

FOTENN

CITY PARK PLAN OF SUBDIVISION





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Fotenn Consultants Inc. has been retained by RioCan Management and Killam REIT to assess the appropriateness of a proposed Plan of Subdivision for their lands adjacent to the Blair Transit Station and known municipally as 2280 City Park Drive.

RioCan and Killam have already started redeveloping the lands with a high-rise residential building and have submitted for the next phase which would include a 20 storey residential building. The proposed Plan of Subdivision is intended to create development blocks for these first two (2) phases, as well as setting up blocks around the future phases and defining common areas.

1.1 Application History

In anticipation of land development pressure in proximity to the LRT stations, the City has adopted Transit Oriented Development (TOD) plans for priority areas along the LRT network. The TOD plans seek to set the stage for future transit-supportive, intensified land development, identifying appropriate locations for additional land uses and density. The plan for the Blair Station area was adopted in January 2014 and identified the RioCan lands, given their proximity to the station and existing use (at the time) as a retail shopping centre and surface parking area, as an area for increased height and density. The majority of the lands were rezoned to the TD2 and TD3 zones to permit 20 and 30 storey buildings, respectively.

In 2015, RioCan submitted application for Phase 1 of a mixed-use redevelopment of their lands. While the applications focused on the lands to the south of City Park Drive, a long-term vision for the redevelopment of all of RioCan's land holdings was also presented for discussion. A Zoning By-law Amendment (File No. D02-02-15-0086) was submitted to rezone the lands in the southwest corner of the property which had not previously been amended through the City's TOD process. A Site Plan Control application (File No. D07-12-15-0187) was submitted concurrently for the first phase of the redevelopment which included a 23 storey residential apartment building in the southeast corner of the lands, including the construction of a significant "village lawn" at the centre of the site and demolition of the existing retail plaza. The existing restaurant use in the northeast corner of the site was retained through the Phase 1 development. Phase 1 was approved in November 2016 and construction is now nearing completion.

In August 2018, Fotenn submitted applications for Phase 2 of the development which included a second high-rise (20 storey) residential building along the southern edge of the property. A Zoning By-law Amendment application (file No. D02-02-18-0078) was submitted to permit a slightly greater building height (65 metres as opposed to 60 metres) and to recognize the lands as one lot for zoning purposes. A Site Plan Control application (File No. D07-12-18-0122) was also submitted to facilitate the development of the lands.

2.0 SURROUNDING AREA AND SITE CONTEXT

2.1 Subject Property

The subject property is located on the south side of City Park Drive, west of Blair Road and north of Highway 174. The property is known municipally as 2280 City Park Drive. The area is characterized by two retail shopping centres – the Gloucester Centre and RioCan's Silver City Centre. The lands are part of the Silver City Centre, though are separated from the balance of the shopping centre by City Park Drive.

The lands have a frontage of approximately 137 metres on City Park Drive and an area of approximately 28,622 square metres. More specifically, the Phase 2 area is located at the southwest corner of the site and has an area of 8,185 square metres.

2.2 Regional Context

The subject property is located in the Nation's Capital, the City of Ottawa, in eastern Ontario. The site is directly adjacent to the Blair Transit Station - a primary destination within the existing (Bus Rapid Transit and City bus), and future (Light Rail Transit) regional public transportation networks. From Blair Station, bus (and in the future train) service connects to the city centre in less than 15 minutes.



Figure 1: Site Context (subject property outlined in orange)

The subject property is also well served by its surrounding vehicular transportation network. It is located adjacent to Regional Road 174 and approximately 1 kilometre from the Trans-Canada Highway (Highway 417).

2.3 Local Context

The area surrounding the subject property is characterized by a diversity of land uses and building forms including low-rise residential buildings, retail plazas, and office complexes. The subject property is directly adjacent to the Blair Rapid Transit Station which will be the eastern terminus of the Confederation Line light-rail line to open in November 2018. It is also adjacent to the Gloucester City Centre large-format retail centre that includes a Loblaws retail food store and a Walmart.

