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70 Gloucester Street & 89-91 Nepean Street Planning Rationale

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70 GLOUCESTER STREET AND 89-91 NEPEAN STREET

PLANNING RATIONALE IN SUPPORT OF A ZONING BY-LAW AMENDMENT

Prepared For:

Claridge Homes



Prepared By:

NOVATECH



Suite 200, 240 Michael Cowpland Drive
Ottawa, Ontario
K2M 1P6

May 22, 2019

Novatech File: 111007

Ref: R-2019-095

May 22, 2019

City of Ottawa
Planning, Infrastructure and Economic Development Department
110 Laurier Ave. West, 4th Floor
Ottawa, Ontario
K1P 1J1

Attention: Simon Deiaco, Planner III

Dear Mr. Deiaco:

**Reference: Claridge Towers – 70 Gloucester Street & 89-91 Nepean Street
Planning Rationale for a Zoning By-law Amendment Application
Novatech File No.: 111007**

Novatech is pleased to submit the enclosed Planning Rationale on behalf of Claridge Homes in support of a zoning by-law amendment application for their approved mixed-use tower development that is currently under construction at 70 Gloucester Street and 89-91 Nepean Street in Ottawa's Centretown community.

A zoning by-law amendment is required to add "parking garage" as a permitted use and to accommodate a concurrent consent application for 70 Gloucester Street (D08-01-19/B-00088), which creates minor administrative issues with the existing site-specific zoning provisions. No changes are proposed to the approved buildings.

The attached Planning Rationale details the proposed zoning by-law amendment and demonstrates that it is consistent with the relevant provincial and municipal policy documents.

Should you have any questions or comments, please do not hesitate to contact the undersigned.

Sincerely,

Novatech



Ellen Potts, BES (PI)
Planner

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1.0 INTRODUCTION

Novatech was retained by Claridge Homes (Claridge) to prepare a planning rationale in support of a zoning by-law amendment application for their site at 70 Gloucester Street and 89-91 Nepean Street. The project was designed together as one development even though it covers multiple properties. The development received separate site plan and zoning by-law amendment approvals in 2011 (D07-12-10-0302 and D02-02-11-0008) to permit one 27-storey mixed use tower on 70 Gloucester Street and another 27-storey tower on 89-91 Nepean Street. The development is connected by the ground floor podium, and five storeys of underground parking across the entire site with vehicular access/egress via Gloucester Street. To date, construction of the underground parking facility is complete and construction of the first phase tower on 70 Gloucester Street is underway.

No changes to the approved buildings are proposed, but a zoning by-law amendment is required to address two administrative/technical changes to the development:

- (1) A consent application has been filed for 70 Gloucester Street to sever the rear portion of the property, which fronts Gloucester Street, from the front portion of the property, which fronts Nepean Street, to divide the ownership of the two towers for administrative purposes; and
- (2) Claridge intend to allocate a portion of the underground parking facility for public parking.

Therefore, a zoning by-law amendment is required to resolve minor site-specific zone provision non-compliances that result from the concurrent consent application for 70 Gloucester Street and to add “parking garage” as a permitted use to accommodate public parking.

This planning rationale will describe the site and surrounding land uses, detail the proposed zoning by-law amendment and review it in the context of the applicable planning and regulatory documents. These documents include the Provincial Policy Statement (2014), the City of Ottawa Official Plan, the Centretown Secondary Plan, the Centretown Community Design Plan and the City of Ottawa Zoning By-law 2008-250.

This report demonstrates that the proposed zoning by-law amendment is appropriate within the context of the policy framework and represents good planning.

2.0 CONTEXTUAL ANALYSIS

2.1 SITE DESCRIPTION AND CONTEXT

The Subject Site comprised of 70 Gloucester Street (legally described as *PLAN 2996 LOTS 47 48 S; GLOUCESTER ST PT LOT 48 N; NEPEAN*) and 89-91 Nepean Street (legally described as *PLAN 2996 LOT 47 WPT ST* and *PLAN 2996 LOT 46 NEPEAN N*, respectively), as shown in Figure 1. 70 Gloucester Street is a through lot with 40.30 metres of frontage on the south side of Gloucester Street, 16.40 metres of frontage along the north side of Nepean Street and an area of 0.17 hectares. 89 and 91 Nepean Street each have 20.16 metres of frontage along Nepean Street and areas of 0.06 hectares. The three properties have a combined frontage of 56.72 metres along Nepean Street. The entire Subject Site has an area of 0.29 hectares.

