Downtown Ottawa Urban Design Strategy

Urban Design Brief
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HOK Architects Corporation
January 21, 2011
CHRIST CHURCH CATHEDRAL – DOWNTOWN OTTAWA URBAN DESIGN STRATEGY

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1.0 Application and Project Summary Forms

### Applicant Project Summary Sheet

- **Applicant name:** Windmill Green Fund LP III
- **Panel meeting date:** March 3, 2011
- **Project address:** 439-449 Queen + 412 Sparks Street
- **Date of Panel pre-consult (if applicable):** December 2, 2010; January 5, 2011; February 3, 2011

#### Project Data

- **Application type:** (e.g. site plan, rezoning, zoning and site plan)
- **Proposed use:** (e.g. office, residential, commercial)

#### Policy and guidelines documents examined in preparing proposal

- Planning and Design Package
- Brief description of adjacent uses: See Planning Rational in Urban Design Brief Package
- **Existing zoning:** (with brief explanation): See Planning Rational in Urban Design Brief Package

#### Zoning / Site Plan Details

- **Permitted height and permitted density (see Design Brief):**
- **Proposed height and density (see Design Brief):**
- **Front yard (see Design Brief):**
- **Side yard (see Design Brief):**
- **Rear yard (see Design Brief):**
- **Proposed parking (if applicable):**
  - P.0 (permitted total and total)
  - P.0 (proposed total and total)

If certain zoning provisions cannot be met, please explain why. Please see our response to zoning items in our planning rational submitted in Urban Design Brief.

### Submission Checklist for Applicants

- **Complete only applicable tasks**
- To be compiled for applicant and included, as a hard copy, with submission package provided to City of Ottawa Planning
- Information other than presentation to be submitted as JPEG - 10MB file size maximum

#### Project Address

- **This Panel Pre-consultation Submission Package contains:**
  - **Applicant Project Summary Sheet**
  - **Context Plan** (please see website for details)
  - **Photographs** to illustrate existing site conditions and surrounding context
  - **Year and/or Illustrations** that show project massing and figure-ground relationships in the urban context
  - **Models and/or Illustrations** showing that alternatives for site layout and building massing have been considered
  - **Draft site plan**
  - **Grading Information** (if grades are an issue)
  - **Presentation in PowerPoint or PDF format** (10MB file size limit – file not to be backed up with other material)

#### City of Ottawa

HOK Architects Corporation
January 21, 2011
2.0 Urban Design Brief

2.1 Urban Design Objectives
Our urban design objectives have been informed and enhanced through the process of the pre-consultations conversation with the Urban Design Review Panel. Our key design objectives are as follows:

- To bring to the site the **appropriate density** while respecting key City view sheds.
- To be **sensitive to the urban infilling** of our project as it relates its compatibility within the community at large presently and within the near future.
- To provide the key **heritage assets** on site with sympathetic and symbiotic responses to **views**.
- To enhance a significant city block with **signature architectural built form** and animation.
- To recognize the market/economic determinants of our client in **preserving the integrity and ministries of the Church**.
- To **embrace the Public Realm** on all street facades and to engage in the longer term development of the district to the North and West.

2.2 Site Design
The development of the site strives to compliment and integrate with the multiple heritage assets on a shared city block, re-establishing their significance and prominence upon the bluff. The reaction to the site is twofold, one being that of inner community and neighborhood and secondly that of a façade to the city.

High value Landscape and Urban design materials and features are also given primary consideration in the re-establishment of a ‘pedestrian first’ environment. Existing at-grade parking pads are minimized, replaced with courtyards, lanes and the Church “civic” plaza. Through-block connection also assists in the integration of the new development into the western end of the Ceremonial Route, the Escarpment Plan and the City.
Important distant and local view corridors are maintained and enhanced through the careful placement and massing of each component as shown below.

Key viewpoints were researched, refined and presented throughout the pre-consultations.

Viewpoint 1:

Viewpoint 2:

Viewpoint 3:
2.3 Built Form

In response to a variety of guidelines and the Urban Design and Heritage pre-consultations we have evolved our design at the lower plinth/podium level of the buildings to support human-scaled streetscapes and quality pedestrian, cyclist environments. Pedestrian through traffic is encouraged and promoted especially along the philosophers walk connection from Queen Street to the Church Plaza on Sparks by way of a quiet, ground level lit and landscaped space between the Cathedral and the new office tower. A new set of enlarged stairs will bring the pedestrian to the lower level of the Cathedral East façade so that it can be enjoyed to the fullest. The landscape up and against the Cathedral itself is simple (grass) as it should be.

To the West the buildings have been customized to respect views, corner conditions and existing heritage buildings by way of integration or by maintaining them in their existing environment.

2.4 Building Articulation

The process of pre-consultation at the City Planning Department level, pre-consultations with the Downtown Urban Design Committee and Heritage Committee have directed us to the current building resolution. Our response to the design can be described as a simple, clean and calm treatment of the facades as they relate to the Cathedral grandeur. By articulated the podium level and respecting zoning by-law setbacks and maintaining a meaningful portion of the existing built forms on Queen Street we are achieving harmony at the community and public realm level. Reinforcing key views and engaging the street level pedestrian and visitors while providing more signature façade treatments facing away from the site we are able to achieve a destination site at many levels.

2.5 Character

Building materials are chosen for their compatible scale and finish to highlight their similarities with their context from the large scale rusticated stone of the Cathedral through to the small scale masonry module of the existing houses. The stone base (podium plinth level) sets the precedent with clear datum lines being picked up from the Cathedral and Roper House carried through and reinforced around the block.
Materials above the podium plinth are more calm and clean and will vary from Vision glass to Opaque or Fritted Glass panels accentuating the verticality of the site existing Cathedral spire. Strategic metal panel of “ebony” color will be used to transition the towers from East to West and provide a clear break between the “Clean – Calm” and the “Signature” sides of the towers.

2.6 Architectural Treatment

The proportion, size and location of each component part are better understood when set in relation to one another in the composition. Understanding the development as a coherent assembly, the finer grain residential character of Queen Street is reinforced, at the same time that the ceremonial address of Sparks Street is bolstered. Each of three main architectural treatments are uses on the site and symbolized by a vertical marker set in relation to one another; the Spire of Christ Church Cathedral, the calm and signature sides of the Residential Tower and the Glazed Prow of the Commercial Tower are three of a ‘set’, emphatically stating the importance of this unique site in Ottawa.
2.7 Lighting
Our approach to lighting as always been one of ground level or from adjoining buildings (low level wall lighting). This will be developed further in detailed design but the guiding principle is to light up the pedestrian walkways and dark corners making the site safe and useable throughout the seasons.

2.8 Signage
Our approach to signage on this site will be one of simplicity, allowing wayfinding to direct the users and inform the visitors. A “less is more” approach is key to maintaining the sites heritage character.

2.9 Services
The design will express Green technologies within and upon the buildings (such as the use of Green Roofs). Penthouse will house most heating, cooling and ventilation systems and elevator housings so that they are concealed from view and dampen the noise generated from such equipment.

Site utilities have been reviewed by our Civil engineer with related City Departments and found to be adequate for the project.

2.10 Heritage Considerations
The current plan has been considerate of all heritage buildings by establishing a new building relationship within the block. Infill has been designed and nurtured in a manner to achieve a balance between the Church’s ministries continuing to perform their wonderful work for the city and a new church program. This block is recognized as primarily a residential district and the West sector of the property is developed in this vein respecting the densification policy set by the City of Ottawa.

The full protection of Christ Church Cathedral, Lauder Hall and The Roper House are secured. The Roper House property will be maintained pending a program change which would bring on further restoration and enhancements to the building and property. The Queen Street semi are being kept to a “meaningful portion” and integrated into the West Residential Towers.

2.11 Green Technologies
Technologies for this site will be composed of Climate responsive strategies relevant to the City of Ottawa and site microclimate

- Building energy efficiency by prioritizing long life passive design strategies
- High efficiency HVAC, lighting and electrical systems
- Intelligent Building Automation Systems
- Renewable energy generation on site such as solar photovoltaic and solar thermal
- District energy, geothermal and cogeneration opportunities
- GHG reduction by employing energy efficiency and clean energy sources
- Legible sustainable building architecture features such as high performance building envelope, solar shading devices, personal winter gardens, day lighting and view optimization
- Water efficiency through the use of water conservation fixtures and greywater systems
• Stormwater harvesting for design elements and/or irrigation through cisterns in the underground parking areas
• Landscape design including green roofs/walls, indigenous and drought resistant plant species or food producing varieties which restore the local biodiversity
• Building materials with low embodied energy, reclaimed and/or recycled material sourced locally
• Waste management strategies for waste, recyclables and organics

2.12 Responses to Pre-consultation sessions

December 2nd, 2010

• We addressed the stepping back of the North face of the Residential tower as suggested and have maintained this position throughout the evolution of the design to date.

• The townhouses have also been pushed deeper into the site at the key pinch point of the melding of Sparks street into Bronson. Our refinement of this corner is shown well in the landscape plan which can be found within this document.

• The West tower refinement as also taken into consideration the objective of responding to the view shed from Beachwood cemetery and the recommended taller and slimmer approach to the residential tower overall.
• The Lutheran Church has now been engaged in the overall urban streetscape discussion by the pushing back and the refining of the office tower lower level and calculated articulation of the architectural facades increasing the plaza space which opens to the Christ Church sense of entry.

• We have also taken into consideration the longer term NCC plan for the escarpment and brought a vision to the possible extension of the Christ Church entrance plaza into and beyond the site proper, across the roadway. We are hopeful that this discussion will continue with the City of Ottawa and NCC.

January 6th, 2011

• At this meeting we have addressed the height of the West tower and responded to the view sheds after further consultation with the City planning department and it was presented by the planner at the pre-consultation.

• Density questions and an analysis of such can be found in section 5.0 Planning Rational which demonstrates that our site once fully built out has less density than the three adjacent city blocks. We have inserted the actual calculations below.

• In regards to the relationship of the Lutheran Church and the parking entrance to the office tower from Sparks street we have diligently studied and re-commissioned our traffic study engineers to verify the effect of having the underground parking entry/exit and deliveries done off of Queen street. The traffic study informed our design and was positive so the entrance was moved and landscaped appropriately. This design will also take into consideration the servicing of storm water and address some site issues of retaining walls to the trio of heritage home off of Queen Street.

• The Queen Street semis have now been addressed with a “meaningful portion” of façade being retained.
February 3rd, 2011

- We have addressed the recommendation to provide the new building facades with calm and clean treatments while allowing some more dramatic curving form features of the towers to be expressed outside and to the edges of the traditional views.

- By expressing the verticality of the site and taking cues from the Cathedral itself we feel the proportions of the facades have addressed the sites harmony of positive and negative space.

- We have addressed the crowding of the front entry to the Church space off the plaza by pushing back this enclosure and making it quite transparent. We have demonstrated this in our power point presentation by showing the current footprint of Cathedral Hall, which is planned to be removed and replaced with a much smaller and shorter enclosure.

- The office tower has also been revised and addresses the suggestion of removing the angled façade and replacing it with a stepped pattern in memory of the historic land patterns and lots.

- We have also reviewed the Venice Charter in our approach to the urban rational of the site context.

### BuildGreen Developments - Analysis of Surrounding FSI

<table>
<thead>
<tr>
<th>SITE</th>
<th>BUILDINGS</th>
<th>FLOORS</th>
<th>FOOTPRINT</th>
<th>AREA</th>
<th>SITE AREA</th>
<th>FSI</th>
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<tbody>
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<td>1</td>
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<td>2</td>
<td>5,350</td>
<td>10,700 m²</td>
<td>7212 m²</td>
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<td>1</td>
<td>B</td>
<td>9</td>
<td>724</td>
<td>6,516 m²</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>C</td>
<td>16</td>
<td>695</td>
<td>11,120 m²</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>D</td>
<td>10</td>
<td>1,375</td>
<td>13,750 m²</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>22,750 m²</td>
<td>6.50</td>
</tr>
</tbody>
</table>

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2.13 North Elevation
2.14 West Elevation
2.15 South Elevation
3.0 Architecture and Urban Design Analysis

3.1 Proposed development features

The proposed development will integrate new construction to compliment the extensive heritage assets on the approximately 2 acre site. New construction consists of an office tower to the east of the Christ Church Cathedral, and a high-rise residential condominium tower with a low-rise, mixed-use extension to the west. This mixed-use building provides residential townhouses with front door address on both Sparks Street and Queen Street, and also accommodates important entry, reception and social functions for the Cathedral. Some of these church functions are presently housed in the building on Sparks Street (Cathedral Hall) that is proposed to be demolished. The reconfiguration of the church’s adjunct spaces in the new facility will provide better facilities for the church in a more accessible arrangement.

