



Revised 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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Land Development Consultants**

**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 1,864 units across seven high-rise structures and meet the density targets for the Transit Orient Development (TOD) zone.

This revised 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) and Secondary Plan policies, and the Zoning By-law provisions. The summary and conclusions indicate that the proposed applications are supported by the PPS, OP, Secondary Plan 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. The lands subject to this application are 10,318m² in size. It is a corner lot with a frontage of 307m on Steamline Street and 88m on Sanford 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 **Exhibits 'C'** and **'F'**). The phases will be laid out as such:

Phase 1 – 420 units total

- 100 Steamline: 174 units; +/- 800m²
- 200 Steamline: 246 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 – 1,890 units total

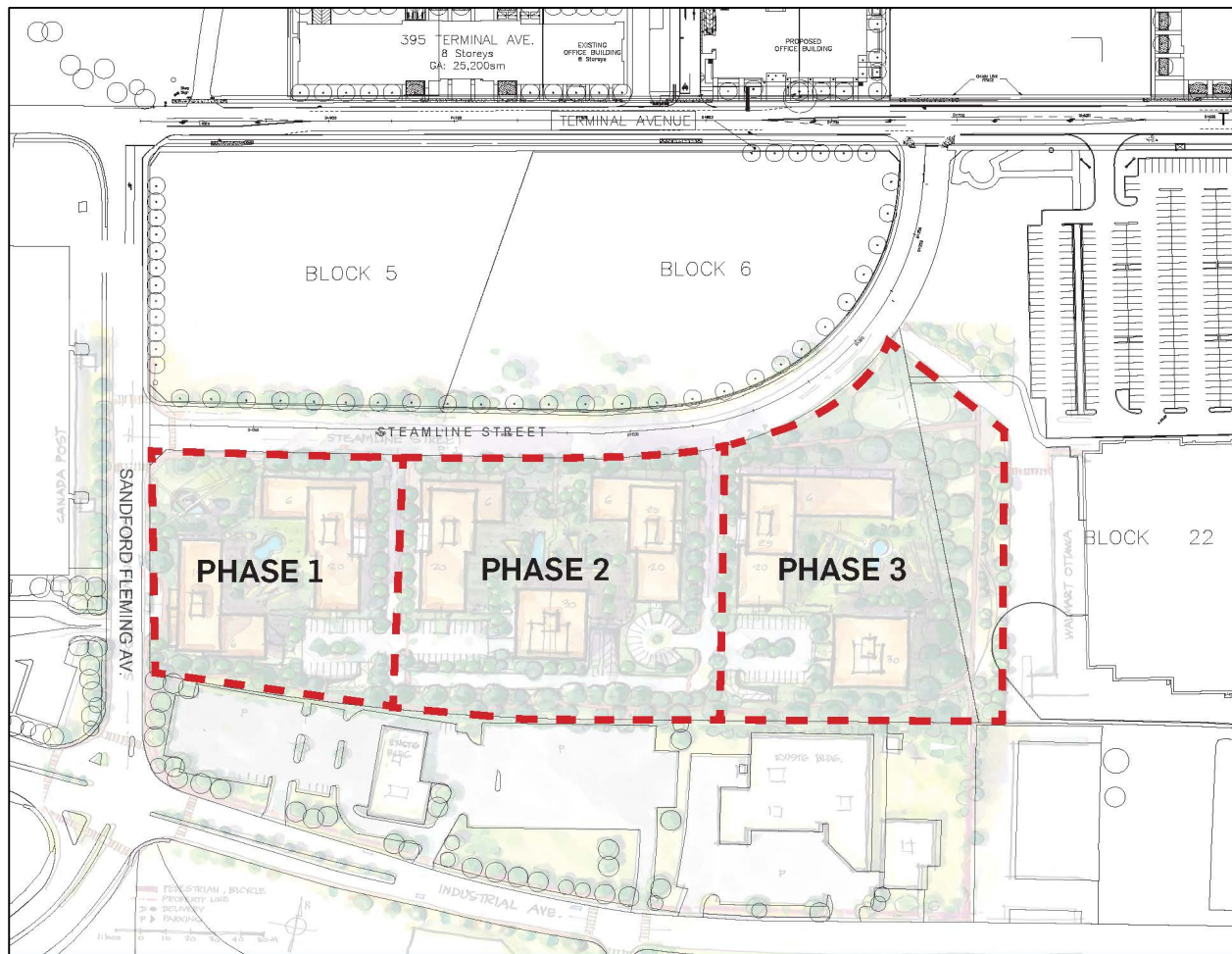


Exhibit 'C' – Proposed Phases of Development

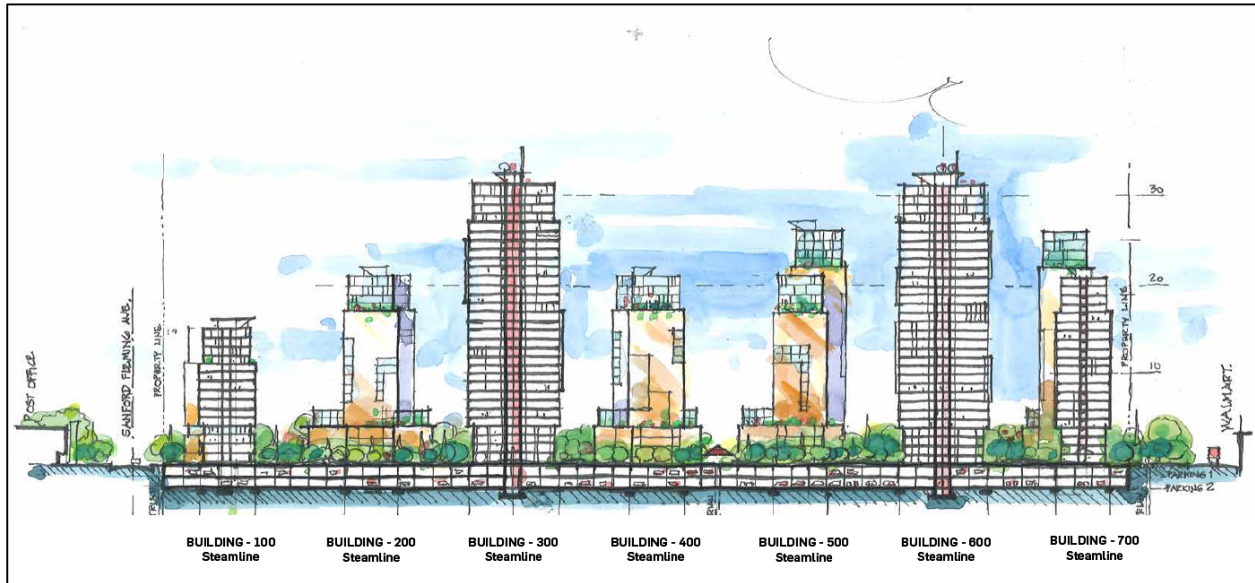


Exhibit 'D' – Concept Elevations

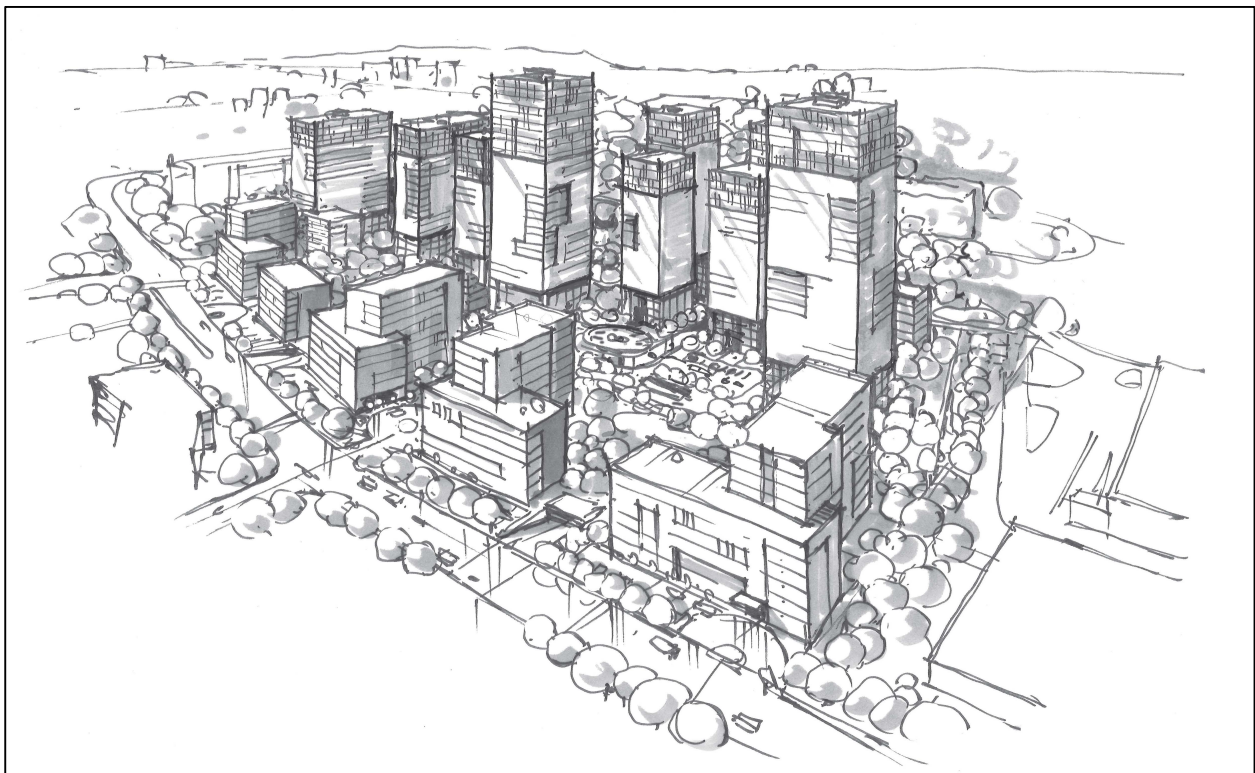


Exhibit 'E' – Long-term Buildout Concept

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.