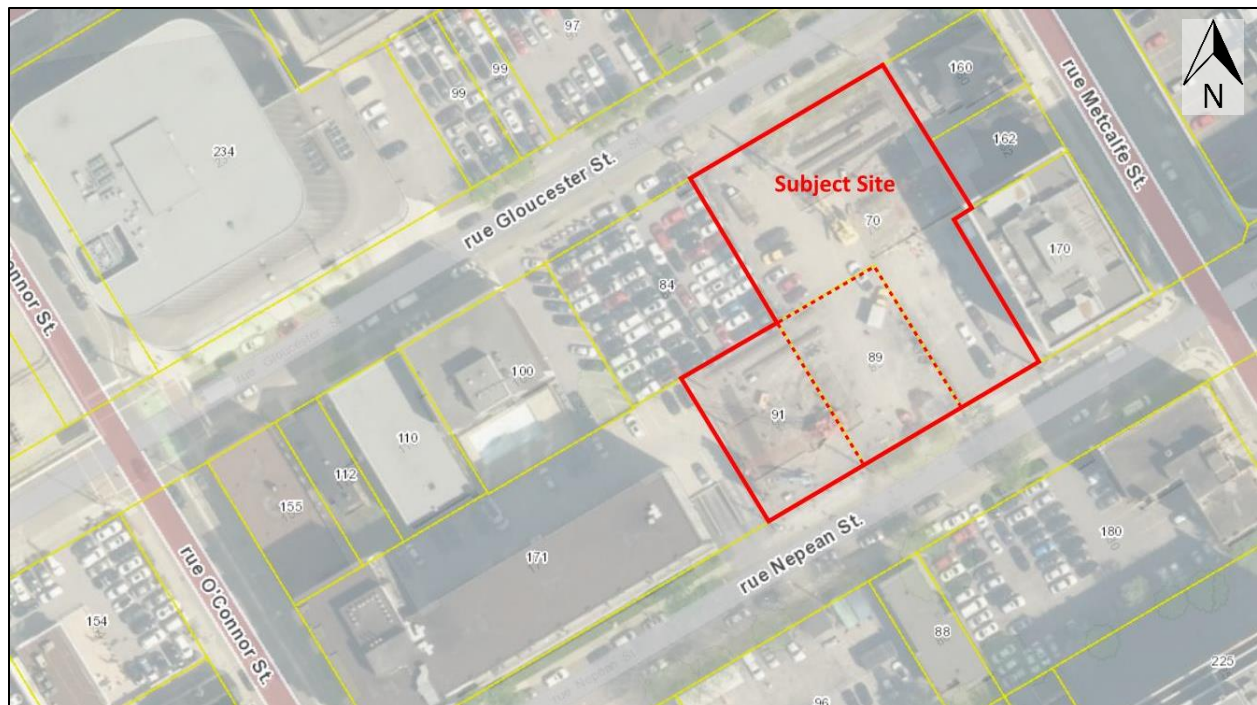


Figure 1: Site Location (image source: GeoOttawa)

The Subject Site is located west of Metcalfe Street and east of O'Connor Street in the northeast corner of Ottawa's Centretown community. The Central Business District is located immediately north of Gloucester Street and the Centretown Heritage Conservation Area is located to the south. As such, a variety of commercial, office, residential and institutional uses in single-use and mixed-use buildings ranging in height from 2 to 27-stories surround the Subject Site, as shown in Figure 2.



Figure 2: Surrounding Land Uses

2.2 PLANNING CONTEXT

Per Schedule B of the Official Plan, the Subject Site is designated as General Urban Area. It is also at the interface with the Central Area designation that starts on the north side of Gloucester Street, as shown in Figure 3.