A new Civic Court is established across from the Garden of the Provinces and Territories (on the north side of Sparks Street) as the Ceremonial entrance to Christ Church Cathedral. This new space also provides functional address for the Cathedral on its west side.

The scheme maintains an existing semi-private garden immediately west of the Cathedral. In the manner of a traditional cloistered space, the new Cathedral function rooms have visual and physical access to this garden space. Ample natural light permeates the interior space.

The existing garth is maintained between the West façade of the church and the new church hall. The site includes several noteworthy historic buildings, including the Cathedral and Lauder Hall, the Lutheran Church, Roper House and two semi-detached houses. Each has substantially influenced the site and provides for the following uses:

- 136 Residential condominiums, including street level townhouses on Sparks and Queen Streets
- Office space
- Ecclesiastical and Community spaces.

The site maintains the unrestricted north-south public access currently enjoyed today. A central courtyard is provided as a site for public art devoted to improved public understanding of the importance of the environment and sustainability issues. A new philosopher’s walk is introduced between the cathedral and office tower allowing clear and clean access to the enjoyment of the splendor of the cathedral wall and buttresses.

3.1.1 Heights

The significance of the Christ Church Cathedral Spire establishes the focus and purpose for the development. It also informed us on versatility for design purposes.

The mass of the office building to the east of the Cathedral is stepped in deference to the position and prominence of its spire. Additionally the building floor plate steps inward incrementally every few floors towards the top of the tower further accentuating the angle of the spire. The office tower rises beyond the Cathedral spire to a proposed 50 metres at the main roof, (with a mechanical penthouse tower at 54 metres on its east side); the massing is sensitive to the location and prominence of the spire.

At 12.7 metre high, the low-rise residential townhouses and residential tower podium is coordinated with and relates to the commercial tower’s base. And it is at a height compatible with the Cathedral, Lauder Hall, Roper House as well as the three existing properties toward the east end of Queen Street.

The high rise portion of the residential tower is situated a considerable distance west from the Cathedral and is expressed in three distinct parts. The south end of the tower rises to 21 storeys at 73.6 metres above Queen Street. The North tower portion rises to 60 metres in height.

3.1.2 Setbacks

The new residential tower has been located to maximize the development potential of the site, in support of the Church’s goals, while attempting to minimize impact on the residential neighbours to the south by reducing the east-west presentation on Queen Street for views to the north. The residential tower is also set back on Queen Street approximately 7.4 metres to be in deference to the south face of Lauder Hall and the houses beyond.

Between the new residential tower and the Cathedral, a low-rise, mixed-use building is incorporated which houses Church functions to the east and south and includes a row of townhouses with private street level access on Sparks Street. These townhouses are set back 3.0 to 3.6 metres from Sparks Street. The line of the townhouses continue across the main pedestrian and vehicular access route on Sparks Street and contributes to forming the
podium edge of the residential tower on Sparks Street. The setback is maintained at the western most townhouse, toward the junction of Bronson and Sparks Street to allow for a more sympathetic transition to the Roper House.

A new accessible (transparent) entry pavilion to the west of the Cathedral forecourt is configured to provide level access to the Cathedral floor, approximately 4.67 metres above grade. This entry pavilion is set back 1.8 metres from the north property line, which is further set back than the existing pavilion on Sparks Street, and is approximately 1.7 metres south of the face of the adjacent townhouses, providing a separation between the Cathedral’s forecourt and the adjacent townhouse units.

The office building has a tower element on its east side setting back 3.24 metres from the northeast corner of the property line. A new underground parking access and loading dock is located at the southernmost extension of the office tower on Queen Street, set back 22.56 metres to maintain direct views to the masonry expression of the cathedral transept to its west, and the trio of heritage houses to the east. North of the mid-block, east-west property line the office tower is set back 3.0 metres north (beyond current zoning requirements), adjacent to the heritage houses on Queen Street, in deference to the heritage buildings. No setback is required or provided along the easternmost property line shared with the Lutheran Church.

3.1.3 Access/Egress

West Tower:

The main lobby entrance of the residential tower is oriented east and addresses an interior landscaped courtyard situated between Lauder Hall and the low rise development on Sparks Street. The access to this courtyard is intended primarily as a public pedestrian route through the site. Vehicular passage is permitted to traverse the lane, but at the speed of the pedestrian. And to encourage this pattern the surface treatment of the courtyard will be masonry paving units. Vehicular movement is one way southbound from Sparks Street towards Queen Street for passenger drop-off at the residential main lobby, emergency vehicle access and loading. Bicycle racks are provided adjacent the lobby plaza for visitors, and the building is outfitted with interior bike parking for the convenience of residents and to meet the LEED NC requirements.

The underground parking garage entrance/egress is located on Queen Street toward the west side of the tower’s podium base. And loading is located along on the north-south vehicular access route described above with side door access to the tower. This minimizes the use of streetscape dedicated to building servicing.

East Commercial Tower:

The front entrance of the east office tower has its address on Sparks Street. The main pedestrian entry is located on the east side of the building and party to the forecourt of the Cathedral. A paved north-south meandering parallels the west side of the tower, acknowledging and reinforcing current public access through the site. This pathway is well lit to encourage safe pedestrian use day and night. Bicycle racks are provided adjacent the lobby plaza for visitors and the building is outfitted with bike parking and showers for the convenience of building occupants and also to meet the LEED NC requirements.

The underground parking entrance/egress is on Queen Street providing appropriate separation between the main vehicular and pedestrian entries.

The loading dock is located on the north side of Queen Street and is set back considerably from the sidewalk to allow the historic buildings on either side to appropriately form the streetscape view from both the east and west vantage points.

3.1.4 Parking

West Tower Site:

Required

- The site is located in the Central Area - Area A on Schedule 1 to Zoning By-Law 2008-250, and is within 600 metres of a rapid transit station. Since the site is west of the Rideau Canal, there is no parking requirement for the new residential use, visitor parking, restaurant use, Place of Worship, or Place of Assembly.

Provided

- 144 underground parking spaces are proposed for the west tower site. This will include one ‘car share’ parking space to encourage alternative transportation use, and support of public transportation. The number of parking spaces provided also responds to the marketability requirements of the condominium use.
East Tower Site:

Required

- Based on the office tower gross floor area of 8888 square metres, 71 parking spaces are required in the east tower to meet the zoning requirements. The site of the proposed office tower is currently used as surface parking to serve the Cathedral. The Cathedral desires 25 permanent parking spaces and 75 parking spaces for evening and weekend services.

Provided

- 100 parking spaces are provided in the east tower. This provides the Cathedral with the desired 25 parking spaces for daily use and complies with the zoning required parking for the office use. Since the additional parking is required on evenings and weekends, these 75 spaces will be time shared, eliminating unnecessary excavation, and providing a more sustainable solution overall.

3.1.5 Design Features

Tempered Summer Terraces:

Tempered summer terraces occupant control of energy use

In keeping with the sustainable philosophy of the development, superior air quality and occupant control of their environment are fundamental features of the development. One feature of the residential tower is the provision of tempered summer terraces. The direct eastern and western exposures of the residential tower are ideally suited for this approach. These areas can be glass enclosed in the winter months to capture the heat for use in the unit and remain open air in the summer months, as traditional shaded balconies. The occupant has the means to control this device and the effect on the interior environment. These elements are a visible sustainable design feature.

Deference to Heritage Assets:

The office tower provides a uniform calm background ‘foil’ which highlights the spire and restores the Cathedral’s prominence on the Ottawa skyline.

The podium provides a compatible relationship with the heritage assets in terms of height and material selection, and maintains the scale of the building fabric of the site, especially when seen from the pedestrian perspective at sidewalk level.

Masonry module and finish:

The material proposed for the podium level of both the residential and the office tower is a stone similar in colour to that of the existing historic buildings on the site. The texture of the stone would be a smooth finish to distinguish it from the rusticated stone of the Cathedral and the Lutheran Church to the east of the site. The masonry module of the residential tower would mediate between the scale of stone finish on the Cathedral and Lauder Hall and the brick finish of Roper House to the west.

The site is located on a limestone outcrop and we will incorporate excavation materials into the project.

3.1.6 Sustainability

Introduction:

Cathedral Hill will embody sustainability by providing a legible narrative of environmental stewardship to the neighbourhood, City of Ottawa and the National Capital Region. The proposed development will articulate sustainability in the realm of quantitative performance and conservation of natural resources such as energy, water, waste, materials, esthetic of building architecture and also in context of the site, relationship to adjacent built and natural environments and respect of the Heritage Significance of the Christ Church Cathedral lands. Cathedral Hill will demonstrate inclusiveness and integration of sustainability in support of the City of Ottawa as a leader in placing value on natural capital in the national capital.

Sustainability Frameworks:

The following green rating systems will aid to inform design and foster a common language in developing sustainable design objectives for Cathedral Place:

- Leadership in Energy and Environmental Design for New Construction and Major Renovations (LEED® Canada NC) 2009 CaGBC.
- Cathedral Hill will pursue a LEED® Canada NC 2009 Gold Certification. This rating system is designed to guide and distinguish high-
performance institutional and commercial projects. LEED® Canada NC 2009 will be utilized as a framework to develop sustainability strategies in a demonstrable way and contribute to the principles of the City of Ottawa Green Building Pilot Program.

- Leadership in Energy and Environmental Design for Neighborhood Development (LEED® ND) 2009 USGBC.
- The LEED® ND 2009 rating system integrates the principles of smart growth, New Urbanism and green building for neighbourhood design. This rating system promotes developments which protect and enhance the overall health, natural environment and quality of life on a community scale. Cathedral Hill will consider all LEED® ND 2009 prerequisites and regional priorities relevant to the urban design objectives of the development.

- The building will be designed to LEED Platinum, and marketed as LEED Gold. Please note that all of Windmill Development’s past projects have been awarded LEED Platinum, including the highest scoring LEED project in the world at Dockside Green in Victoria.

- The development will comply with all expectations of the Green Building Checklist, with a special emphasis on ensuring storm water discharge rates are maintained at or below existing conditions through a variety of measures including cisterns and green roofs.

Guiding Principles:

Cathedral Hill will evaluate and implement appropriate sustainable design strategies and principles including:

- Climate responsive strategies relevant to the City of Ottawa and site microclimate
- Building energy efficiency by prioritizing long life passive design strategies
- High efficiency HVAC, lighting and electrical systems
- Intelligent Building Automation Systems
- Renewable energy generation on site such as wind, solar photovoltaic and solar thermal
- District energy, geothermal and cogeneration opportunities
- GHG reduction by employing energy efficiency and clean energy sources
- Legible sustainable building architecture features such as high performance building envelope, solar shading devices, personal winter gardens, day lighting and view optimization
- Water efficiency through the use of water conservation fixtures and greywater systems
- Stormwater harvesting for design elements and/or irrigation
- Landscape design including green roofs/walls, indigenous and drought resistant plant species or food producing varieties which restore the local biodiversity
- Building materials with low embodied energy, reclaimed and/or recycled material sourced locally
- Waste management strategies for waste, recyclables and organics

Pedestrian friendly emphasis including public/private outdoor greenspace connected and open to streetscape.

The Cathedral Hill development will demonstrate and embrace tenets of environmental stewardship, foster awareness and social benefits of green development and demonstrate the economic viability of green development in the City of Ottawa.

The Cathedral Hill development emphasis on sustainability is intended to enhance the local community, its ecosystems and promote innovation by design. The sustainability elements of the development will be exemplary and raise the base in promoting green development, livable and healthy communities in the City of Ottawa.

3.2 Rationale for proposed design, evaluated in terms of its response to:

3.2.1 Official Plan - Section 2.5.1 - Design Objective and Principles; and Annex 3 – Design Framework;

The site is designated central area (as per official plan) area A per schedule 1 to zoning by-law 2008-250 consolidation. The central area is influenced by the City’s strategic directions under section 5. Building Livable Communities and most predominantly governed by subsection 2.5.1. Compatibility and community design (amendment 28, July 13, 2005).