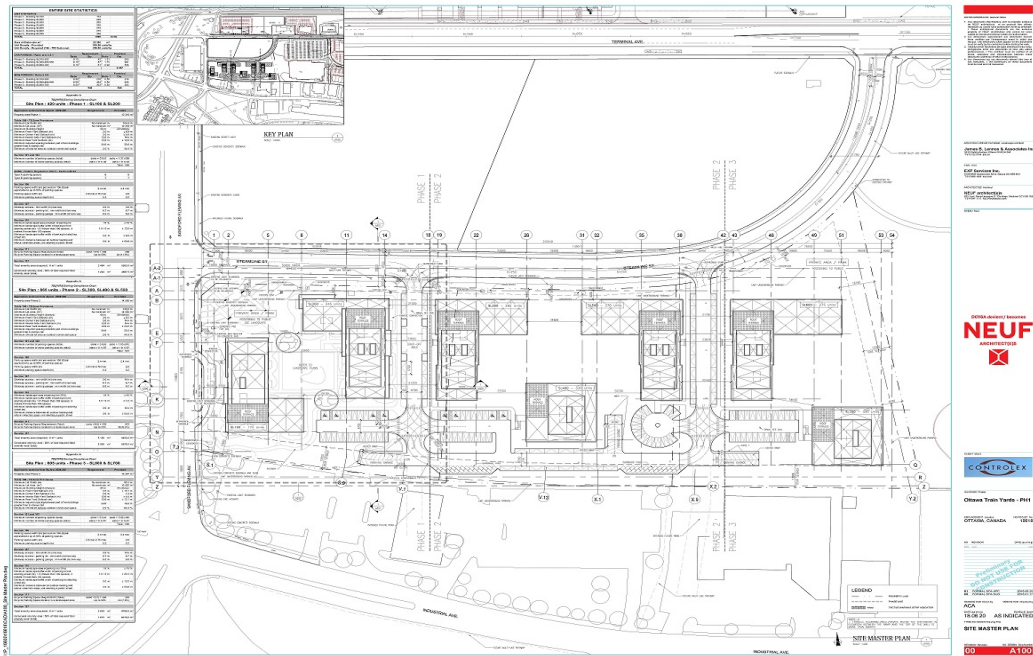


Exhibit 'F' - Master Site Plan

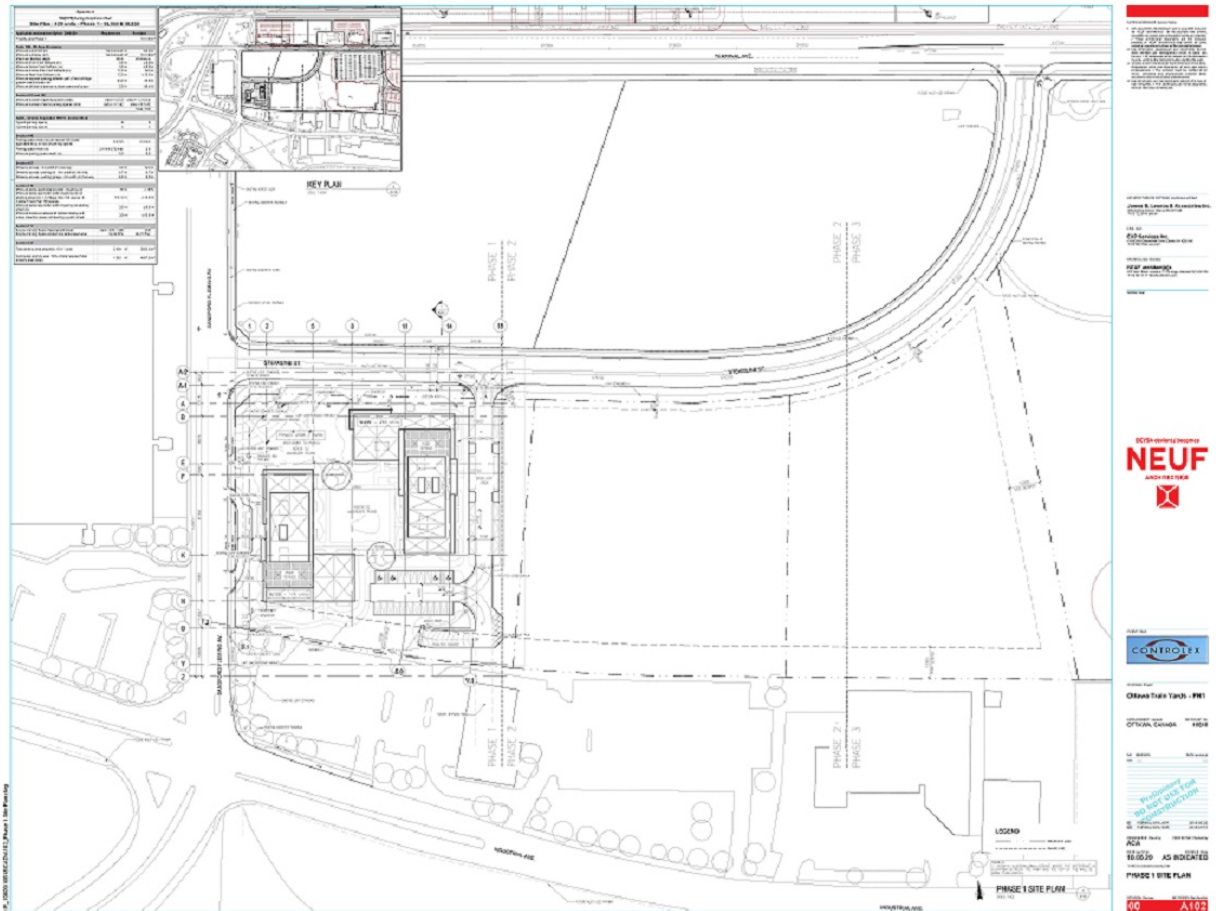


Exhibit 'G' - Phase 1 Site Plan

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.

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

Urban Design Guidelines for High Rise Housing

As the proposed structures are in excess of 10 storeys, the *Urban Design Guidelines for High Rise Housing*, approved by Council in October 2009, are applicable. The guidelines are broken into seven categories, with each category examined below. A pre-consult with the Urban Design Review Panel and a formal review by the Panel have helped shape the design of the project to address these guidelines.