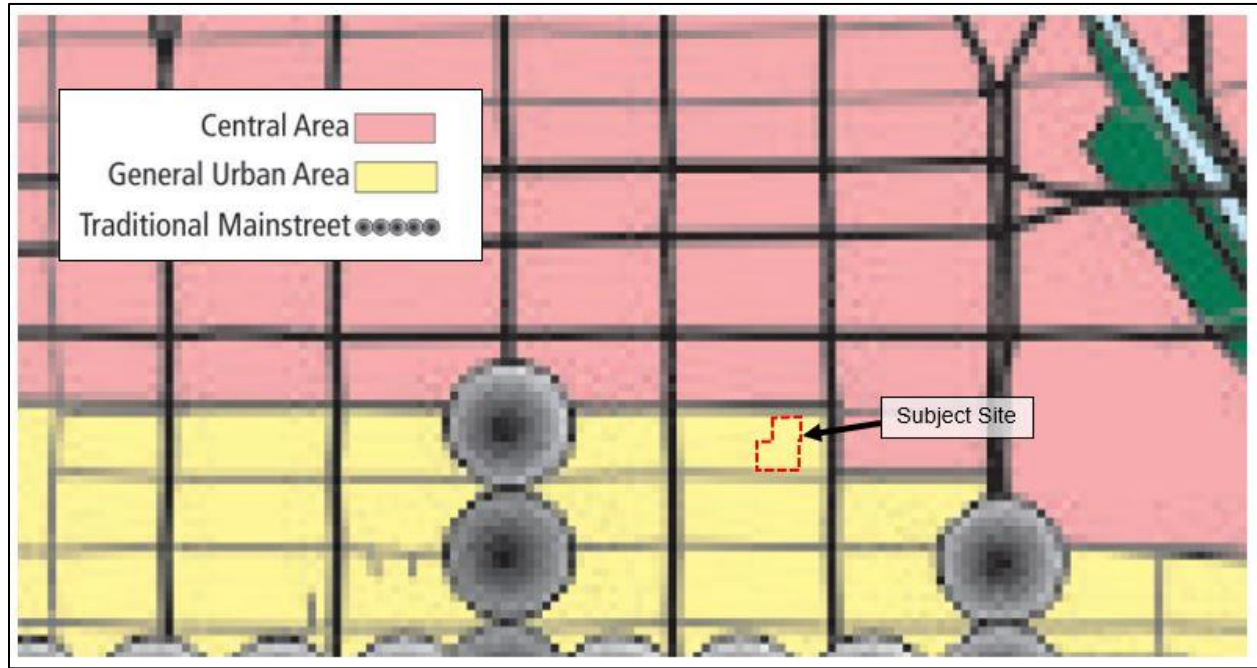


Figure 3: Excerpt of OP Schedule B outlining Subject Site in red

The Subject Site is subject to the Centretown Secondary Plan and Community Design Plan (CDP). Per Schedule H1 – Land Use in the Secondary Plan, the Subject Site is designated as “Apartment Neighbourhood”, as shown in Figure 4. Per Schedule H2 – Maximum Building Heights, the Subject Site is identified as “High-Rise 27 Storeys”, as shown in Figure 5. The CDP maintains the same land use designation and maximum building height consideration for the Subject Site as identified in the Secondary Plan (i.e. “Apartment Neighbourhood” and “High-Rise, 27-storeys”).