The central area is now being directed towards a 20 year plan of intensification. A growth management plan which introduces new development in existing areas with
long histories of development but which may be stymied in recent development proposals.

The proposal for this site engages the general terms of the compatibility plan by introducing a project that brings comparable and complementary buildings to the site to what are found in vicinity to the civic block.

Our approach to the building program emphasized the “fits well” and “works well” functions described in the City’s direction. We often described these types of projects/programs as having “loose fit – long life” attributes.

The promoters have the foresight on this project to serve and preserve a number of programs within the development proposal and they are:

- Incorporated Synod of the Diocese of Ottawa
- Bishops Quarters and Administration
- Archives
- Parish of Christ Church Cathedral
- Parish Hall
- Ministries
- Sexton Quarters
- Residential Townhouses
- Residential Condos
- Office Tower

Our vision for the development plan of this site plays up a number of important principles which we define as pillars of planning. They are:

- Community Character (enhanced)
- Porosity of site
- Engagement
- Livelihood (animation)
- Sustainability
- Human Scale (at podium plinth level)

- Intensification
- Security
- Heritage Preservation (Enhancement and longevity)
- Landscape (Restorative)
- Art

Our design objectives are reflected in the adoption of many of the City’s principles which we have translated into our guiding principles.

**Principle 1 - Enhancing the sense of community** by maintaining the Diocese and the Christ Church Cathedral programs and integrating them in the new built forms on site in a mixed use concept; therefore securing the ministries of the church.

**Principle 2 – Define public and private spaces** are created by edge conditions and access throughout the site (porosity) from North to South and internally from East to West. The re-programmed spaces will enhance the quality and character of the Ecclesiastical block by protecting the Christ Church Cathedral, Lauder Hall and Roper House.

**Principle 3 – Safety** within this development block with be enhanced by the use of human scale at or near ground level lighting and security monitoring. The fact that the block will be intensified with more permanent residency will, by itself, raise the level of security to the site. All entrances, walkways and thoroughfares will be well lit and have safe, non-slip hard surface landscapes, avoiding stairs as a principle for pedestrian movement.

**Principle 4 – Respect of existing character (Built Heritage),** restorative measures will be undertaken for all buildings and landscapes.

**Principle 5 – Adaptability and diversity of Place,** our goal is to unify the site through the new diversity programs.

**Principle 6 – Respect of natural processes and features plus sustainability in development - Escarpment Plan** is to respect and interpret the future plan by creating human scale animated spaces on Sparks Street.

**Principle 7 – Upper Town:** In response to the upper town secondary plan, our development proposal addresses the key vision points as follows:
Residential Predominance: The vitality of the Ecclesiastical block will be reviewed and intensifies by the introduction of both townhouses on Sparks Street and Queen Street and the condominium Tower to the west of the site.

Heritage Conservation: Our proposal takes stock of the existing strong presence of Christ Church Cathedral and responds by sympathetic stepping back of the office building facade to allow for views to the spire from Bay & Sparks Street and Bay & Wellington Street corners. Launder Hall is preserved and will enjoy a new landscape treatment on Queen Street as part of a repositioning of the urban streetscape treatment. Roper house and its landscaped lawns will be maintained.

Profile: The site will be punctuated with medium to high profile development in character with the central area vision.

Pedestrian Movement: As mentioned previously the site will provide a generous level of porosity from the South and the North and house within it private (Cathedral gardens) and semi-public (Courtyard) spaces. The lawns at Roper house will provide leisurely private space allowing for outdoor uses of different character to the South and North of the house. With the planned “Escarpment Plan” in the future, the livelihood of Sparks Street is predicted to grow especially during summer months and the positioning of Roper’s North patio, art, gardens and planting will play well in the enjoyment of the users using this path to access LeBreton Flats.

Transportation: Being within 600 meters from current and proposed heightened mass transit routes (East-West) the site is prime for intensification. The site is also within reasonable mass transit, pedestrian walking distance to the current O Train (North-South) transit way on LeBreton Flats.

3.2.2 Downtown Ottawa Urban Design Strategy (DOUDS):

Our proposed development falls within the “Business Precinct” identified as #13. The interface district: Queen Street/Wellington Street/Sparks Street section.

Response to the DOUDS: In response to the City's community design oriented development process we have planned one pre-consultation with the newly formed community for December 2, 2010. Early dialogue with planning staff has allowed for 3 pre-consultations while submitting the request for zoning amendment prior to our first meeting. We have submitted our documentation addressing the six key areas described below:

- Context plan (showing abutting properties and key destinations and linkages within a 100m radius (a larger radius may be requested for larger/more complex projects), such as nearby transit stations, major roads, parks, major open spaces, planning boundaries, landmark buildings, etc.)
- Photographs to illustrate existing site conditions and surrounding contexts
- Models and/or illustrations that show the project massing and figure ground relationships in its urban context
- Models and/or illustrations showing that alternatives for site layout and building massing have been considered
- Draft site plan
- Grading information, if grades are an issue.

Ottawa Escarpment Area District Plan: The Ecclesiasticlal Block which is bordered by Sparks Street, Bay Street, Queen Street and Bronson Street is a complicated and time developed / shaped parcel of history and land within the Ottawa upper town district.

Under Section 3.2.3 – Cathedral hill heritage conservation district the following key statements are found:
“Due to the urban context within which this block is located – as well as a series of earlier development precincts – there are potential development opportunities within this unusual and important piece of the city.”

“As presented in the Secondary Plan for the Central Area, the Cathedral Hill Heritage Conservation District is to remain at a predominantly low-to-medium profile.”

“The intent for this block is to create a unique transitional entry to Upper Town and the Core. The architectural integrity and cultural identity of this significant historic grouping of buildings will be protected and enhanced. The imposing Roper House, for example, an Ottawa landmark, will be visible above the prominent historic limestone cliff from gateways in LeBreton Flats and from Confederation Boulevard. Pedestrians walking along the western part of Sparks Street will be drawn to the special heritage character of this area, as well as the panoramic views of LeBreton Flats, the Ottawa River, and Hill from an aesthetically landscaped pedestrian amenity area which interprets Ottawa’s early geologic history from atop the limestone cliff”

“Nevertheless, beyond current policies and zoning, it should be recognized that modern operating realities of the existing institutional use – coinciding with their need to generate income for their own programs – indicates that current standards should be reviewed to allow greater flexibility.”

3.2.3 Urban Design Guidelines for High Rise Housing.

In Ottawa as defined by the official plan, a building is considered a high-rise if it is ten stories or more. Our proposed West mixed use building is therefore considered a high-rise. It has a traditional podium base, mid-tower and top.

Our design expressed the mid-tower by sectioning the building into two halves (North and South) feature on the façade. The south section has been splayed back to provide the neighbouring Queen Street town occupants with greater aperture to views to the North-East and North-West.

The building’s plinth (podium base) will house townhouses with direct communities to the urban streetscape on Sparks Street and Queen Street. The uppermost penthouse levels (stepped down on the North section) opening to an outdoor terrace with green roofs and planned.

At the highest level of the building the introduction of a “patio of photo voltaic” panels are planned.

Although the axis of the building (tower) would have benefitted for a East-West sitting. The promoters have been responsive to the unimpeded views and vistas of the neighbours.

The tower’s position on site also allows for the Roper house lawns to be re-established and for the town houses between the town and the Christ Church Cathedral to be respectful of the plinth height and to re-occupy the previous massing of the parish hall.

3.3 Relationship to Heritage Assets

As described above and in the accompanying Heritage Report, the entire development strives to compliment and integrate with the multiple heritage assets, re-establishing their significance and prominence on the shared site as well as in the City of Ottawa at large.

High value Landscape and Urban design materials and features are also given primary consideration in the re-establishment of a ‘pedestrian first’ environment. Existing at-grade parking pads are minimized, replaced with courtyards, lanes and civic plazas. Through-block connection also assists in the integration of the new development into the western end of the Ceremonial Route and the City.

Building materials are chosen for their compatible scale and finish to highlight their similarities with their context from the large scale rusticated stone of the Cathedral through to the small scale masonry module of the existing houses.

Important distant and local view corridors are maintained and enhanced through the careful placement and massing of each component as shown in the attached documentation.

The proportion, size and location of each component part is better understood when set in relation to one another in the composition. Understanding the development as a coherent assembly, the finer grain residential character of Queen Street is reinforced, at the same time that the ceremonial address of Sparks Street is bolstered. Each of three main uses on the site are symbolized by a vertical marker set in relation to one another; the Spire of Christ Church Cathedral, the Winter-garden of the Residential Tower and the Glazed Prow of the Commercial Tower are three of a ‘set’, emphatically stating the importance of this unique site in Ottawa.

Our approach is to work with the retained heritage consultant in the exacting process of a Conservation Plan. With Conservation strategies in place the implementation of the preservation, mitigation and execution will be documented, financed and managed by our client. Since we are aiming to return Roper House to its “grandeur”, animating Sparks and Queen Streets with new human scale townhouses using landscape treatments and set back in response to the in-situ preserved buildings we believe we can achieve a successful response to the sites redevelopment.
Further “Conservation and Development Strategy” information can be found in the Bray Heritage – Report # 2 – Impact Assessment in this booklet.

3.4 Relationships to landscape to the built form /heritage buildings/streetscape

3.4.1 Design Intent

The intent of the Cathedral Hill Landscape Design is to define public, semi-public and private outdoor space as a cohesive perimeter to the development. The approach will reflect the patterns and materials used in the former grand home landscapes and ecclesiastic buildings of Upper Town.

3.4.2 Spatial Definition

Both churches on this block have open lawns with relatively narrow walkways to their principal entrances (rather than paved plazas). Further south in Centre Town, Dominion Chalmers Church and St. Patrick’s Cathedral have direct walkway connections to their principal entrances but enclose their green spaces with steel picket fences.

The grand homes of Upper Town had a very regular pattern of low stonewalls with ornamental iron fences, or simply ornamental iron fences with large deciduous street trees in the boulevard. While the lawns and often-elaborate gardens within the fence were visible from the sidewalk, it was very apparent that these were the private domain of those homes.

The Roper House may have had a low retaining wall at one time, but certainly, there were deciduous street trees along the boulevard. Uncharacteristic of the neighbourhood we believe that the Roper family were not much interested in gardening and kept simple lawns without ornamental flower or shrub beds. Based on these former patterns of defining public, semi-public and private space the landscape concept proposes to have two types of perimeter landscapes:

- Open lawns and plazas at the Church and office building entries;
- Masonry columns and steel picket fences and gates at the townhouses

In addition, clearly defined through-block connections will punctuate the office and residential towers from Christ Church and its meeting halls, and two internal courtyards will provide light, visual interest and outdoor amenity or use space.

3.4.3 Materials

The perimeter fences were often rough dressed stone masonry with or without ornamental iron fences and gates. Some homes elected to use iron fences alone. The pattern of street trees in the boulevard was quite consistent as was the style of open lawn with ornamental flower and shrub beds. Planting might be described as 'below the knee and above the head' in that the beds were
largely decorative displays of flowering plants, rather than foundation planting or screen planting and the large trees that were valued for shade. Pavements were a mixture of concrete, occasionally large flagstone or fine gravel.

**ROPER HOUSE**

The landscape concept proposes to define gateways to the through block connections with stone masonry columns, and enclose the townhouse lawns and Lauder Hall lawn with steel picket fencing. The Roper House lawn will be defined sloped to the perimeter sidewalk. Deciduous street trees would line Queen Street with simple lawns, and possibly paved terraces flanking the building, depending on the interior use.

The north lawn of Christ church will remain open complete with existing or replacement crab apple trees. Both the new church meeting hall entrance and office building will be pedestrian plazas. The office building plaza will be articulated with sitting height planters with relatively low planting, which will visually soften the space without interrupting views of Christ Church. These planters will also serve to organize waste receptacles, bike racks and the like.