The surrounding uses can be described as follows:

North: Directly north of the subject property is the Silver City Centre, a large-format retail centre including a cinema and several free-standing retail buildings. On the north side of Ogilvie Road is the recently constructed CSIS Complex.

East: Directly east of the subject property is the Blair Transit Station which provides both local and rapid transit service to the surrounding area. Northeast of the subject property is the Gloucester Centre, a large-format shopping centre which includes a retail food store (Loblaws), Walmart, and other retail uses. Further east is the Blair Road interchange with the 174.

South: Directly south of the subject property is Regional Road 174, which connects in the west to Highway 417 (the Queensway) and east to Orleans and Rockland. On the south side of the 174 is a low-rise residential neighbourhood and a small business park containing several mid-rise office buildings. To the southeast, are lands which form part of the National Capital Commission's Greenbelt.

West: Directly west of the subject property is a low-rise residential neighbourhood characterized by a townhomes. Further west is a mix of housing types including a twelve (12) storey apartment building, and a series of low-rise subdivisions.

3.0 PROPOSED DEVELOPMENT

The subject property is proposed for a phased redevelopment that will replace the former retail plaza and surface parking area with five (5) high-rise buildings ranging in height from 16 to 23 storeys, a central village lawn, a public park/plaza, and retail uses abutting City Park Drive. The Plan of Subdivision will create development blocks (as per the Concept Plan), new private streets, and blocks for the common private open spaces within the development.

The Plan of Subdivision includes a total area of approximately 6.97 acres (28,222 square metres) and will create six (6) development blocks and two (2) common area blocks that include private streets. Along City Park Drive, a 400 square metre portion of the property has been excluded from the Plan of Subdivision as this will be dedicated to the City as a public park/plaza through the ongoing Phase 2 Site Plan Control application.