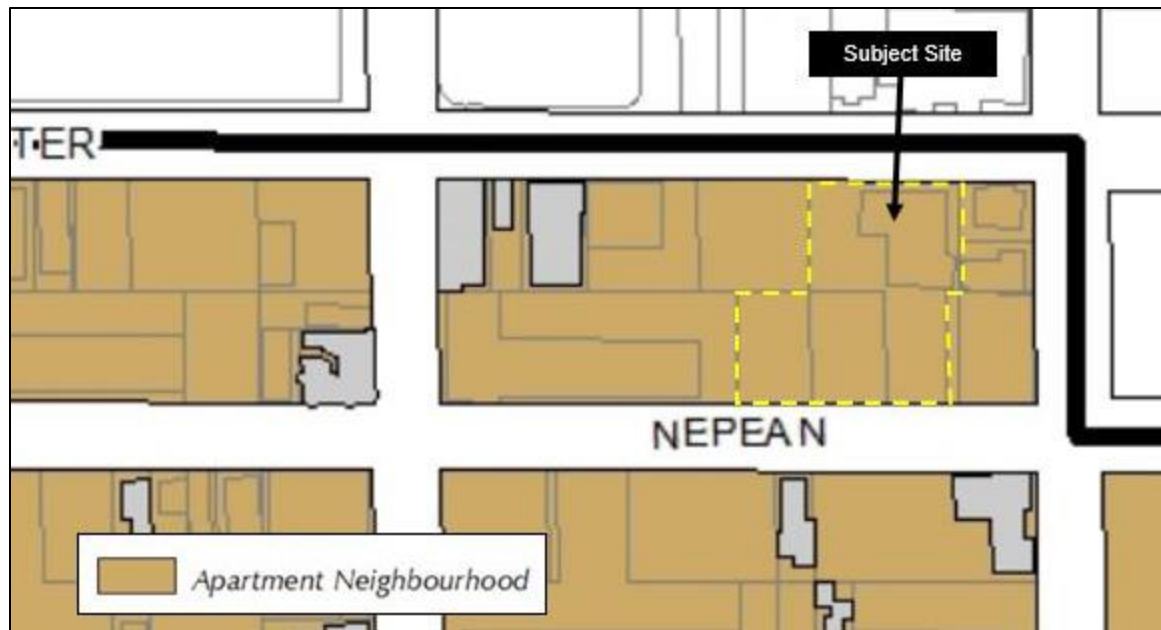


Figure 4: Excerpt of Centretown Land Use Plan outlining Subject Site in yellow

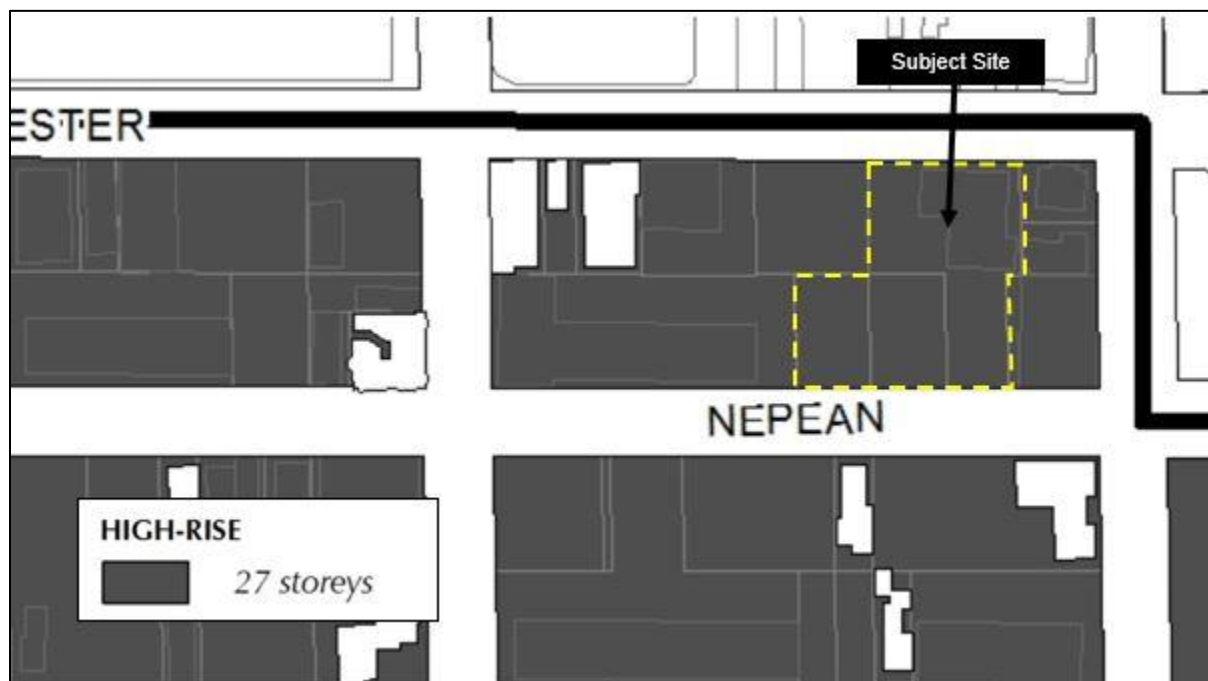


Figure 5: Excerpt of Centretown Maximum Building Heights Plan outlining Subject Site in yellow

70 Gloucester Street is zoned Residential – R5B[1834] H(83) and 89-91 Nepean Street is zoned Residential – R5B[1811] H(83). The zone exceptions contain site-specific provisions for the 27-storey towers on each property.