The pavements of these plazas and the through block connections will be coloured and textured with natural stone boarding.
3.5 General Plan of Service (Civil)
3.6 Grading Plan (Civil)
3.7 Existing/Demolition Plan & Proposed Roof Plan
3.8 Site Plan and Project Statistics
3.9 Elevations
3.10 Shadow Studies

SHADOWS STUDY
JUNE 21 AT 9AM

SHADOWS STUDY
JUNE 21 AT 12PM

SHADOWS STUDY
JUNE 21 AT 3PM

SHADOWS STUDY
DECEMBER 21 AT 9AM

SHADOWS STUDY
DECEMBER 21 AT 12PM

SHADOWS STUDY
DECEMBER 21 AT 3PM

SHADOWS STUDY
MARCH 20 / SEPT. 22 AT 9AM

SHADOWS STUDY
MARCH 20 / SEPT. 22 AT 12PM

SHADOWS STUDY
MARCH 20 / SEPT. 22 AT 3PM

LEGEND

SHADOWS FROM EXISTING BUILDINGS

SHADOWS FROM NEW BUILDINGS

SPA
4.0  Cultural Heritage Impact Statement

4.1  Report Number 2 – Impact Assessment
1 | Current Heritage Assessment Policies .................................................. 1
2 | Conservation Goals and Objectives .................................................. 3
3 | Impact of Proposed Development ..................................................... 5
4 | Conservation and Development Strategy .......................................... 7

CHRIST CHURCH CATHEDRAL REVITALIZATION
Cultural Heritage Impact Statement

REPORT #2 – IMPACT ASSESSMENT

1 | Current Heritage Assessment Policies

The City’s heritage inventory and evaluation, as well as similar documentation prepared by Parks Canada/Heritage Sites and Monuments Board for 71 Bronson, both are very comprehensive and do not need updating except for minor aspects. For example, our current research has identified the architect for 71 Bronson and corrected minor errors in the chronology of property ownership. Where the document full short is in assessing building interiors, assumed to be inaccessible at the time of the survey, District designation does not involve interiors; however, one the Cathedral Interiors, the only one potentially affected by that property’s Part IV designation, was not considered worthy of designation at this time.

Our site investigations have confirmed that elements of the building interiors are worthy of preservation in situ, or at least recording and salvage/ready. These elements would be included in a Conservation Plan for the Cathedral properties, to be prepared subsequent to the Cathedral Heritage Impact Statement.

The Cathedral HI Heritage Conservation District Plan (By-law # 88-94) comments on the heritage character of the district, an area that includes not only the subject lands but also residential properties not owned by the Church located further east on both sides of Queen Street, as well as the recreation and park (but not the Luthern Church properties). As stated in the staff report proposing designation (Department of Planning and Development, July 11, 1999), the primary reason for district designation appears to be that it is the last remaining block in the commercial core of Centretown that retains a nineteenth-century neighbourhood...
Character XXI: Conservation Goals and Objectives

The foregoing municipal policy goals and objectives focus on the area’s architectural character, with some reference to its historical associations. This is understandable in the context of heritage planning practice at the time Hermitage Conservation District was first being considered (the 1970s) and at the time of its designation in the late 1980s. However, heritage character within the 2003 Ontario Heritage Act is considered to be more comprehensive, encompassing both physiognomic and associative values. As shown in the assessment of the heritage significance of each building prepared for this report, the historic/associative values of the properties are an important part of their heritage significance, in some cases being as important as their architectural values.

In the context of the proposed development of the Cathedral properties, it is not necessary to consider both the physical and the associative values inherent in these sites. Keeping in mind that the primary purpose of this redevelopment proposal is to permit the ongoing operation of the Cathedral, and to enable the Diocese of Ottawa to continue to serve the Ottawa community from its traditional location, the primary conservation goal becomes the preservation of the church building itself. Buildings essential to fostering this goal—the Cathedral and Louder Hall—thus become the primary subjects of conservation activity. New development must also provide a fitting replacement for the function currently provided by Cathedral Hall. Given the financial situation of the Church now and, it is assumed, in the foreseeable future, the only viable option to preserving the Church and its operation is to repurpose its adjacent lands.

Such redevelopment does not occur in a vacuum, however. The City’s heritage goals for the Conservation District as a whole must also be addressed. It is here that the conservation of Roper House in otto becomes an important component of the overall redevelopment scheme. By conserving Roper House and its Rooding towers, the key element in this part of the Conservation District’s 19th century streetcaricature is conserved, and one of the last survivals of the lumber boom era can be kept and interpreted. Since the City’s heritage planning objectives identify the landmarks function of Roper House, its conservation, along with that of the Cathedral and Louder Hall, addresses the key elements of the Conservation District Plan and the Secondary Plan.

The Queen Street townhouses are not mentioned specifically in the City’s heritage planning policies, nor are Cathedral Hall or the former house at 412 Sparks Street (demolished following a fire). These structures were not evaluated highly in the City’s heritage inventory and evaluation.
In the context of the intensity of redevelopment required to fund the preservation of the Church's heritage assets and to foster the Church's ongoing mission in the community, conservation of the Hall and townhouses becomes a lesser priority.

Cathedral Hall is of no heritage significance and its demolition and replacement with a new structure is feasible from a heritage standpoint. As for the Queen Street townhouses, while they are in reasonably good condition and are representative examples of late 19th century middle-class residential construction, they are not unique. Their retention, in whole or in part, would support the pedestrian scale streetscape along the north side of Queen Street and retain another remnant of the late 19th century streetscape visible in the Conservation District. However, compared to the heritage significance of Ripper House, the Cathedral and Loader Hall, the townhouses are clearly of secondary importance.

In summary, the conservation goals and objectives for the Church lands are as follows:

**GOAL**
To conserve and enhance the church and its operations in site

**Objectives:**
- To conserve the Cathedral and Loader Hall in situ
- To conserve Ripper House and its planting in situ
- To preserve views of the Cathedral spire and façade from the north and along Sparks Street and;
- To retain a pedestrian-scaled streetscape along Sparks and Queen Streets.

**FIGURE 1: PROPOSED DEVELOPMENT: VIEW FROM THE NORTHWEST**

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3 | Impact of Proposed Development

As shown in the renderings submitted as part of this application, the redevelopment necessary to meet the Church's financial and operational requirements results in buildings that are of an imposing scale. Certainly it would be preferable to keep their massing at the residential scale of Ripper House and Loader Hall; for example, but this is clearly not possible if the Church is to remain a viable community asset. The new buildings meet the conservation goal and objectives listed above. By replicating and enhancing the Church-related uses now found in Cathedral Hall, they support the Church's ongoing operations. By providing parking within new development, they meet the Church's parking and access requirements and remove unsightly surface parking lots. By preserving important sight lines, they allow the Cathedral and Ripper House to remain as area landmarks. By providing both residential and office uses, the new buildings support the revitalization of this part of Upper Town, as envisaged in the Secondary Plan, and combine the residential land uses that have traditionally characterized this neighbourhood.

Despite the size and intensity of the proposed development, the new buildings do not directly impact the key heritage buildings on the Church lands. By being physically separate from the existing buildings, though possible to be linked for access purposes, the new structure allows the existing heritage buildings to retain their heritage fabric intact. Should at some time in the distant future the proposed buildings be removed, then this “reversible intervention” still leaves the key heritage buildings in place for the use and enjoyment of future generations. And by conserving existing buildings in situ, as well as achieving the highest sustainability objectives for “green” construction, the proposed development meets the broader heritage goals of energy conservation and rehabilitative reuse.

In summary, although the proposed new buildings are clearly much larger than the existing heritage buildings, their impact is mitigated by several design measures. A podium base on the residential tower matches the height of Ripper House and Loader Hall and is also shifted west as far as possible from the Cathedral so as not to compete with the heritage church. The eastern buildings also respect the Cathedral’s landmark status by stepping back at key dromos points on its façade to retain views of the architectural features of the Cathedral spire. In both cases, the new towers have been designed with small footprints and very strong vertical lines in order to accentuate and complement the verticality of the Cathedral spire. Providing street-related residential units along Queen Street respects the character of the residential streetscape and continues the existing land use.
4 | Conservation and Development Strategy

In advance of more detailed recommendations in a Conservation Plan, the following are the recommended conservation strategies for the properties within the Church lands:

- **Cathedral**: preservation of the exterior and preservation of a small portion of the west exterior wall within an expanded Cathedral lobby (details of interior conservation to be found in the Conservation Plan); continued use for church functions;
- **Lady's Hall**: preservation of the exterior (details of interior conservation to be found in the Conservation Plan); continued use for church functions;
- **St. Peter House**: preservation of the exterior, retention of the house and side lawns (involves some additional landscape treatment to address service access and parking and private outdoors space for an adjacent residential unit); repair of the existing foundation; optional: reinstallation of the former-removable and landscape treatment of the front and side lawns (based on documentary evidence: details of interior conservation to be found in the Conservation Plan); adaptive re-use or continued use for Ottawa Dental Centre;

341-343 Queen Street: restoration of the front wall, reconstruction of the street-facing component of the parapets and roof (incorporating the existing elements), reconstruction of portions of the side walls (front wall attached to a frame and moved off site during construction); and,

- **Cathedral Hall**: demolition and salvage of any exterior and interior elements (to be identified) in the Conservation Plan, for potential re-use within the new development.

Mitigation strategies for lessening the impact of new construction include:

- Design of a podium base for each building that is compatible in scale and function with the adjacent heritage buildings;
- Application of exterior materials that provide a compatible visual backdrop to the heritage buildings;
- Location of service and parking areas, as well as exterior HVAC services, in areas that are not directly adjacent to the heritage buildings; and

*Page 8*
5.0 The Planning Rationale

FoTenn Consultants Inc. has been engaged by Windmill Developments to prepare a Planning Rationale in support of the proposed mixed-use development on the Christ Church Cathedral site. This Rationale will provide an overview of the site context, applicable policy and regulatory documents, opportunities and constraints associated with the redevelopement of the site.

The intent of the report is to describe how the proposed development supports the objectives of the policy and regulatory framework applicable to the lands, is appropriate for the site, and is compatible with adjacent development.

5.1 Proposed Development

The proposed development includes a 12-story office tower and 21-storey (19 storeys on the north end) residential tower on the site, with the existing Cathedral, Roper House and Lauder Hall retained and incorporated into the overall redevelopment scheme.

The office tower, which will have a 623 m$^2$ (7,012 ft$^2$) commercial component at-grade, will be located at the northeast corner of the subject property and the residential tower will be located at the northwest corner of the site. The office tower will comprise of approximately 8,888 m$^2$ (95,670 ft$^2$) of floor area and will have 100 parking spaces, 25 of which will be used by the Cathedral. The office building will be 50 m in height with a mechanical penthouse height to 54 m.

The residential building will contain approximately 136 dwelling units and will be served by 144 underground parking spaces for both residents and visitors. The residential building will have a gross floor area (GFA) of 13,166 m$^2$ (141,717 ft$^2$). The residential building will be 73.6 m in height at the south roof with a mechanical penthouse, and 60 m at the north roof. A two- (2) storey townhouse podium base is proposed to anchor the building along Sparks Street and Queen Street.

New development proposed on the site will have a total floor area of approximately 22,676 m$^2$ (239,459 ft$^2$). The existing institutional uses on the site to be retained will have a gross floor area (GFA) of approximately 3,506 m$^2$ (37,738 ft$^2$). Proposed and existing development will have a total gross floor area of 26,182 m$^2$ (277,197 ft$^2$).

An interior courtyard for residents is proposed to the west of the Cathedral, and a new church garden is proposed immediately abutting the west façade of the Cathedral. Approximately 32.58% of the site will be landscaped at-grade. The proposed site coverage including existing and new development is 57.4%.

All of the parking for the proposed development will be located underground. Access to the underground parking for the office tower as well as the residential building is provided via a driveway along Queen Street. A vehicular drop-off area to the residential lobby entrance is also provided along Sparks Street.

The overall look and feel of new buildings will be complementary to the heritage buildings acknowledging their predominance on this site. The design and architecture of new development has been carefully thought out to ensure it plays a supporting role to existing buildings. The generous amount of open space provides breathing room between existing and proposed buildings. By paying careful attention to existing materiality, incorporating existing datum lines and proportions while integrating modern materials, the proposed development is considerate of the existing context successfully balancing new with old.
6.0 Regulatory Framework: City of Ottawa Comprehensive Zoning By-law 2008-250

6.1 Minor Institutional and General Mixed-Use Zone

Under the City of Ottawa Zoning By-law the western portion of the property is zoned Minor Institutional - I1A[332] Schedule 206 with a Heritage Overlay. This zoning encompasses the majority of the site including all of the buildings. The eastern portion of the property is zoned General Mixed Use - GM[185] Schedule 85 with a Heritage Overlay (Figure 8). This portion includes the parking lot immediately adjacent to Cathedral Hall and the vacant lot just east of the parking (Figure 1).