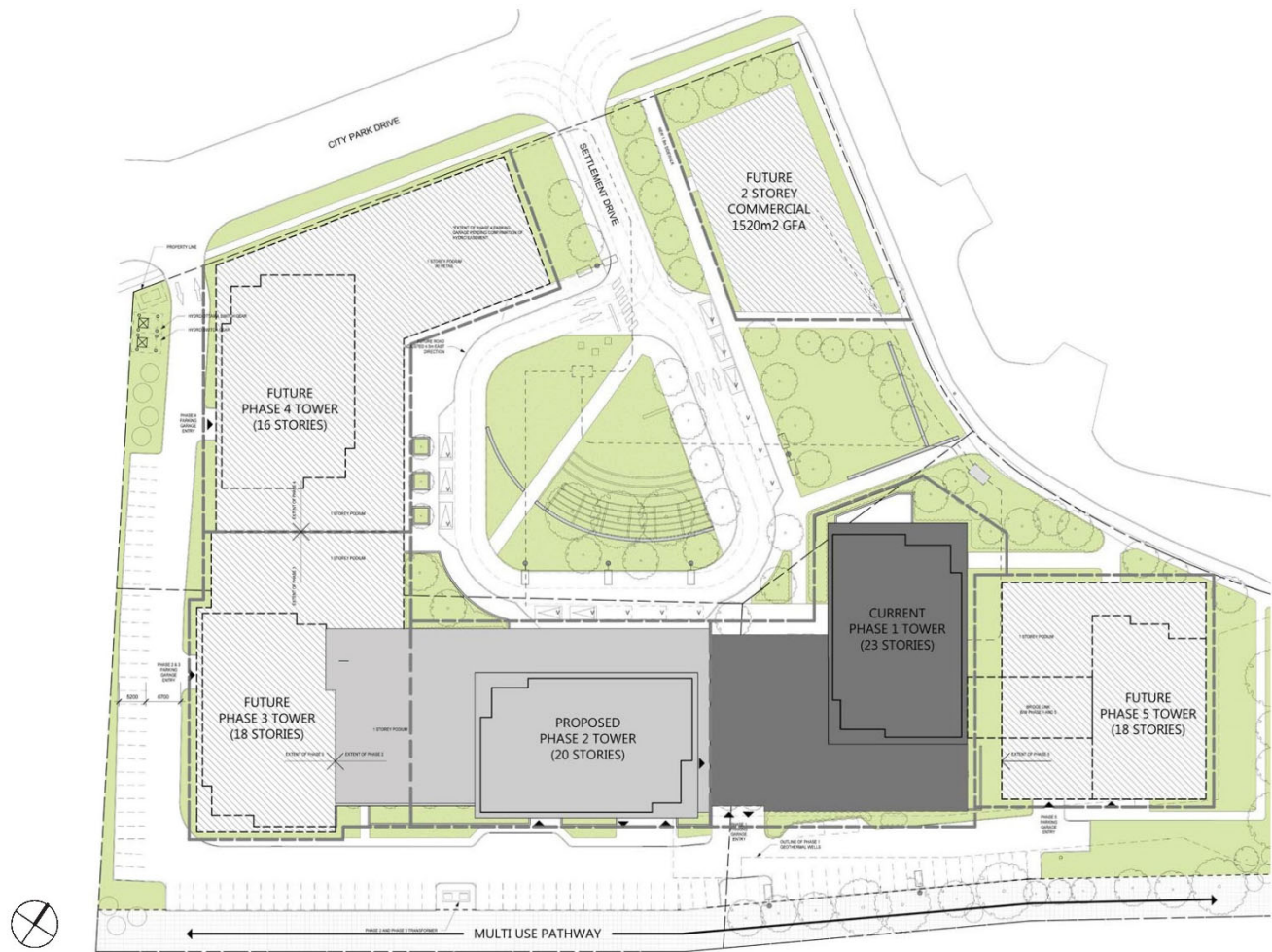


Figure 2: Proposed Phasing Plan

The land use for each of the blocks within the plan of subdivision is as follows:

	Proposed Land Use
Block 1	Private Amenity Area (Village Lawn) and Frontier Path Private (a private street)

Block 2	Phase 4 which includes a 16 storey residential building with a two (2) storey podium with retail uses at-grade abutting City Park Drive.
Block 3	Phase 3 which includes an 18 storey residential building.
Block 4	Common area which includes Vantage Point Private (a private street) that provides access to the southern edge of the property and to parking garages for all high-rise buildings.
Block 5	Phase 2 which includes a 20 storey residential building (currently in for Site Plan Approval)
Block 6	Phase 1 which includes a 23 storey residential building (currently nearing completion).
Block 7	Phase 5 which includes a 20 storey residential building.
Block 8	Commercial/retail building abutting City Park Drive. Currently occupied by a one (1) storey restaurant building and surface parking area.

The proposed Plan of Subdivision does not create any new public streets. All streets within the development will be private streets, maintained by the owners within the Plan of Subdivision. Maintenance costs will be shared through Joint Use and Maintenance agreements. All private streets access onto City Park Drive.

The Plan of Subdivision application is accompanied by a Concept Plan prepared by Hobin Architecture. The Concept Plan illustrates how the subject property will be developed in compliance with the vision, guidelines, and design principles of the Blair TOD study and Blair Secondary Plan. The Concept Plan has been used as the basis for the Plan of Subdivision.

POLICY AND REGULATORY FRAMEWORK

4.1 Provincial Policy Statement

In Ontario, the Provincial Policy Statement (PPS), enacted in April 2014, provides direction on land use planning and development issues of provincial interest. The Provincial legislation states that decisions impacting planning matters, “shall be consistent with” the policy statements within the Provincial Policy Statement.

The PPS encourages the formation of, “healthy, liveable and safe communities”, through efficient land use patterns and infrastructure development incorporating increased densities and a mix of uses representing efficient development to minimize air quality impacts, promote energy efficiency, support active transportation, are transit and freight supportive, and include opportunities for intensification.