The buildings, as approved by the City, conform to the Official Plan, the Centretown Secondary Plan and CDP and comply with the Zoning By-law.

3.0 PROPOSAL

No changes are proposed to the approved site plans, but minor administrative amendments to the zoning by-law, as detailed in the following sections, are required to accommodate the changes due to the proposed property line and additional use.

3.1 PUBLIC PARKING

The 70 Gloucester Street tower will contain 231 dwelling units. Per the *Minimum Parking Space* provisions of Section 101 of the Zoning By-law and Zone Exception [1834], this tower requires 99 resident parking spaces and 20 visitor parking spaces for a total minimum requirement of 119 parking spaces.

The 89-91 Nepean Street tower will contain 257 dwelling units. Per the *Minimum Parking Space* provisions of Section 101 of the Zoning By-law and Zone Exception [1811], this tower requires 111 resident parking spaces and 19 visitor parking spaces for a total minimum requirement of 130 parking spaces.

The combined total minimum required parking spaces for the entire development is 249 parking spaces. Due to its proximity to rapid transit, Section 103 – *Maximum Limit on Number of Parking Spaces Near Rapid Transit Stations* applies at a rate of 1.5 spaces per unit. At a combined total of 488 dwelling units, the maximum number of parking spaces permitted is 732.

Prior to Claridge's redevelopment, the Subject Site accommodated some public parking, especially after the office building at 70 Gloucester Street was vacated. Findings from the geotechnical study required the foundation of the development to extend deep into the ground, which created the opportunity to include 5-storeys of underground parking within that below-grade space. The parking garage accommodates 502 parking spaces, which is still 32% fewer than the maximum permitted number of spaces within proximity to a rapid transit station.

Claridge is seeking an amendment to add "Parking Garage" as a permitted use to provide public parking in the surplus underground parking spaces not being used by residents and visitors of the building.

3.2 70 GLOUCESTER STREET SEVERANCE

A consent application (D08-01-19/B-00088) has been submitted to the Committee of Adjustment to sever the rear (north) portion of 70 Gloucester Street for building ownership purposes. The retained portion of 70 Gloucester Street fronting Nepean Street will be consolidated with 89-91 Nepean Street to create one property (89 Nepean Street), as shown on the excerpt of the Draft 4R Plan prepared for the consent application in Figure 6. See Appendix A for the full plan.