The height schedules applicable to the site allow for maximum building heights ranging from 10.7 metres to 21.5 metres throughout the site (approximately three to seven storeys), and permit the height of the existing buildings at the locations where the Roper House, Lauder Hall, and the Cathedral are currently located (Figure 2).

Minor Institutional Zone

The purpose of the Minor Institutional Zone is to permit a range of community-serving, emergency and institutional uses and ensure that their location is compatible with adjacent land uses. A wide range of uses are permitted in the I1A Subzone including: community centre, day care, emergency services, library, museum, park, place of worship, recreational and athletic facility, retirement home, school, and training centre (limited to job instruction or training associated with a school). Exception 332 also permits artist studio, instructional facility, and office on the site.

The provisions for the I1A Subzone require a minimum lot area of 400 m$^2$ and a lot width of 15 metres. The minimum front yard setback is 3 metres, minimum interior side yard setback is 7.5, corner side yard setback is 4.5 metres, and minimum rear yard setback is 4.5m. There is no maximum lot coverage.

General Mixed-Use Zone

The purpose of the General Mixed-Use Zone is to allow residential, commercial and institutional uses, or mixed use development, and to permit uses that are often large and draw from broader areas than the surrounding community and which may generate traffic, noise or other impacts provided the anticipated impacts are adequately mitigated or otherwise addressed.

Permitted residential uses include: apartment building (low- and mid/high-rise), bed and breakfast, multiple attached, planned unit development, residential care facility, retirement home, retirement home (converted), rooming house, rooming house (converted), shelter, and stacked dwelling.

Although a range of commercial uses are typically permitted in the GM Zone, Exception 185 prohibits all non-residential uses on the subject property other than artist studio, instructional facility and office.

A minimum front yard and corner yard setback of 3 metres is required for non-residential and mixed uses.
The following zoning regulations apply to the subject property: no minimum lot area or width; minimum front and corner side yards of 3 m, for a non-residential or mixed-use building, minimum interior side yard setback: from any portion of a lot line abutting a residential zone – 5 m, and for a residential use building – 1.2m (for a building height equal to or lower than 11 m) and 3 m (for a building greater than 11 m in height), minimum rear yard setback of 3 m if abutting a street. A minimum of 3 m landscaping is required along the perimeter of the property, and there is no maximum floor space index (FSI) applicable to the site. A number of these provisions will be amended through a concurrent Zoning By-law Amendment application to reflect the proposed development.

6.2 Heritage Provisions
Under the City of Ottawa Zoning By-law, the entire property is subject to a Heritage Overlay (the Lutheran church is not subject to this Heritage Overlay). Notwithstanding the height limits established on the zoning schedules, a Heritage Overlay places further restrictions on the development potential of a site. It requires that any building subject to the Overlay, if removed or destroyed, be rebuilt with the same type of construction, to the same height, bulk, size, floor area, spacing and in the same location.

This would directly impact the redevelopment of the subject property, limiting any new development to the same height and floor area as existing buildings in the same location. This provision also applies to the previously-removed property at 412 Queen Street and requires that new development on this portion of the property reflect the building envelope of the previously existing house that burnt down.

The Overlay also regulates additions to a building to: rear or interior yard locations (interior yard abutting the rear yard), a height that does not exceed the existing building height, and a side yard setback that is a minimum of 30 cm greater than that of the building.

6.3 Current Zoning on Adjacent Properties
The predominant zoning on adjacent properties is Residential (RSP) and General Mixed-Use (Figure 3). The intent of the RSP Zone is to facilitate high and medium profile development in this area. The objective of this zoning is to ensure that the predominant use in the area is residential with limited service commercial uses. A large portion of the block immediately across Queen Street has been designated RSP as well as the area directly across Bronson to the west of the site and the Lutheran Church’s lands to the east of the property.

The maximum building heights for the properties zoned RSP range from 35 metres (12 storeys) to 40 metres (13 storeys). The maximum building height permitted on the Lutheran Church lands is 34.5 metres. The maximum height for the property to the east of the Lutheran Church (Delta Hotel) is 64m (21 storeys).

The properties located at 406, 408 and 410 Queen (just west of the Radisson Hotel) are zoned General Mixed-Use, with a Heritage Overlay. These properties have the same permitted non-residential uses as the subject property (artist studio, instructional facility and office) but have the following height restrictions: the northern portion of the properties are restricted to the existing building heights, while the southern portion of the properties are restricted to a maximum height of 16 metres (approximately five (5) storeys).

The site immediately to the north of the subject lands, known as the Garden of the Provinces, has been zoned Community Leisure Facility - L1[310]-h Sch. 111 Zone. The Community Leisure Facility Zone permits recreational uses that meet the needs of the surrounding community and impose regulations which ensure the scale and intensity of these uses are compatible with adjacent residential uses. Additional permitted uses in Exception 310 area include: cemetery, community centre, community health and resource centre, court house, retirement home, place of worship and dwelling unit, emergency service, residential care facility, hospital and ancillary dwelling units, correctional facility, municipal service centre, storage yard limited to a municipal yard, recreational and athletic facility, school, post-secondary educational institution and ancillary dwelling units, and utility installation.

A maximum building height restriction of 108 metres above sea level has been placed on this property.
6.4 Development Density of Adjacent Blocks

An analysis was carried out comparing the amount of development and open space proposed on the subject site with that of the surrounding blocks.

The proposed development has a similar amount of open space and a smaller overall Floor Space Index (FSI) than the blocks to the south and east of the site including the partial block located on the south east corner of the Bay Street and Queen Street intersection. More specifically:

- **Block 1** is located on the east side of Bay Street and occupied by the Delta Hotel Complex. The building spans nearly the entire block, has an approximate FSI of 5.71 and retains 27% of the area as open space.

- **Block 2** is located on the south-east corner of the Bay and Queen Street intersection and is occupied by a 13 storey residential condominium set back from the street. The condominium has an approximate FSI of 6.5 and retains approximately 50% of the site as open space. Only the developed portion of Block 2 was analyzed excluding the undeveloped surface parking lot and existing two storey building to be demolished. A proposed development by Claridge is currently in its final stages of approval and is likely to increase the FSI beyond 6.5.

- **Block 3** is located on the south side of Queen Street, between Bay and Bronson, and contains the Charlesfort developments, apartment buildings, a number of low rise buildings and the Radisson Hotel. Block 3 has an approximate FSI of 6.3 and retains approximately 43% of site as open space.

In comparison, the proposed development has an FSI of 3.2 (including existing and proposed development) and retains approximately 42% of the site as open space. An FSI of 3.2 is equivalent to approximately 26,182 m² of development on the site, approximately 22,676 m² which represents new development. The amount of developed area on the adjacent blocks identified above ranges from 22,750 m² up to nearly 80,000 m² of development on the block located on the south side of Queen Street. When compared on a block by block basis, the proposed development is modest with respect to the proposed built up area and the existing density of adjacent blocks.

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1 For the purposes of this analysis, open space is any area not occupied by buildings and includes soft
7.0 Requested Zoning By-law Amendment

A Zoning By-law Amendment is being pursued for the subject property in support of the proposed development. The application to amend the existing zoning was filed in November 2010 and the intent is to consolidate the Zoning By-law Amendment Application with the Site Plan Control application and have both considered by Planning Committee at the same time.

It is suggested that the rezoning retain the existing Minor Institutional zoning on the west side of the property, and the General Mixed-Use zoning on the east side, but address areas of non-compliance providing for the following:

- Removal of the Heritage Overlay;
- Vary Section 64 of the By-law (Permitted Projections Above the Height Limit) to permit mechanical/service equipment to exceed the maximum building heights applicable on the subject property;
- Permit the following additional uses within the Minor Institutional Zone: apartment dwelling, low rise and mid-high rise, multiple attached dwelling, planned unit development, stacked dwelling, personal service business, retail food store, and retail store; and
- Permit the following additional uses within the General Mixed-Use Zone: personal service business, retail food store, and retail store.
- Amend the applicable performance standards to reflect the proposed development.
8.0 Site Context

8.1 Existing Conditions

The site is located within the western portion of downtown Ottawa and is bound by Sparks Street, Bronson Avenue, Queen Street and Bay Street, and is approximately 0.8 hectares (2.0 acres) in size. The ‘subject property,’ as referred to in this report, includes lands municipal known as: 407, 439, 441, 443 and 445 Queen Street, and 412 Sparks. The block within which the property is located is known as the “Ecclesiastical Block” and also includes the Lutheran Church located at the east end of the block on the south-west corner of Sparks Street and Bay Street (Figure 4).

There are five (5) buildings located on the site. The property originally had a sixth building at 412 Sparks Street; however, it burnt down several years ago and this portion of the site remains vacant (412 Sparks). The site contains the Christ Church Cathedral building, Cathedral Hall, Lauder Hall, Roper House, and a semi-detached dwelling (Figure 1). The site has a parking lot for the Cathedral (approximately 65 parking spaces) which is located between Christ Church Cathedral and the Lutheran Church and accessed from Sparks Street. A second parking lot (approximately 25 to 30 parking spaces) is located between the Roper House and Cathedral Hall serving remaining uses on the site. The lot is accessed from Queen Street.

Lauder Hall, Cathedral Hall and Christ Church Cathedral are all located at 439 Queen Street. Lauder Hall, built in 1902, is used for the Cathedral parish office space, Pastoral Care Centre, church events and choir rehearsal space. It is a two storey stone masonry structure (approximately 11 metres in height) and fronts on Queen Street. Cathedral Hall, a concrete structure built in 1958, is used for Sunday school and social functions. It is approximately 10 metres in height and fronts on Sparks Street.

Christ Church Cathedral, built in 1832, is approximately 15 metres in height (excluding the spire) and has primary access from Sparks Street. It is a stone masonry structure with a timber framed roof and a full basement. All three buildings are internally connected, allowing for cross-movement between Sparks Street and Queen Street.

The semi-detached dwelling on the property is located at 441 and 443 Queen Street, just west of Lauder Hall. This building, approximately nine (9) metres in height, is constructed of brick and used to house the site caretaker and host church functions.

The “Roper House,” located at 445 Queen Street, is a three-storey single-detached building constructed of brick that houses the offices of the Diocese and is approximately 186 m² (2,000 ft²) in floor area. The Diocese offices use approximately 20% of this building, while the remainder of the building consists of four (4) dwelling units (private rentals). The Roper House is approximately nine (9) metres in height.

Figure 5: Existing conditions showing buildings, parking and site layout.
8.2 Adjacent Uses

St. Peter’s Lutheran Church is located on the eastern portion of the “Ecclesiastical Block” at the south-west corner of Sparks Street and Bay Street. A commercial parking lot is located just south of the Lutheran Church at the north-west corner of Queen Street and Bay Street. The lands that form this eastern portion of the Ecclesiastical Block are owned by the Lutheran Church.

The lands surrounding the subject property are primarily medium- to higher- density residential. The following is a description of these adjacent uses (Figure 6):

North: Garden of the Provinces is located to the north of the property, on the north side of Sparks Street. Several Federal buildings are located along Wellington Street, including the National Library, Public Archives and the Trade and Commerce building. The Ottawa River is approximately 340 metres to the north of the site.

South: A range of higher density development is located to the south of the site, including a 16-storey residential building on the south-east corner of Bronson and Queen (“The Gardens”) and a 12-storey apartment building (Queen Tower Apartments). Nested between “The Gardens” and the 12-storey apartment building is a government building that is being used for offices. To the east of the Queen Tower Apartments are three heritage houses fronting onto Queen Street (which appear to be used for residential purposes), and the 10-storey Radisson Hotel at the south-west corner of Bay Street and Queen Street. Additionally, the Albert at Bay Suites Hotel, which is 10 storeys in height, is located at the north-west corner of Albert Street and Bay Street, one block south of the site.