Section 1.4 contains policies specific to housing, stating that planning authorities shall provide a suitable range of housing types and densities to meet projected requirements of current and future residents. This objective is to be accomplished by:

- / Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are, or will be, available to support current and future projected needs;
- / Promoting densities for new housing that efficiently use land, resources, infrastructure, and public service facilities and that support the use of active transportation and transit in areas where it exists or is to be development; and,
- / Establishing development standards for residential intensification, redevelopment, and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Healthy, active communities should be promoted by planning public streets, spaces, and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

Policy 1.6.5.4 states that land use patterns, densities, and a mix of uses should be promoted to minimize the length and number of vehicle trips and to support the development of viable choices for public transit and other alternative transportation modes.

The proposed development is consistent with the policies of the Provincial Policy Statement. The proposed Plan of Subdivision will create development blocks that will facilitate the development of the lands in an efficient, cost-effective manner, and intensifying a property located adjacent to a rapid transit facility within the City’s urban area.

4.2 City of Ottawa Official Plan

The subject property is designated “Mixed-Use Centre” on Schedule B of the City of Ottawa Official Plan. The Mixed-Use Centre designation, outlined in Section 3.6.2 of the Official Plan, applies to areas that have been identified as strategic locations on the rapid-transit network and that are adjacent to major roads. These Centres offer substantial opportunities for new development or redevelopment and represent a key element in the Official Plan's strategy to accommodate and direct growth within the City of Ottawa.

Mixed-Use Centres are to be characterized by a broad variety of transit-supportive land use such as offices, secondary and post-secondary schools, hotels, hospitals, large institutional buildings, community and leisure centres, day care centres, services (such as restaurants), high and medium density residential uses and mixed-use developments. Policy 7 through 10 of Section 3.6.2 support the intention of Mixed-use Centres as mixed, compact areas that enhance opportunities for walking, cycling and transit and provide opportunities for a variety of activities.

The proposed development contributes to the creation of a compact, mixed-use centre by facilitating the development of the subject property with high-density residential buildings adjacent to the transit station and in proximity to a range of existing employment and service commercial uses.

