested that Section 132 be deemed not to apply to the lands zoned MD5[2172] S332. This would remove the limit on the number of rooming houses within a single building (subsection 1) and the restriction on a rooming house being in the same building as dwelling units or oversize dwelling units.

The requested amendment to exclude Section 132 on the Zibi lands is deemed appropriate and it is to facilitate a specific form of development that is new and unique to the Ottawa context. The rooms are designed to be individually rented, providing an affordable housing option for people looking for long-term rental. Zibi has partnered with Common, a co-living provider with several similar properties around the world, to deliver this unique housing type and tenure to Ottawa. The units will be professionally managed and will contribute positively to the Zibi community.

The proposed Block 206 generally complies with the applicable provisions of the Zoning By-law. The requested by-law amendments are, in Fotenn’s opinion, appropriate for the lands.

Conclusion

The proposed development has been evaluated against the applicable policy framework. The following is a summary based on this review:

- / The proposed development conforms to the Official Plan policies for the Central Area designation, contributing to the creation of a world-class, sustainable, mixed-use community on a previously underutilized property within the built-up area;
- / The proposed development conforms to the City's urban design objectives and compatibility criteria as set out in Section 2.5.1 and 4.11 of the Official Plan;
- / The proposed development conforms to the applicable policies of the Central Area Secondary Plan. The Secondary Plan makes accommodations for increases in building height beyond those specified on Map 5. The proposed development has been carefully studied with regards to views and other impacts to support the increased building height;
- / The proposal implements the vision of the Zibi Master Plan. The proposal respects the building profile and placement and achieves several of the Zibi Urban Design Guidelines;
- / The proposal is generally complies with the applicable Urban Design Guidelines for High Rise Buildings;
- / The proposed development generally complies with the Zoning By-law. The proposed amendments to building height and the provisions related to rooming houses are, in our opinion, appropriate given the location of the site, the study of impacts completed, and the opportunity to provide new housing types and tenures in the Ottawa market; and,
- / The proposed development is supported by technical studies submitted as part of this application.

Based on the above analysis, the proposed Block 206 development represents, in our professional planning opinion, good planning and is in the public interest.



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