

# FOTENN

## 1980 OGILVIE ROAD PHASE 1



September 24, 2019

Planning Rationale

Zoning By-law  
Amendment



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Fotenn Consultants Inc. has been engaged by First Capital Asset Management ULC to assess the appropriateness of the first phase of a high-rise, mixed-use development of their lands at 1980 Ogilvie Road. The lands are directly adjacent to Blair Station, the eastern terminus of the Stage 1 Confederation Line Light Rail Transit (LRT) project which opened in September 2019.

The proposed development is the first of several phases in the contemplated redevelopment of the lands. The first phase proposes the construction of a 30-storey mixed-use high-rise building along the south east edge of the lands. For the purposes of this application, the shopping centre property as a whole will be referred to as the Gloucester Centre Lands, while the portion of the lands subject to the enclosed Zoning By-law Amendment will be referred to as the 'Phase 1 Site,' as shown in Figure 1.



Figure 1: Phase 1 Site in the Context of the Gloucester Centre Lands

## 1.1 Application Purpose and Context

In anticipation of land development pressure in proximity to the LRT stations, the City adopted Transit Oriented Development (TOD) plans for priority areas along the LRT network, including the for Blair Station. The Blair Station TOD Plan (2014) identifies Gloucester Centre as an area for increased height and density, given its proximity to the station and existing use as a retail shopping centre and large surface parking area. More specifically, the schedules outlined in the Secondary Plan proposes that the subject lands should be rezoned to TD1, TD2 and TD3 zones to permit 16, 20 and 30 storey buildings, respectively.

To facilitate the Phase 1 development, a Zoning By-law Amendment application is being submitted to rezone the Phase 1 Site from MC [1333] F(2.0) H(48) to TD3, thereby permitting a 30-storey mixed-use building.

It is intended to submit a Consent application to permit the severance of the Phase 1 Site from the remainder of the Gloucester Centre Lands as the development approvals progress.

## SURROUNDING AREA AND SITE CONTEXT

### 2.1 Subject Lands

Gloucester Center Shopping Centre is an 11-hectare shopping mall containing one L-shaped central mall building and several out-buildings. The majority of the lands are occupied by surface parking lots. The shopping centre has frontage on City Park Drive (two accesses), Ogilvie Road (three accesses), Blair Road (one signalized access) and the Transitway (bus access only). The Lands can also be accessed from a private road that connects from Blair Road to City Park Drive.

The main mall building has approximately 35,610 square metres of GFA and is anchored by a grocery store (Loblaws) at the north end and a Walmart at the southwest end. A gas station, a bank and a restaurant are all located in outbuildings on the northwest corner of the site. East of the mall, the lands are bisected by a hydro corridor which runs north to south. A coffee shop and an LCBO outlet are located east of the hydro corridor.

The Phase 1 Site consists of a portion of the Subject Lands, as shown in Figure 1. The Phase 1 Site, which is located on a portion of the Subject Lands legally known as Block 1 on Registered Plan 4M-648, includes the internal driveway and the lands south of the driveway. This parcel is located closest to the Transitway and the Blair Station. All of Gloucester Centre is currently connected to the Blair Station by an elevated walkway that connects through a one-storey building on the Phase 1 Site. An outdoor pathway to the elevated walkway stairs is also provided. The remainder of the subject site is occupied by surface parking, associated landscaping, and the existing internal driveway.

### 2.2 Regional Context

The subject lands are located in the Nation's Capital, the City of Ottawa, in eastern Ontario. The Phase 1 Site is directly adjacent to Blair Station - a primary destination within the regional public transportation networks (bus, light rail). From Blair Station, light rail service connects to the city centre in less than 15 minutes.



Figure 2: Broader Context for the Gloucester Centre Lands.

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## 2.3 Local Context

The area surrounding the Gloucester Centre is characterized by a diversity of land uses and building forms including low-rise residential buildings, existing and planned high-rise residential buildings, retail plazas, and mid-rise office complexes. The Phase 1 Site is directly adjacent to Blair Station, which is the eastern terminus of the Confederation Line light-rail opened in September 2019. It is also adjacent to the RioCan Silver City Centre that includes a cinema and several free-standing retail buildings.

The uses surrounding the Phase 1 Site can be described as follows:

**North:** Directly north of the Phase 1 Site is the remainder of the Gloucester Centre Silver City Centre lands owned by First Capital. These consist of a large-format retail centre including a Loblaws retail food store, several free-standing retail buildings and a Wal Mart. On the north side of Ogilvie Road is the recently constructed Canadian Security Intelligence Service (CSIS) Complex.

**East:** Directly east and south of the subject property is Blair Station, which provides both local and rapid transit service to the surrounding area. Further east is the Blair Road interchange with Highway 174.