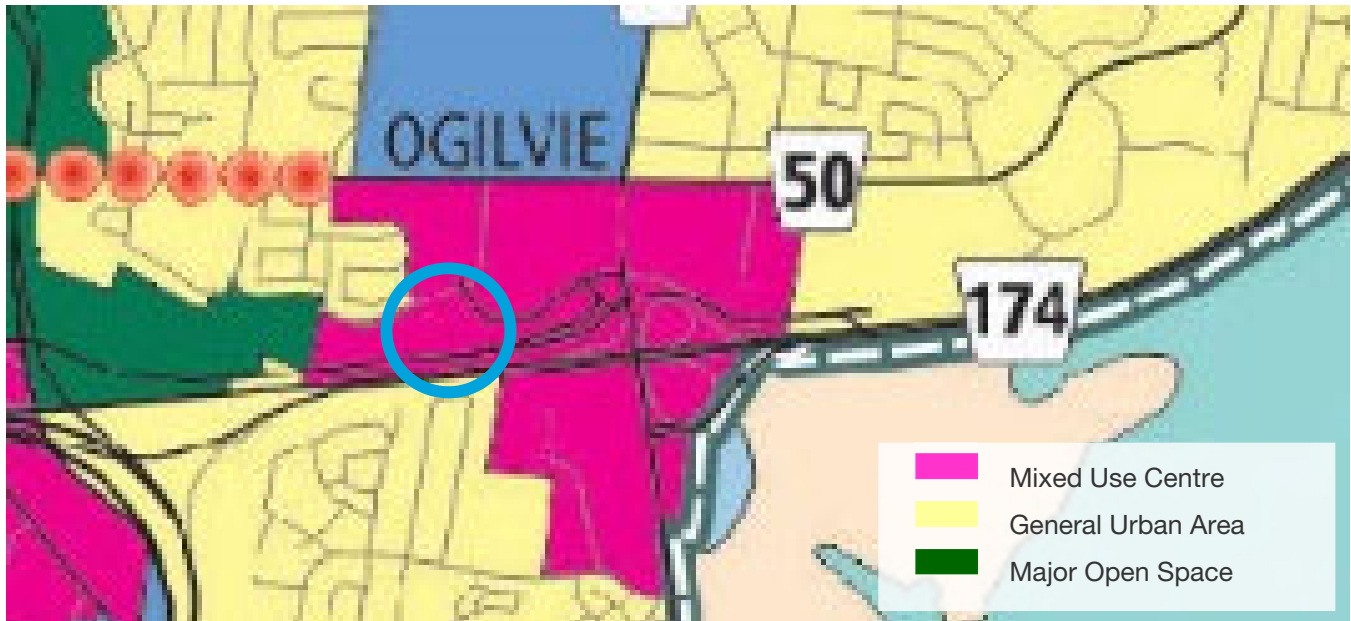


Figure 3: Official Plan - Schedule B Excerpt (subject property noted in blue)

4.3 City of Ottawa Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed the Official Plan resulting in numerous policy changes. Ottawa City Council adopted Official Plan Amendment (OPA) 150 in December 2013, and the Ministry of Municipal Affairs and Housing approved the revisions in April 2014. Significant portions of OPA 150 remain under appeal, while other policy changes have been incorporated and reviewed in Section 4.2 above.

The subject property continues to be designated as “Mixed-Use Centre” in OPA 150. The City will support intensification in Mixed-Use Centres where it provide an increased number of jobs and increased housing options resulting in increased transit ridership. In the long-term, it is envisioned that these Centres will become complete, liveable communities attracting people for the jobs, leisure, lifestyle and business opportunities they provide.

The proposed Plan of Subdivision conforms to the revised policies of Official Plan Amendment No. 150.

4.4 Blair Transit-Oriented Development Plan

In anticipation of land development pressure in proximity to the future LRT Stations, City of Ottawa Council established priority areas for the creating Transit Oriented Development (TOD) Plans, including The Blair Transit Oriented Development Plan which encompasses the subject property. The TOD Plans are to be treated as a council-approve policy document similar to a Community Design Plan.



Figure 4: Blair TOD Plan - Building Heights and Densities (subject property outlined in orange)

The proposed Plan of Subdivision is consistent with the policies of the Blair TOD plan which call for the redevelopment of the lands with mixed-use, transit-oriented development. The plan of subdivision will facilitate the redevelopment of the lands consistent with the master concept plan with a mix of uses in a compact form.

4.5 Blair Secondary Plan

The Blair TOD Plan is implemented through the Blair Secondary Plan. To achieve adequate transit-supportive development densities over the long-subject term, the Blair Secondary Plan provides direction regarding maximum building heights and minimum densities. The subject property is designated for heights and densities ranging from 20 storeys/250 units per net hectare to 30 storeys/350 units per net hectare on Schedule A of the Secondary Plan.

The proposed Plan of Subdivision will facilitate the development of the lands with buildings that conform to the heights and densities set out by the Blair Secondary Plan.

4.6 City of Ottawa Zoning By-law

The subject property is entirely within the “Transit Oriented Development Zone” with multiple subzones and exceptions applying to various portions of the property. The zoning for the majority of the subject property was amended through the 2014 TOD studies completed by the City. The southwest corner of the site was rezoned through a subsequent Zoning By-law Amendment application in 2016 so that the zoning matched the TOD Plan.

As noted, a Zoning By-law Amendment application was filed as part of the Phase 2 applications to permit greater building heights (65 metres as opposed to 60 metres) within the TD2 area, and to recognize the lands as “one lot for zoning purposes”. The one lot for zoning purposes provision permits the lands to be reviewed as a unit, where each lot does not require frontage on a public street and where parking and other amenities can be

shared. The one lot designation is appropriate given the lands are being developed in a coordinated and phased manner.