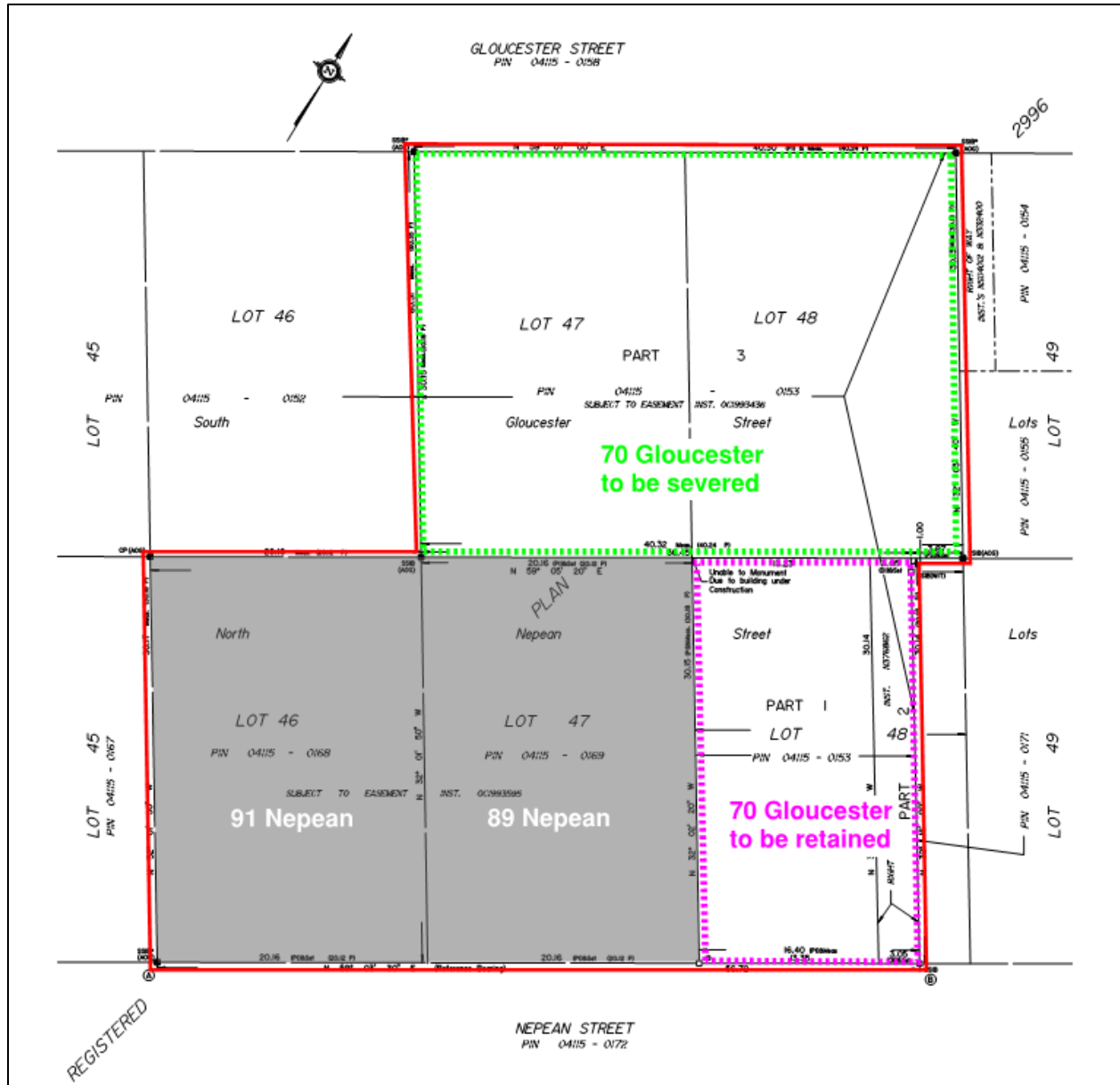


Figure 6: Excerpt of Draft 4R Plan for proposed Severance of 70 Gloucester Street showing the retained and severed portions

By severing 70 Gloucester Street, the previous rear lot line along Gloucester Street now becomes the front lot line for the severed portion of the property. As such, the wording of *maximum building height provision* in exception [1834], needs to be amended. The current exception provision states that *the maximum building height (i) for the first 23 metres from the rear lot line is 83 metres*. The word “rear” should be amended to “front” to accommodate the approved location of the 27 storey Gloucester tower.

It should also be noted that due to the subsequent proposed consolidation of the retained portion of 70 Gloucester Street with 89-91 Nepean Street, some of the side yard provisions in both exceptions are rendered non-applicable. For exception [1834], minimum interior side yard provision “(iii)” no longer applies as the “*westerly side yard for the first 30.15 metres from Nepean Street*” will no longer exist for

that zone. Similarly, for exception [1811], the minimum interior side yard provision “for the easterly side yard” will no longer apply for that zone.

4.0 POLICY JUSTIFICATION

The proposed severance of 70 Gloucester Street is required for administrative/ownership purposes only and does not impact the design or locations of the approved buildings. As such, amendments to the site-specific provisions in no way affect the buildings’ conformance with the Official Plan and Centretown Secondary Plan and CDP policies as demonstrated through the site plan and previous zoning by-law amendment approvals.

The following subsections demonstrate that the proposed addition of “parking garage” as a permitted use is consistent with the Provincial Policy Statement, 2014 (PPS), the City of Ottawa Official Plan and the Centretown Secondary Plan and CDP.

4.1 PROVINCIAL POLICY STATEMENT

The 2014 Provincial Policy Statement (PPS) provides policy directions on land use planning and development matters of provincial interest, as set out in Section 2 of the Planning Act. All decisions affecting planning matters are required to “be consistent with” policies of the PPS.