Context

The propose development has been designed to be compatible with its context while helping in the evolution of the area. Per Guidelines 1A and 1B, a building line along the street similar to that of other buildings is maintained, the bases of the towers are designed to visually unify the street, and transitions are made between the existing and new urban fabric. Through the treatment of the tower bases, efforts have been made to create human-scaled built form (Guideline 3), and the six-storey podiums are used to create a sense of transition (Guideline 5). As Phase 1 is a corner site, landscaped open space is

used to emphasize the intersection and create a focus point for the new development. Per Guideline 11, the towers have been oriented so as to reduce shadowing.

Built Form

Through the varied treatments used, the towers have been designed with a defined base, middle, and top, with efforts made to make the base more human-scale (Guidelines 12 and 13). By having the majority of the ground floor treated with glazing, Guideline 14 is accomplished by making the pedestrian level transparent and accessible. The pedestrian entrances for both towers are at grade and are directly accessible from the sidewalk network per Guideline 17. The towers achieve the minimum separation distance from the Zoning By-law (Guideline 20), which also limits close balcony-to-balcony views (Guideline 22). Finally, the tops of both towers are used as outdoor amenity spaces (Guideline 24).

Pedestrians & The Public Realm

In accordance with Guidelines 25, 26, and 30, efforts have been made to provide a high quality public realm. Universal pedestrian circulation throughout the site is achieved, and wide sidewalks are used along Steamline Street and Sanford Fleming Avenue. The public realm also extends into the site through the proposed park area between the two towers, which is connected through sidewalks to the adjacent streets. Lastly, regularly spaced street trees are provided along both frontages of the property.

The safety of the public realm is addressed through Guideline 31, which calls for the use of passive visual surveillance from the residential units onto the streets and sidewalks below. The extensive glazing used in the units in combination with the balconies provided enable residents to view the public spaces below, discouraging negative activities in accordance with Crime Prevention Through Environmental Design.

Open Space & Amenities

The central courtyard between the two towers functions as the primary communal amenity space, acting as a space for social interaction appropriate for the future residents (Guideline 38). This courtyard is located at grade and is appropriate for public use, per Guideline 39, and is sufficiently sized to accommodate the planned level of activity (Guideline 40). Lastly, both communal and private amenity spaces are provided, addressing Guideline 41.

Environmental Considerations

Through the preparation of a pedestrian level wind study, Guideline 44 is addressed. The majority of the grade-level pedestrian uses will be acceptable on a seasonal basis, with further improvements possible through wind mitigation measures. Soft landscaping, including trees and sodded areas, are prevalent throughout the site. These green areas provide amenity space for residents while simultaneously accomplishing environmental aims, such as the reduction of the urban heat island effect (Guideline 50).

Site Circulation and Parking

As prescribed in Guideline 52, both towers are linked to public sidewalks via internal walkways at multiple points. The entrances to both the at grade and underground parking areas are accessed internally from the site instead of from the street, in keeping with Guidelines 56 and 58.

Service and Utilities

Rooftop mechanical and HVAC areas are integrated within the design of both towers and are attractively screened from view (Guideline 61).

Therefore, extensive efforts have been made to design the proposed development in accordance with the *Urban Design Guidelines for High Rise Housing*.

4.3 Conformity with the City of Ottawa Tremblay Secondary Plan

The subject property is included in the Tremblay Secondary Plan. This plan establishes maximum building heights as well as minimum densities. The development is located in Area B of Schedule A (Tremblay TOD), which sets a maximum of 20 storeys. The development has been reduced from 22 storeys, as was proposed in the original submission, to 20 storeys. Therefore, the proposal now conforms with the maximum height provisions of the secondary plan.

The minimum density in Area B is 250 units per net hectare for residential development. This minimum density is met and exceeded, with 407 units per net hectare provided. Therefore, the proposed development conforms to the provisions of the Tremblay Secondary Plan in all aspects.

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



Exhibit 'H' – 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 'H'**. 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. The Phase 1 proposal exceeds this limitation with 407 units/ha. A total of 530.7 units/ha are provided across the three phases of the ultimate proposal, also in conformity with the by-law.