East: The 10-storey Delta Hotel is located at the south-east corner of Bay Street and Sparks Street. The 13-storey Park Square Condominium building is located at the north-east corner of Albert Street and Bay Street.

West: LeBreton Flats and the limestone cliffs are located to the west of the site. A new 14-storey residential tower by Claridge Homes was recently constructed in LeBreton Flats, and a 13-storey building is proposed as a second phase to this development. Located on the west side of Bronson Avenue is the 13-storey Julianna Apartment building.

8.3 Site Access

The property is bound by Sparks Street to the north, Queen Street to the south, Bronson Avenue to the west, and Bay Street to the east. The Official Plan designates these as local roadways in the downtown area. The site is well-oriented within the city’s arterial roadway system, with nearby Wellington Street and Albert Street acting as key east-west arterials, and the portion of Bronson Avenue south of Albert Street acting as a main north-south arterial.

Parking and pedestrian access to Christ Church Cathedral and Cathedral Hall is via Sparks Street, while access to Lauder Hall and the semi-detached dwelling is via Queen Street. Access to Roper House is provided from Bronson Avenue.

8.4 History of the Church

The Church was founded in 1832 and is considered to be of the Victorian Gothic Revival architectural style. Other prominent buildings of this style in the City include the heritage buildings of Parliament Hill, all of which contribute to a visually unique and interesting heritage area in the downtown core. Victorian Gothic Revival architecture is defined by steeply pitched gable roofs, wall...
dormers, polygonal chimney pots, hood molds over the windows, gingerbread trim along the eaves and gable edges and pointed arches.

Over the years, the Church underwent significant changes. The original church was demolished in 1872 and was rebuilt with the current Christ Church Cathedral building.

The remaining buildings on the site, except for Cathedral Hall which was constructed in the 1950s, were built in the 1890s making the buildings over 110 years old.

Roper House, built in 1893, is a three (3) storey brick house that fronts on Bronson Avenue. As mentioned, it is a multi-use building with the Anglican Diocese offices on the ground floor and apartments on the second and third floor.

The building located at 441 Queen Street is one side of a semi-detached dwelling built in 1982. It is a three (3) storey, multi-use structure that serves as office space for the Anglican Diocese with two apartments located on the second and third floor.

The other side of the semi-detached dwelling, municipally known as 443 Queen Street, was also built in 1891. It is a three (3) storey brick building used as office space and meeting rooms for the Diocese.

8.5 Planning History on the Ecclesiastical Block

The current zoning on the Ecclesiastical Block is the result of a complex 20-year planning history for the Christ Church Cathedral and Lutheran Church lands.

City Consideration of a Heritage Conservation District

In 1977, Christ Church Cathedral acquired the three properties to the east of the Cathedral, known municipally as 407, 409 and 411 Queen Street, in order to prevent incompatible development from occurring on the block. Around this time, the Cathedral acquired demolition permits for these three properties, triggering the City look more closely at the Ecclesiastical Block and its heritage buildings. The City first began entertaining the idea of establishing these lands as a Heritage Conservation District in 1977 and in November 1989 the Cathedral Hill Heritage Conservation District was enacted by By-law 286-89.

After the initial expression of interest by the City to designate the area as a Heritage District, a back and forth ensued between the Church and the City, as well as the Lutheran Church. The Lutheran Church was interested in demolishing the Clegg house, a building located at the south-west corner of Queen Street and Bay Street, and developing that portion of the site in order to generate revenue. At the same time as the City was working towards placing a heritage designation on the Clegg House, the Lutheran Church applied for a demolition permit. In 1979, the Lutherans went ahead and began to demolish the Clegg House without a permit, prompting the City to issue an injunction. The Lutheran Church challenged the City first at the Ontario Court of Appeal and subsequently, in 1982, at the Supreme Court of Canada who ruled in the Lutheran Church’s favour stating that the City of Ottawa had failed to comply with the provisions of the Ontario Heritage Act.

Central Area Heritage – CAH-X Zone

Since the early 1980’s, both Christ Church Cathedral and the Lutheran Church had an interest in developing portions of the property as a means to acquire additional revenue. Over this period, the City attempted to pass several by-laws that significantly reduced the development potential on the Ecclesiastical Block. Of particular importance, in November 1984, the City passed By-laws 290-84 and 291-84 which zoned the entire block Central Area Heritage – CAH-X to implement policies of the West Quadrant Development Plan which emphasized the residential character of the area, and discouraged large-scale office development.

The CAH-X Zone permitted at- or below-grade commercial uses such as dental and medical facility, office, studio room/classroom for instructor/craftsman, and residential uses such as single family, semi-detached, apartment, senior’s housing. It placed restrictive height limits on the block by requiring maximum height limits from 5.2 m to 16 m over the block in order to maintain the existing scale of the area. The Cathedral, Lauder Hall, Roper House, Lutheran Church and 407/409/411 Queen Street were required to maintain existing building heights.

Christ Church Cathedral opposed this rezoning and pursued several discussions with Planning Staff to reconsider the new zoning. In April 1987, City Council instructed the Planning Branch to review building height limits for the Christ Church Cathedral lands and asked the Planning Department to consider allowing building heights similar to those of existing hotels in the area of 13 metres to 21 metres. Throughout this time, Christ Church Cathedral hired consultants to prepare development concepts which were presented to the City.

Source of information: http://ottawa.anglican.ca/cathedral/
Christ Church Cathedral appealed the CAH-X Zone in 1990 to the Ontario Municipal Board, arguing that the zoning was unreasonably restrictive to development on the site. It is unclear whether the issue was ever fully heard and ruled on by the Board. However, this ‘heritage’ zoning has more or less been carried forward in the property’s current zoning with respect to the height restrictions that currently apply.

The Lutheran Church appealed the CAH-X zoning on its lands in 1988 and was successful in removing the heritage zoning and reinstating the property’s original Public Use [P(3.0)] and High Density Residential/Office zoning [RO(3.0) zoning] and then rezoned the entire Lutheran lands to RO(3.6) after the City approved an increase in floor space index from 3.0 to 3.6, permitting the construction of an 11-storey building on the site.
9.0 Planning Framework

The following section provides an overview of planning policies and zoning provisions that are applicable to the subject property and affect how development can occur on the site. This includes a review of the Provincial Policy Statement, the City of Ottawa Official Plan, Ontario Heritage Act, and City of Ottawa Zoning By-law.


The Provincial Policy Statement (PPS) guides planning in Ontario. It contains a set of policy statements that establish a broad framework from which subsequent planning documents, such as Official Plans, are based.

Section 2.6 - Cultural Heritage and Archaeology of the PPS speaks to the need for conservation of significant built heritage resources and cultural heritage landscapes.

Also of particular importance, the PPS promotes a range of densities and land uses within settlement areas (built-up areas or areas that have been designated in an Official Plan for future development). Section 1.1.3.2 requires that land use patterns be used that facilitate the following:

- Ensure the efficient use of land and resources;
- Are appropriate for existing or planned infrastructure; and
- Minimize negative impacts to air quality and promote energy efficiency.

The Provincial Policy Statement promotes land use patterns based on intensification and redevelopment where it can be accommodated and where it takes into consideration existing and nearby building stock and existing or planned infrastructure.

The proposed development conforms to the PPS in the following ways:

- The proposed development will preserve built heritage resources, including the Cathedral, Lauder Hall and Roper House, and will enhance these buildings by integrating them into the overall development scenario;
- New buildings proposed on the site will be compact in form, allowing for efficient use of land; and
- The existing/planned infrastructure within the vicinity of the site will be able to accommodate the proposed development.

9.2 City of Ottawa Official Plan (2007, Consolidated)

The site is designated Central Area in Schedule B: Urban Policy Plan in the City of Ottawa Official Plan (Figure 7). The Central Area is recognized as the economic and cultural heart of the city due to its combination of employment, government, retail, housing, entertainment and cultural activities, as well as its heritage attributes. The policies associated with the Central Area are meant to ensure that it continues to play a vital role in the city and supports a broad range of uses.

The policies promote a mix of uses, including commercial, office and residential, to support the dynamic function of the core and contribute to the City’s supply of inner-city housing that supports day/night and year-round activity in the Central Area. Buildings should reflect human scale development and focus on an enhanced pedestrian and transit-friendly environment.

The Official Plan also promotes the protection of the Central Area’s heritage resources through conservation, and promotes the enhancement of heritage resources through new development that complements adjacent heritage buildings.

All development within the Central Area is subject to compatibility criteria established in the Official Plan which generally require that new development complement its context without creating undue adverse impacts on the surrounding community.
The proposed development conforms to the Central Area policies in the following ways:

- The proposed residential, office and commercial uses are permitted in the Central Area designation, and support the intended function of the Central Area allowing a range of uses that ensure that the Central Area acts as the cultural and economic heart of the City;
- The range of uses proposed will contribute to day/night activities in the Central Area;
- The podium base of the residential tower and attention to the design of entrances ensures that buildings are pedestrian-oriented and human scale; and
- The orientation and massing of the proposed buildings will respect the heritage character of the immediate area, and enhance views to the Cathedral and Roper House.

Compatibility & Community Design

Section 2.5.1 addresses Compatibility and Community Design, particularly as it relates to infill within established areas. Infill development must be sensitive to and compatible with the existing community fabric. The proposed development draws upon characteristics of the community to ‘fit well’ in its context and to ‘work well’ with its surroundings.

The Official Plan emphasizes that these objectives are achievable without necessarily designing to be the same as existing developments. The accompanying compatibility criteria in Section 4.11 of the Plan provide a comprehensive means by which to assess the compatibility of infill development, which will be discussed in further detail later in the report.

The proposed development meets the following applicable objectives in Section 2.5.1 of the Official Plan:

Creating places that are safe, accessible and are easy to get to, and move through:

- Access to the proposed buildings will be via Sparks Street and Queen Street, with building entrances fronting directly onto the street for the townhouse podium and office tower, and set in slightly from Sparks Street for the lobby entrance to the residential tower, thereby facilitating convenient and direct access to the site.
- A drop-off lane will be provided to allow for direct vehicular and pedestrian access in front of the lobby entrance to the residential tower, with right-in access on Sparks Street and right-out access on Queen Street.
- The building design sufficiently separates pedestrian access from automobile access to ensure safe, mode-separated movements onto the site.
New buildings on the site will facilitate convenient, if not direct, access to the existing church buildings on the site including Lauder Hall.

Direct access to the underground parking will be provided through a right-in/right-out driveway on Spark Street and on Queen Street; the latter for access to the residential tower and the former for access to the office tower.

The development is located in walking distance to nearby major bus routes, including the rapid bus system along Albert Street and Slater Street, is in proximity to cycling routes, and is close to many community services and amenities.

Ensure that new development respects the character of the existing area:

- By retaining the Cathedral, Lauder Hall and Roper House, the existing institutional character of the block is maintained; additionally, the proposed residential and office tower complement adjacent residential and office uses in the area.
- The proposed 12- and 21-storey residential and office tower conform to the planned function of the area, which envisions higher profile development, and is also appropriately set within the existing higher profile building context to the south east, which includes a 16- and 12-storey residential building to the immediate south.
- The proposed development will have minimal adverse impact on adjacent development by way of sun shadows given that existing development is generally situated to the south of the property, with The Garden of the Provinces located to the north. Additionally, sun shadow impacts will be mitigated as a result of the vertical and narrow building footprints.
- The two-storey townhouse podium responds to the rhythm, size, massing and proportions of the existing low-rise residential within the block, enhances the streetscape and contributes to a pedestrian orientation of the building.

Section 4.11 - Compatibility

The criteria in Section 4.11 provide a means to objectively evaluate the compatibility of infill. Having carefully considered these measures against the proposed development, it is our opinion that the proposed design is appropriate, as follows:

Traffic

- A Community Transportation Study (CTS) was prepared by Delcan Corporation and submitted independently analyzing the existing road network and assessing its potential to accommodate traffic generated by the proposed development.

Vehicular Access

- The access to the underground parking garages is provided from Queen Street. The proposed driveways will minimize automobile movement disruption, improve traffic flows, and contribute to a safer pedestrian environment. Noise and headlight glare impacts will generally be absorbed internally to the underground parking structure.