The proposed addition of public parking in the surplus parking spaces of the parking garage is consistent with the following PPS policies:

Policy 1.1.1 Healthy, liveable and safe communities are sustained by:

(e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs

(f) ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and project needs.

The proposed amendment would permit public access to the surplus underground parking spaces, which were previously provided in a surface parking lot prior to the redevelopment of the Subject Site. The provision of underground parking spaces for public parking represents a more efficient use of the land.

4.2 OFFICIAL PLAN

The following sections of the Official Plan are applicable to the proposed addition of “parking garage” as a permitted use:

Section 2.2.2.21(c): Reduce the amount of land used for parking, through such measures as reductions in parking standards and the creation of municipal parking structures;

Section 2.3.1.32(c): To support intensification and minimize the amount of land devoted to parking through measures such as providing parking underground or in structures incorporating other uses and arrangements to share parking among land users;

Section 3.6.6.9: The City will ensure that parking and loading facilities address the unique role of the Central Area and contribute to an enjoyable, safe and secure pedestrian environment by:

- a) Facilitating, possibly with partners, the provision of moderately-priced, short-term parking and loading facilities to serve the retail and commercial sectors and the tourism industry...*

Given the location of the Subject Site at the edge of the Central Business District and adjacent to Metcalfe Street, a main arterial access route into the City's Central Area, the Subject Site represents an appropriate location for public parking in an underground garage. The proposed addition of "parking garage" as a permitted use under the zoning to facilitate underground public parking is consistent with the direction outlined in the Official Plan.

4.3 CENTRETOWN COMMUNITY DESIGN PLAN and SECONDARY PLAN

The Centretown CDP (2013) was created to establish a broad community vision for Centretown that would inform its growth over a 20-year horizon and form the foundation for a new Secondary Plan. The Centretown Secondary Plan (2013) translates the guiding vision presented in the CDP into statutory policy.

The CDP addresses the proposed amendment in Section 4.4.3 – *Parking Supply*:

Parking availability, or the perception of parking availability is a significant issue within Centretown, particularly when considering development applications on sites which are currently used for surface parking, or where limited visitor parking is being proposed.

Over time, provision of public parking facilities will be reduced as existing surface lots within Centretown are redeveloped...

To assist in the management of supplies and demand for parking... The City should also consider provision of off-street parking facilities in new development (particularly mixed-use developments, or developments in the vicinity of all-day destinations, such as retail mainstreets).

Section 3.5.4 – *Parking in the Secondary* implements the CDP's direction on parking supply within Centretown into the following two policies:

Section 3.5.4.1: The City shall undertake an inventory of existing public parking spaces in Centretown and their current utilization. As the area evolves, the City shall periodically monitor changes to public parking supply and demand. Rates for on-street parking shall be reviewed to ensure an appropriate balance between encouraging non-automobile travel while continuing to attract visitors and retail patrons who arrive by car.

Section 3.5.4.2: The City shall encourage the provision of below-grade or above-grade public parking within new private developments close to major destinations.

The Subject Site is located in proximity to the Elgin Street mainstreet and the various major destinations within the Central Area. Given that the redevelopment of the Subject Site eliminated its previous supply of surface public parking spaces, it is consistent with the direction of the CDP and the Secondary Plan policies to provide a "parking garage" as a permitted use at this location so that the surplus parking spaces not used by the tenants of the building can be utilized by the public.

5.0 CONCLUSION

Claridge is seeking a zoning by-law amendment to add “parking garage” as a permitted use to allow the public to utilize surplus parking spaces within the five-storey underground parking garage of their approved development at 70 Gloucester Street and 89-91 Nepean Street. Claridge has also submitted a consent application to sever the rear portion of 70 Gloucester Street with the intent of consolidating 89-91 Nepean Street and the retained portion of 70 Gloucester Street into a single property that is separate from the severed portion of 70 Gloucester Street. This creates clear ownership lines for the two residential towers – one of which is to be an apartment building and the other a condominium building. This severance and consolidation of properties requires minor administrative amendments to the site-specific provisions in the existing zone exceptions to accurately described the approved setbacks of the buildings.