**South:** Blair Station abuts the Phase 1 Site property to the south. Further south is Highway 174, which connects in the west to Highway 417 (the Queensway) and east to Orleans and Rockland. On the south side of Highway 174 is a low-rise residential neighbourhood and a small business park containing several mid-rise office buildings. Southeast of the Blair Road interchange with Highway 174 are lands which form part of the National Capital Commission's Greenbelt.

**West:** Abutting the Phase 1 Site's extension to the west, south of City Park Drive, is a high-rise residential building developed by RioCan. Future high-rise buildings are also planned for these lands. Further west is a vacant lot and a mid-rise office building. West of the Gloucester Centre Lands is the RioCan Silver City Centre, a large-format shopping centre which includes a cinema. Further west is a low-rise residential neighbourhood characterized by a townhomes. A mix of housing types including a twelve (12) storey apartment building, and a series of low-rise subdivisions is also found approximately 700 meters to the west of the subject lands.

## 2.4 Road Transportation Network

Gloucester Centre is well-served by the local road network. Ogilvie Road and Blair Road are both designated as Arterial Roads, while City Park Drive is designated as a Collector Road. Highway 174 to the south is a City Freeway and Highway 417 to the west is a Provincial Highway.



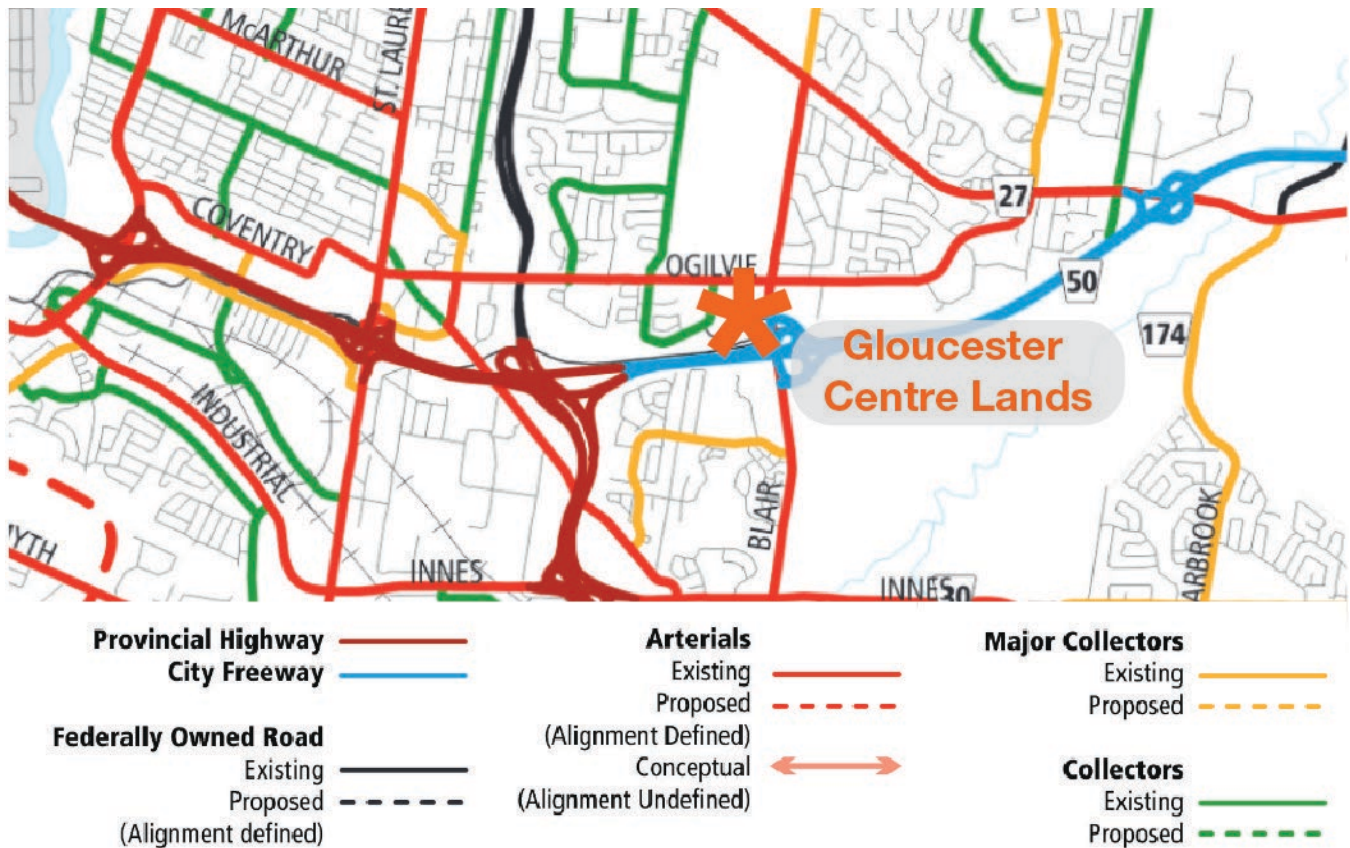


Figure 3: Road Network as Shown in Schedule E of the Official Plan

A City Freeway is a limited access highway with high-speed traffic serving the needs for intra-city travel similar to the Provincial highways. Arterial Roads are the major roads of the City intended to carry large volumes of traffic over the longest distances. They also function as major public and infrastructure corridors. Collector Roads are the principal streets in urban neighbourhoods that are used by local residents, delivery and commercial vehicles, transit and school buses, cyclists and pedestrians

## 2.5 Transit Network

The Phase 1 Site is located directly adjacent to Blair Station, which is the eastern terminus of the recently completed Confederation Line Stage 1 Light Rail Transit (LRT) line 2019. The Confederation Line provides rapid transit service between Blair Road in the east and Tunney's Pasture in the west, including a connection with the Trillium Line at Bayview Station.

Stage 2 of the LRT project will include extension of the network to the west, south, and east. From Blair Station, the Confederation Line will be extended east to Trim Road.

The Official Plan also indicates a future bus rapid transit (BRT) extension from Blair Station to the south and running along Innes Road and ultimately along Brian Coburn Boulevard in Orleans. This extension is a future project, anticipated in the 2013 Transportation Master Plan to be completed by 2031.

Transit Priority Corridors with isolated measures are designated along Ogilvie Road, Blair Road north of Ogilvie, and along Innes Road to the south.

## 2.6 Cycle Network

The subject property is located adjacent to planned and existing cycling paths as noted on Schedule C of the Official Plan. In addition to the planned and existing pathways shown on the schedule, additional pathways are noted in the Blair Transit Oriented Development (TOD) Plan – specifically a multi-use pathway along the south edge of the subject property to continue west towards downtown.