Parking Requirements

- The proposed development will meet the minimum parking requirements established in the Zoning By-law. Furthermore, the site’s proximity to the transitway, local bus routes and bicycle routes, as well as its overall situation with the Central Area, is anticipated to increase the modal split resulting in a reduced demand for on-site parking.

Building Height and Massing:

- As mentioned, the proposed development conforms to the area’s planned function for medium and high profile development. The site has been designed to be sensitive to the neighbourhood character and to improve the streetscape appeal.
- Development to the south and east of the site is generally medium to high profile and, as such, the proposed 12- and 21-storey towers are appropriately set within the existing building profile of the area.

Pattern of Surrounding Community:

- As noted above, the built form of the surrounding community generally consists of mid- to high-rise residential and office development.
- The proposed development transitions in profile and massing moving eastwards, from the proposed 12- and 21-storey tower on the property to adjacent high profile development in the office district.

Outdoor Amenity Area

- The proposed development will provide meaningful landscape and amenity area, including an interior courtyard and church garden, perimeter landscaping around the perimeter of the site, as well as the retention of open space adjacent to the Roper House.
- The proposed development is situated in an area dominated by medium to high profile development with limited low rise development located on the southern portion of the block. The proposed development is not anticipated to impact the privacy of outdoor amenity areas of existing development as the majority of outdoor amenity area is in the form of balconies rather than secluded back yards.
Loading Areas, Service Areas and Outdoor Storage

- Services and storage, including waste removal storage for the proposed development, will be contained internally for the residential tower, and will be accessed via a driveway on Queen Street for the office tower in order to minimize disruption to adjacent properties.

Lighting

- Lighting will be designed to minimize glare and reduce spill-over onto adjacent properties.

Noise and Air Quality

- No noise impacts have been identified. The proposed residential and office building are not considered significant noise generators. Rooftop mechanical equipment will be designed to be sensitive to adjacent uses.

Sunlight

- As previously discussed, sun shadowing will not have significant impacts on adjacent properties. A sunshadowing study has been prepared demonstrating that shadowing impact during the spring, summer and fall months is limited.

Microclimate

- No microclimate conditions have been identified. Minimal surface parking, along with the provision of landscaping, will reduce the heat island effects.

Supporting Neighbourhood Services

- The proposed development is located in walking distance to a wide range of community services such as parks, schools, emergency services, and a variety of commercial/service uses within the Central Area, including those oriented along Bank Street, Sparks Street, Laurier Avenue, and Rideau Street.

Heritage Conservation Districts

As per Annex 4 of the Official Plan – Heritage Conservation Districts, the site is designated as “Cathedral Hill Heritage Conservation District” (Figure 8). Typically, lands that have a Heritage Conservation District designation are subject to a Heritage Conservation District Study for the area that sets out specific policies and development guidelines. However, the City has not completed a Heritage Conservation District Study for the Cathedral Hill Area. In the absence of this Study, development on the site must follow Parks Canada’s Standards and Guidelines for the Conservation of Historic Places in Canada. It is important to note that the Lutheran Church lands do not have a Heritage Conservation District designation.
All issues related to heritage on the subject property have been addressed in the Cultural Heritage Impact Assessment prepared by BRAY Heritage, submitted with this application.

Under the Ontario Heritage Act, a building can have a Part IV or Part V designation. A Part IV designation refers to individual properties that have been designated in recognition of their historical and/or architectural significance. A Part V designation refers to buildings included within the boundary of a Heritage Conservation District – this acts as a district designation and not an individual designation. A district is worthy of designation if it contains buildings of architectural significance and/or conveys a strong sense of time or place.

With respect to the subject property, only Christ Church Cathedral is an individually designated building under Part IV of the Ontario Heritage Act. All other buildings on the site have a Part V Heritage Conservation District designation (Figure 9).

**Upper Town Secondary Plan**

As per Annex 6 of the Official Plan – Secondary Plans and Site-Specific Policies, the subject property forms part of the Central Area Secondary Plan and, within this, forms part of the Upper Town Secondary Plan. The vision for Upper Town is based on the following key elements: predominantly medium and high density residential uses, exceptional heritage area, human scale/livable environment, and enjoyable pedestrian streetscape.

The Secondary Plan makes specific reference to the Cathedral Hill Heritage Conservation District and identifies this block as a unique transitional entry point to Upper Town and the City Core. The location of the site above LeBreton Flats and the limestone cliffs, the architectural detailing of the buildings and heritage significance all contribute to the site’s prominence.

Policies in the Upper Town Secondary Plan speak directly to the conservation of Cathedral Hill, stating that heritage resources and features will be protected, conserved and enhanced. In specific, the Roper House is identified as an Ottawa landmark and is to remain visible above the limestone cliffs from LeBreton Flats and Confederation Boulevard. The policies direct Council to adopt design criteria for infill development and alterations to existing heritage buildings in this area to ensure compatibility with the heritage character of Upper Town.

Upper Town is intended to be predominantly residential in character, with a particular emphasis on medium and high profile development while ensuring its compatibility with surrounding uses and the heritage context of the area. The City envisions Upper Town as an attractive, livable urban residential neighbourhood which focuses on its unique heritage district and enjoyable pedestrian environment.

The policies permit a limited number of pedestrian-oriented, commercial uses at-grade such as restaurants and personal service businesses, provided that such uses primarily serve the needs of local residents and do not attract large volumes of automobile traffic, generate excessive noise and/or fumes, or require large areas for on-site outdoor storage. Other uses such as leisure/public uses and office are also permitted provided that they are compatible with residential, and that residential uses remain dominant in the area.

Although Upper Town is intended to accommodate primarily medium and high density residential development, the following key distinctions are made for the Cathedral Hill heritage area:
The area shall be predominantly low- to medium-profile, should be sensitive to the heritage character of the district, and should retain the prominence of the limestone cliffs;

The area should achieve a transition from the historic limestone cliffs and the predominantly low- to medium-profile forms in the Cathedral Hill Heritage Area to the medium and high profile forms in the remainder of Upper Town;

Contribute to a sense of human scale, regardless of profile;

Where appropriate, create an effective transition between lower and higher profile forms; and

Transition building profiles to the existing residential neighborhoods to the south.

The Concept Plan for Upper Town (Figure 10) identifies the parking lot lands owned by the Lutheran Church at the north-west corner of Queen and Bay as an area of “important infill”. The proximity of this potential infill site to the Christ Church Cathedral property identifies the possibility for more intensive development occurring on the eastern portion of the Ecclesiastical Block. The Concept Plan also identifies the majority of the perimeter of the Ecclesiastical Block as containing “major pedestrian movement,” with the Block having “significant views” to Lebreton Flats and the Ottawa River, and shows the portion of Sparks Street west of Bay Street as a “link to adjacent areas” to the east of the Ecclesiastical Block.

The proposed development conforms to the policies of the Upper Town Secondary Plan as follows:

- The proposed development supports the planned function for Upper Town in the Secondary Plan which identifies this area as being for predominantly medium and high-profile development.

- The building profiles proposed are also consistent with the policies of the Upper Town Secondary Plan which identify Cathedral Hill as a predominantly low- to medium-profile heritage area. When considered with the retained residential and institutional uses on the Ecclesiastical Block, the proposed development will be predominantly low to medium profile.

- The proposed development will support the intended role of the Ecclesiastical Block in providing and enhancing a unique transitional entry point to Upper Town and the City Core. The site’s location also positions the development well in terms of optimizing the opportunity to provide a unique and distinct landmark development on a key urban parcel and entry point into Upper Town and the Core Area, while respecting all key view corridors within the Central Area and specifically to Parliament Hill.

Downtown Ottawa Urban Design Strategy

The Downtown Ottawa Urban Design Strategy was commissioned by the City of Ottawa in partnership with the National Capital Commission. The aim of this document is to establish a broad urban design framework to create an attractive and lively downtown.

The subject property forms part of the Downtown West Precinct (Figure 11) which is recognized as a primarily residential district and one of the few ‘apartment neighborhoods’ in downtown Ottawa, making it an ideal location for higher-density residential infill.

The Strategy establishes broad objectives in relation to Cathedral Hill which include preserving heritage properties and protecting the block from inappropriate infill projects that have the ability to damage its historical character.
The proposed development conforms to the objectives of the Downtown Ottawa Urban Design Strategy by protecting existing heritage buildings on the site, including the Cathedral, Lauder Hall, and Roper House, and by providing infill development that enhances - and is sensitive to - the heritage attributes of the site and surrounding area.

Escarpmont Area District Plan (November 2008)

The Escarpment Area District Plan is meant to act as a long-term strategic plan to guide and implement future development projects and public realm improvements in the Escarpment District. The core Study Area of the Escarpment District is bound by Laurier Avenue, Bay Street, Albert Street, Bronson Avenue, and Wellington Street. The Area of Influence extends beyond these boundaries and includes the western portion of the subject property (but excludes the eastern portion of the property known as 412 Sparks Street) (Figure 12).

The Plan specifically identifies 412 Sparks Street as a ‘Development Site’ and Cathedral Hall as ‘Potential Redevelopment Site.’ As such, the Plan identifies the potential development opportunities that exist within the Cathedral Hill Heritage Conservation District, but further acknowledges that the current zoning and heritage designations within this District limit current redevelopment opportunities. The Plan identifies the need for additional detailed heritage studies to be undertaken to better understand the development capacity within this location. It specifically recommends that a privately-led Heritage Impact Assessment be undertaken to inform the development of a new Heritage Parcel Intensification Strategy, as well as the preparation of design guidelines for heritage integration, and recommends that the City enter into negotiations with land owners to explore intensification opportunities.
The Plan references the Secondary Plan for the Central Area policies which speak to this District remaining predominantly low-to-medium profile; however, at the same time, the Plan acknowledges that beyond policy and zoning, the operating realities of the existing institutional uses and the church’s need to generate additional income for their institutional programs, may require the review of current standards in zoning/policy in order to allow greater flexibility. The Plan specifically states that this review should occur in consultation with the land owners and should result in the creation of a block specific strategy, as part of an exercise separate to the Escarpment Area District Plan (Section 3.2.3).

In terms of overall principles related to built form associated with new development, the Plan identifies the need to enhance the high-rise character of the community with more pedestrian friendly and visually appealing development. The Plan specifically calls for vertical ‘point towers’ with strong podium bases, in order to protect views, mitigate sun shadow impacts, and eliminate blank walls on the street.

The Plan states that the Ecclesiastical Block should be protected from inappropriate infill development that may have a negative impact on the existing historical character of the block, and notes that the heritage buildings on the site should be preserved and maintained.

The Plan further states that requested increases in building height, which address view protection policies and regulations established in the Official Plan and Zoning By-law, may be considered by the City under Section 37 of the Planning Act in order to secure community benefits associated with increased building height/density.

With respect to building heights, the Plan recommends that buildings along Bay Street rise to a maximum of 72m in height, and to a height of 56m west of this, in order to step down towards Bronson Avenue adjacent to the new Upper Town Commons and heritage housing south of Albert Street.

The Plan identifies the Cathedral Hill Heritage Conservation District as being suitable for sensitive redevelopment, but that any change on these lands should only occur within the context of a comprehensive block-wide strategy that allows for the protection of the integrity of the existing heritage buildings.

The proposed development conforms to the policies of the Escarpment Area District Plan by:

- Contributing to a more pedestrian friendly environment and providing a strong building edge along the street, including the provision of ‘point towers’ with strong podium bases to protect views and mitigate sun shadow impacts on adjacent properties;
- Providing appropriate and sensitive infill development that will enhance and protect existing heritage buildings on the site; and
- Proposing increases in building heights on the site that will support view protection policies and regulations.

City Of Ottawa Urban Design Guidelines for High-Rise Housing

The City of Ottawa’s urban design guidelines for high-rise housing (10 storeys or more) are meant to guide the review of development applications by the City to ensure appropriate and compatible high-rise development.
The objectives of the design guidelines are as follows:

- Address the compatibility and relationship between high-rise buildings and their existing or planned context;
- Integrate development with public transit, city services and infrastructure;
- Create human-scaled, pedestrian-friendly streets and attractive public spaces;
- Promote high-rise buildings that contribute to views of the skyline and enhance orientation and the image of the city.