Figure 5: City of Ottawa Zoning By-law Excerpt (subject property outlined in blue)

The purpose of the TD – Transit Oriented Development Zone is to:

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

The TD zone does not have any minimum requirements for lot area or lot width. Section 59 of the Zoning By-law would require that each lot have frontage on a public street for at least 3.0 metres however as noted, the ongoing Zoning By-law Amendment would remove this requirement for each lot, so long as the cumulative lands within the zones applicable to the subject property had frontage onto City Park Drive.

The proposed plan of subdivision complies with the City's Zoning By-law and the TD zone.

5.0 ONTARIO PLANNING ACT

The Ontario Planning Act regulates land use planning on Ontario. Section 51, and more specifically sub-section 24, includes criteria for the evaluation of proposed plans of subdivision. These criteria are discussed below.

Criteria	Discussion
(a) The effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2 of the Planning Act.	The proposed subdivision will advance several of the provincial interests listed in Section 2 of the Planning Act by intensifying an under-utilized property within the urban area and adjacent to existing public service facilities, infrastructure, and rapid transit service. The proposed development will also contribute to the provisions of housing types and tenures available within the City of Ottawa and in proximity to day-to-day services.
(b) Whether the proposed subdivision is premature or in the public interest	The proposed plan of subdivision is, in our opinion, in the public interest as it will facilitate the orderly development of the subject lands.
(c) Whether the plan conforms to the official plan and adjacent plans of subdivision	As described in Section 4 of this Planning Rationale, the proposed development conforms to the City of Ottawa Official Plan and the Blair Secondary Plan. The proposed plan of subdivision conforms to adjacent properties.
(d) The suitability of the land for the purposes for which it is to be subdivided	The subject property is ideally suited for high-density mixed-use development as proposed and as will be facilitated by the proposed plan of subdivision.
(e) The number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them	A Transportation Impact Assessment for the plan of subdivision is currently being prepared by Parsons. The lands are zoned for the proposed use and therefore the capacity of the surrounding road network is sufficient to support the proposed plan of subdivision.
(f) The dimensions and shapes of the proposed lots	The proposed lots comply with the requirements of the City of Ottawa's Zoning By-law, pending the current Zoning By-law Amendment to designate the lands as one lot for zoning purposes. The shape and size of the lots will permit the orderly development of the lands consistent with the Concept Plan.
(g) The restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land	No restrictions are anticipated as a result of the proposed plan of subdivision.
(h) Conservation of natural resources and flood control	Not applicable.
(i) The adequacy of utilities and municipal services	An Assessment of Adequacy of Services report has been prepared by IBI Group for the proposed plan

	of subdivision and notes that the infrastructure needed to service the proposed development already exists within the City Park Drive right-of-way.
(j) The adequacy of school sites	To be confirmed through the circulation of the Plan of Subdivision application to local school boards. To date, no comments have been received on the initial phases of development in this regard.
(k) The area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes	No lands within the plan of subdivision are proposed to be dedicated to the City as all streets will be private and parkland has been provided as a combination of land to be dedicated through the Phase 2 Site Plan process, and cash-in-lieu payments.
(l) The extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy	The proposed development includes several initiatives aimed at conserving energy (e.g. geothermal wells) that have been, and will continue to be, further refined through Site Plan Control applications.
(m) The interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of the Planning Act.	For the blocks designated for development, Site Plan Control applications will regulate specific details of each building. The Master Concept Plan provides a plan showing how the lands are intended to ultimately develop.


The proposed development satisfies the criteria of Section 51(24) of the Planning Act for the review of draft Plans of Subdivision.

6.0 CONCLUSION

14

The proposed Plan of Subdivision will facilitate the redevelopment of the lands at 2280 City Park Drive in a coordinated manner helping to achieve the objectives of the Provincial Policy Statement, the City of Ottawa's Official Plan, and the Blair Secondary Plan.

In our opinion, the proposed plan of subdivision is in the public interest and represents good planning.

A handwritten signature in black ink, appearing to read 'P. Black', is written over a faint, rectangular official stamp. The stamp contains text that is mostly illegible but appears to include 'City of Ottawa' and 'Planning Department'.

Paul Black. MCIP RPP
Senior Planner