It is our assessment that the proposed addition of “parking garage” as a permitted use and the administrative amendments to the zone provisions required for the proposed severance are consistent with the *Provincial Policy Statement 2014*, conform to the *City of Ottawa Official Plan*, the *Centretown Secondary Plan* and the *Centretown Community Design Plan*, and represent good planning.

NOVATECH



Prepared By:

Ellen Potts, BES (PI)
Planner



Reviewed By:

Greg Winters, MCIP RPP
Senior Project Manager

APPENDIX A:

Draft 4R Plan for Proposed Severance of 70 Gloucester Street

I REQUIRE THIS PLAN TO BE DEPOSITED UNDER THE LAND TITLES ACT.
DATE: _____

ANDRÉ ROY
ONTARIO LAND SURVEYOR

PLAN 4R-

RECEIVED AND DEPOSITED
DATE: _____

REPRESENTATIVE FOR
LAND REGISTRAR FOR THE
LAND TITLES DIVISION OF
OTTAWA-CARLETON NO. 4.

SCHEDULE			
PART	LOT	PLAN	PIN
1	PART OF 48	2966	PART OF 04115-0153
2			
3	PART OF 47 & 48		

Parts 1, 2 and 3: Subject to easement as in Inst. OC1993436 .
Part 2: Subject to easement right-of-way Inst. N376862 .

PLAN OF SURVEY OF
LOTS 47 AND 48
(South Gloucester Street)
AND
PART OF LOT 48
(North Nepean Street)
REGISTERED PLAN 2996
CITY OF OTTAWA
Surveyed by Annis, O'Sullivan, Vollebekk Ltd.

Scale 1 : 200

8.0

6.0

4.0

2.0

0

4

8

Metres

DISTANCES AND COORDINATES SHOWN ON THIS PLAN ARE IN METRES AND CAN BE CONVERTED TO FEET BY DIVIDING BY 0.3048.

Surveyor's Certificate

I CERTIFY THAT :

- This survey and plan are correct and in accordance with the Surveys Act, the Surveyors Act and the Land Titles Act and the regulations made under them.
- The survey was completed on the 25th day of February, 2019.

Date

André Roy
Ontario Land Surveyor

- Notes & Legend
- | | | |
|-------|---------|-----------------------------------|
| □ | Denotes | Survey Monument Planted |
| ■ | " | Survey Monument Found |
| SIB | " | Standard Iron Bar |
| SSIB | " | Short Standard Iron Bar |
| IB | " | Iron Bar |
| CP | " | Concrete Pin |
| * | " | Survey Monument 0.3 metres Long |
| (WIT) | " | Witness |
| (AOG) | " | Annis, O'Sullivan, Vollebekk Ltd. |
| Meas. | " | Measured |
| Prop. | " | Proportion |
| (P) | " | Registered Plan 2996 |
| (P1) | " | (AOG) Plan Januray 31, 2011 |
| (P2) | " | (857) Plan October 5, 1997 |
| (D1) | " | Inst. N414183 |

Distances shown on this plan are ground distances and can be converted to grid distances by multiplying by the combined scale factor of 0.999943.

Bearings are grid, derived from Can-Net 2016 Real Time Network GPS observations and are referenced to Specified Control Points 01919680005 and 01919680105, MTM Zone 9 (76°30' West Longitude) NAD-83 (original).

Coordinates are derived from Can-Net 2016 Real Time Network GPS observations referenced to Specified Control Points 01919680005 and 01919680105, MTM Zone 9 (76°30' West Longitude) NAD-83 (original).

Coordinate values are to urban accuracy in accordance with O. Reg. 216/10.

. 01919680005	North	5027191.26	Easting	361496.76
. 01919680105	North	5024915.16	Easting	373971.65
. Point A	North		Easting	
. Point B	North		Easting	

Caution: Coordinates cannot, in themselves, be used to re-establish corners or boundaries shown on this plan.



ANNIS, O'SULLIVAN, VOLLEBEKK LTD.
14 Concourse Gate, Suite 500
Nepean, Ont. K2E 7S6
Phone: (613) 727-0850 / Fax: (613) 727-1079
Email: Nepean@aovltd.com

Ontario
Land Surveyors

Job No. 17560-19 Clridge Lts 46 To 48 PL 2996 R DJ

ISW