Table 195 – TD Zone Provisions			
I - ZONING MECHANISMS		II - PROVISIONS	III – PROPOSAL
(a) Minimum lot area		No minimum	10,318m ²
(b) Minimum lot width		No minimum	104.3m
(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: 10.9m
	(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
	(v) all other cases	No minimum	N/A
(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	12.0m
	(v) all other cases	No minimum	N/A
(f) Minimum building height		6.7 metres and 2 storeys	20 storeys, 60m
(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	20 storeys, 60m
Minimum required spacing between part of two buildings greater than 6 storeys tall		24m	33.5m

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.

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)

The proposed development is within 600 m of the Tremblay rapid transit station, as shown below in **Exhibit ‘I’**. Due to the actual walking distance of the property to Tremblay Station (1,400 m as shown in **Exhibit ‘J’**), the property would normally be exempt from the maximum parking provisions due to s. 103(2). However, per s. 195(9), “*Column III of Table 103 - Maximum Number of Parking Spaces Permitted in Section 103 applies to all land zoned TD despite the location of the land on Schedules 1, 2A and 2B.*” Therefore, despite the provisions explored above, the maximum parking rate from Table 103 is applicable.

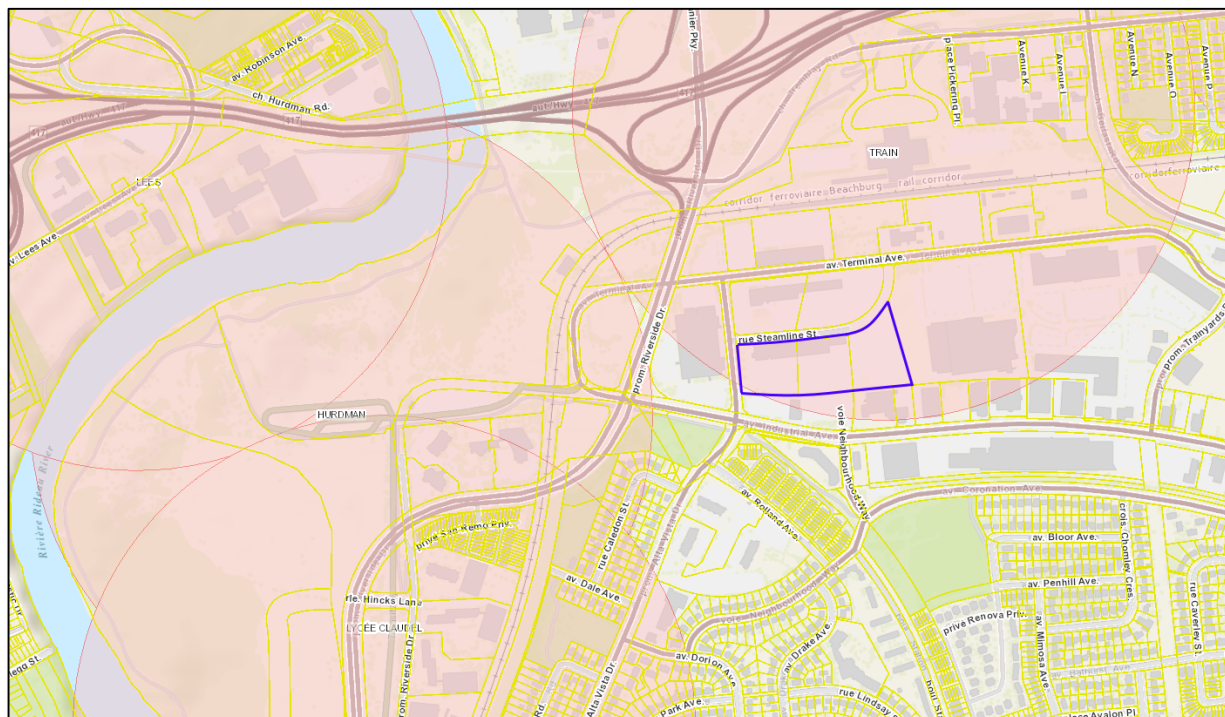


Exhibit ‘I’ - 600m Transit Buffer

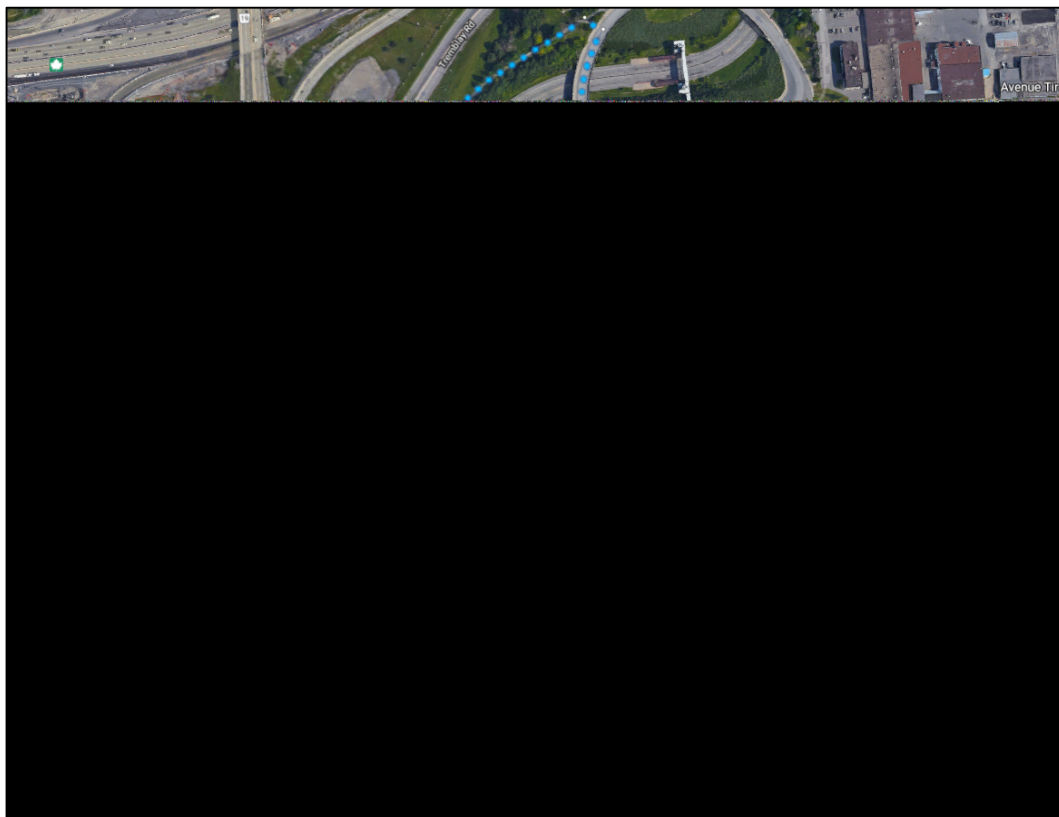


Exhibit 'J' – Route to Tremblay Station from Subject Property

Per Column III of Table 103, for the Apartment Building; Mid-High Rise use the maximum combined total of resident and visitor parking spaces is 1.75 spaces per dwelling unit. For the 411 dwelling units proposed in Phase 1, a total of 572 parking spaces are provided as shown below. Therefore, the rate of 1.39 spaces per dwelling unit provided conforms to Section 103 of the Zoning By-law.

	Resident Parking	Visitor Parking
Phase 1	541	31
Phase 2	846	87
Phase 3	441	61
Total	1,828	179

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 394 dwelling units, 197 bicycle parking spaces are required. 197 spaces will be provided in Phase 1.

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.

Species at Risk: An ecological site assessment was performed to determine whether any ecological constraints from species at risk exist for the redevelopment of the site. The report was based on records from the Ministry of Natural Resources and Forestry's (MNR) Natural Heritage Information Centre (NHIC) database, air photo imagery, and three site surveys. The report concludes that no species at risk nor any other important, sensitive, or protected natural heritage features exist on or near the project site.

Tree Conservation Report: 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 Sanford 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

May 30, 2018

Date

James B. Lennox and Associates

Tree Conservation Report



Name

May 25, 2018

Date

EXP.

Engineering



Name

May 28, 2018

Date

Kilgour & Associates
Species at Risk Report


Name _____

2018/06/22
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
12. Ecological Site Assessment for Species at Risk

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 application conforms to the policies of the Tremblay Secondary Plan including respecting the maximum permitted building height and the minimum density provisions.
5. The proposal is reflective of the intentions and purpose of the zoning designation for this property and complies with those provisions.

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.



May 23, 2018