The design guidelines are organized into categories; following are some key design guidelines for high-rise housing applicable to the proposed development:

**Context**

- Create a sense of transition between high-rise buildings and existing adjacent lower-profile areas through the location and orientation of the building base or podium and the tower.
- Locate high-rise development to preserve and enhance important views and vistas. Do not block or detract from views to landmarks, historic buildings, monuments, public art, parks, gardens and rivers.
- Orient, size and locate high-rise towers to minimize the extent or duration of the shadowing on adjacent sites, streets and open spaces.

**Built Form**

- Design the lower portion of the buildings to support human-scaled streetscapes, open spaces and quality pedestrian environments.
- Ensure that the pedestrian entrance is at-grade and directly accessible, clear, prominent, weather-protected with a canopy or recessed, and directly linked to the sidewalk.
- Create sufficient separation between towers to allow for adequate light, solar exposure, views and privacy for people in the building, as well as people on the street.

**Pedestrians & the Public Realm**

- Provide a setback of landscaping with trees, shrubs, walls and fences where residential units are at grade to define the pedestrian space, provide a sense of privacy for residents, and enhance the character of the street.

**Open Space & Amenities**

- Provide required outdoor amenity space for residents as both communal and private areas. Integrate useable private outdoor amenity space, such as balconies, into the architecture of the building, and ensure that the size and proportion of private amenity space creates a useable area.

**Site Circulation & Parking**

- Provide amenities at building entrances that accommodate arrival and departure by different travel modes. Amenities include benches, lighting, waste containers, bike racks, bus stops, vehicle lay-bys, and seating in lobby areas with views to the street and drop-off areas.
- Locate garage entry points internal to the block or at less prominent locations on the block and recess the doors. Do not allow garage entrances to interfere with pedestrian flow or to be too prominent on the streetscape.

**Service & Utilities**

- Integrate within the design of the building enclosure, conceal from view and acoustically dampen mechanical and electrical equipment, elevator housing, and heat, ventilation and cooling (HVAC) systems.

The proposed development supports the design guidelines and objectives established in the Urban Design Guidelines for High-Rise Housing by:

- Providing a townhouse podium base which will create an enhanced human-scale, pedestrian-oriented environment.
- Providing building orientation, massing and design that will maintain views to the Roper House, Cathedral and Lauder Hall, and that will not conflict with key view corridors to Parliament Hill.
- The narrow footprints of the proposed buildings will mitigate the extent of, and duration of, sun shadow impacts on neighbouring properties to the north.
- Providing a visible and directly accessible pedestrian entrance to the towers and townhouses that does not conflict with vehicular movement to the site.
- Providing meaningful private and communal amenity space for residents, including an interior courtyard for residents, a new church garden to the immediate west of the Cathedral, unit balconies, and landscaped areas on the building roofs and adjacent to the street along the perimeter of the site. Important to note is that the large open space areas around Roper House will be maintained.
Official Plan Amendment 76 (OPA 76)

The Official Plan (OP) provides a vision and a policy framework to guide the future growth of the city; it addresses urban policies of provincial interest, as defined by the Provincial Policy Statement. The Official Plan was recently amended by OPA 76 as part of the 5-year OP review however the amendment is not in full force and effect as it has been appealed by numerous parties. Nonetheless, both OP 2007 and OPA 76 are based on the same 20/20 Guiding Principles and therefore strive to meet the same policy objectives. The site’s designation is unchanged in OPA 76.

OPA 76 sets out the following new policies that are applicable the site:

**Targets for Intensification**

Section 2.2.2 establishes targets for intensification in specific areas which are focused along the Rapid Transit Network, including the Central Area, Mixed-Use Centres, Arterial Mainstreets and Town Centres. The City’s target for intensification is 40% of new dwellings averaged over the period between 2006 and 2031.

Of particular importance, Figure 2.3 – Density Targets establishes a target of 500 people and jobs per hectare at 2031 for the Central Area, which is applicable to the subject property.

**Locations for High Rise Buildings**

Of additional importance, Policy 4.11.8 introduces guidelines for interpreting building profile and now defines building profiles accordingly: Low-Rise (1-4 storeys), Medium-Rise (5-9 storeys), and High-Rise (10 or more stories).

Policy 4.11.9 indicates that high-rise buildings may be considered within the following designations, provided all other policies of the Plan are met:

- a) Central Area,
- b) Mixed-Use Centres and Town Centres,
- c) Employment Areas that are primarily prestige business parks, and Enterprise Areas;
- d) Traditional and Arterial Mainstreets provided the provisions of Policy 4.11.10 are satisfied.

Policy 4.11.10 indicates that in addition to the above-noted locations, high-rise buildings may also be considered in several other locations, including:

- a) Areas characterized by high rise buildings with direct access to an arterial road;
- b) Within 600 metres of a rapid transit station; and
- c) Where areas are identified for high rise buildings in the Zoning By-Law.

The proposed development conforms to the applicable policies in OPA 76 by providing a compact development on the subject site which will support the minimum density targets established for the Central Area; and by providing high rise development in an area identified in OPA 76 as being appropriate for such development.
10.0 Supporting Technical Studies

A range of technical studies were prepared in support of the proposed development on the subject lands, including a Phase 1 Environmental Site Assessment, Geotechnical Report, Servicing Study, Community Transportation Study, and Impact Assessment of Endangered Species. This section summarizes the findings of these reports.

10.1 Phase 1 Environmental Site Assessment (ESA) (August 2010)

A Phase 1 ESA was prepared by DST Consulting Engineers for the subject property in order to assess the characteristics of the site and surrounding areas that may pose an environmental concern based on current and/or historic uses of the site and/or surrounding properties. Observations were made by way of site visits, interviews, and a review of historical records. The conclusions of the Phase 1 ESA are as follows:

- Based upon DST’s observations and the age of the buildings on the site, there is a potential for designated and hazardous substances to exist in the building materials. Should renovations or demolition of the buildings be proposed, it is recommended that a detailed designated and hazardous substance survey be completed prior to the disturbance of these building materials.
- Areas of potential mould were observed on the wall surface in the basement area of 441 Queen Street. It is likely that the potential mould growth is a result of water infiltration into the building. The source of the potential moisture or leaks is to be investigated and the damaged building materials are to be removed.
- Based on the above noted environmental concern, further intrusive investigations are recommended.

10.2 Servicing Study (November 2010)

A Servicing Study was undertaken by Novatech Engineering in order to assess the capacity of the existing water, wastewater, and storm sewer infrastructure to support the proposed development. With respect to water servicing, the site and surrounding area are serviced by a 200mm diameter watermain in Sparks Street, a 300mm diameter watermain in Queen Street and a 150mm diameter watermain in Bronson Avenue. The report concludes that:

- The proposed development can be adequately serviced with the existing watermain distribution network. In order to provide adequate water pressure on the top floors, domestic booster pumps will be required for the proposed towers.

With respect to sanitary sewers, the proposed development will be serviced to the 250mm diameter sanitary sewer in Sparks Street. The existing City sewers downstream of the subject site were analyzed to confirm that:

- There is excess capacity to accommodate the proposed development. All sewer pipes on Sparks Street and Bay Street have sufficient capacity to convey flows from the proposed development.

With respect to storm drainage, the site will be serviced by a 450mm diameter storm sewer in Sparks Street, which is sloped at 0.52% and has a capacity of 214 L/s. The 1:100 year post-development runoff will be controlled to the 1:5 year design event with an allowable runoff coefficient of 0.50. The allowable flow for the 0.807 ha site was calculated to be 78.8 L/s.

- All post-development runoff in excess of the allowable will be stored on site before being released from the site. On-site storage volume will be provided through rooftop storage, surface storage and an underground stormwater storage tank.

10.3 Community Transportation Study (CTS)

A Community Transportation Study for the subject property analyzed the capacity of the existing roadway and transportation system in light of the proposed development. The CTS has been submitted under separate cover.

10.4 Peregrine Falcon Study (November 2010)

A Falcon Study was prepared by Niblett Environmental Associates to provide advice on the habitat of the peregrine falcon which proximate to the site. The peregrine falcon is an endangered or threatened species and Official Plan only permit development or site alteration adjacent to significant habitat when an Environmental Impact Statement (EIS) is completed which demonstrates that the proposed project will not have a negative impact on the habitat.

- Further research and discussions with experts and scientific literature review is required to better understand the design features of the proposed development that may impact the nesting birds, and to identify required mitigation measures.
- NEA will work with the proponent, the City and Ministry of Natural Resources to address any concerns regarding the design of the building at the Site Plan Control stage.
11.0 Conclusion

It is our opinion that the proposed development represents good land use planning, is appropriate for the subject property, and is in the public interest for the following reasons:

- The application is consistent with Provincial Policy Statement policies with respect to infill development, specifically related to compact and efficient land development in the urban area.
- The proposal conforms to Official Plan goals, objectives and policies for the Central Area, particularly with respect to mixed use infill development that is compact and transit-oriented, defines the street edge, and provides an enhanced pedestrian environment.
- The proposed development supports the planned function for the Central Area and for Upper Town in the Secondary Plan which identifies this area as being for predominantly medium and high-profile development.
- The proposed mix of uses supports Central Area policies which speaks to the need for a broad range of land uses that will allow for day/night activities and that will support the function of the Central Area as the cultural, social and economic anchor of the City.
- The building profiles proposed are consistent with the policies of the Central Area, and are generally consistent the policies of the Upper Town Secondary Plan. The Plan identifies Cathedral Hill as a predominantly low- to medium-profile heritage area. When considered with the retained residential and institutional uses on the Ecclesiastical Block, the proposed development will be predominantly low- to medium-profile.
- The proposed development will support the intended role of the Ecclesiastical Block in providing and enhancing a unique transitional entry point to Upper Town and the City Core. The site’s location also positions the development well in terms of optimizing the opportunity to provide a unique and distinct landmark development on a key urban parcel and entry point into Upper Town and the Core Area, while respecting all key view corridors within the Central Area and specifically to Parliament Hill.
- Additionally, the proposed development will respect the existing heritage nature of buildings on the block by way of retaining and enhancing the Cathedral and Roper House and, specifically, the redevelopment of Cathedral Hall will ensure that the following is achieved:
  - Recognize the scale of existing buildings, and ensure that the built form respects the cathedral building lines and profile, and, in particular maintains key views of the steeple.
  - Respect the prominence of, and views to, Christ Church Cathedral’s façade and entrance on Sparks.
- Ensure view corridors are maintained from properties on Queen Street through the site to the Ottawa River to the north.
- The proposal complies with the City’s compatibility criteria established in the Official Plan (Section 2.5.1 and 4.11), including provisions relating to building profile transition, traffic, vehicular access on site, and building height and massing.
- The development conforms with the objectives and guidelines established in the City’s Design Guidelines for High-Rise Housing, including those relating to building orientation, preservation of important view corridors, landscaped open space and pedestrian accessibility.
- The proposed residential and office uses are consistent with the uses permitted in the current zoning. The proposed office use is permitted in the General Mixed-Use Zone and Minor Institutional Zone. An Amendment is only required to permit residential uses on the portion of the subject property zoned Minor Institutional and to address some minor variances to performance standards on the site.
- The development proposal maintains the intent of the current zoning by proposing a compact residential and office development that makes efficient use of land, is oriented to the street, and is well-integrated with surrounding uses, including the existing heritage buildings within the area.
- Retaining the Roper House will meet the City’s objectives with respect to retaining the building’s prominence over-looking the cliff and LeBreton Flats, and improving its visibility from the north and west. Furthermore, new development to the east of the Roper House on the block will serve to act as a curtain, enhancing the Roper House in the foreground from view corridors from the north and LeBreton Flats.
- Redevelopment of the surplus parcels will meet the municipal interest of creating a stronger, more cohesive street edge by filling in the existing gaps on the property with new buildings fronting on Sparks Street and Queen Street.
- The proposed development has a similar amount of open space and a smaller overall Floor Space Index (FSI) than the surrounding blocks.
- There is an opportunity to sensitively increase the building height beyond the seven storey limit on lands to the immediate west and east of the Cathedral. This opportunity recognizes that the current zoning of the Lutheran Church lands at the northwest corner of Bay Street and Queen Street permits a building in the range of eleven storeys in height. Additional height at this location arguably provides for an appropriate transition to equal and/or increased heights on the subject property.

The proposed development is supported by all technical studies submitted as part of this application, including traffic and servicing.