Figure 4: Existing Urban Cycling Network



# 3.0 PROPOSED DEVELOPMENT

The proposed development consists of a 30-storey mixed-use building consisting of a six-storey mixed-use podium and a residential tower above. The ground floor will contain active commercial uses animating both internal roadway and the access to Blair Station. Active commercial uses on the second floor will animate a direct pedestrian route via an elevated walkway from Blair Station to the Gloucester Centre Mall. Above the second floor, the podium will be set back slightly, to distinguish the residential part of the podium from the commercial and office uses below. A total of 356 one- and two- bedroom residential units, 1,748.5 square metres of commercial retail space and 1,018.9 square metres of office space are proposed.



Figure 5: Perspective view of the proposed development

The proposed distribution of commercial spaces, publicly accessible amenities and pedestrian/cycle pathways on the site is intended to engage and invite residents, transit users and visitors to engage with and move through the site. While the specific commercial uses for the ground-floor and 2<sup>nd</sup> storey commercial spaces are still to be determined, these spaces will create active frontages facing the existing mall entrance, Blair Station, and the elevated walkway. Improved sidewalks will be provided along the western face of the building, improving north-south pedestrian connectivity along the internal drive aisle.



Figure 6: North and East façades of the proposed development



Figure 7: Rendering of the proposed south end of the building.

The proposed development has been designed to be engaging and permeable to residents and employees, as well as those who are passing through, whether they are transit users, cyclists or pedestrians. In addition to the elevated catwalk, the at-grade route from Blair LRT station to the Gloucester Centre shopping mall building passes through a 1,200 square metre publicly-accessible at-grade amenity space and wraps around the south end of the building, which is animated by residential and commercial entrances, as shown in Figure 6. Communal amenity area for building residents is proposed to be provided at the 7<sup>th</sup> storey in the form of 430-square metre outdoor terrace and 674 square metres of interior amenity rooms. This communal amenity area is supplemented by 1,650 square metres of private amenity area in the form of private decks and balconies.

Service access and resident parking access is provided at the north end of the building, farthest from the mall entrance and the transit station, to minimize impact on active transportation routes. Office parking access is proposed to be provided through the west façade of the building, directly from the internal driveway. It is proposed to provide two (2) levels of underground parking and two (2) internal parking levels within the ground floor, accommodating a total of 309 vehicular parking spaces and 192 bicycle parking spaces. Five (5) additional parking spaces for brief stops, such as food delivery, will be provided north of the building. While parking is proposed to abut the façade on the north and northwest parts of the building, playful design will animate these facades and ensure there are no blank walls facing any part of the pedestrian realm, as shown in Figure 7.

The proposed development is the first stage of a larger redevelopment of Gloucester Centre. As the portion of the lands closest to Blair Station, the Phase 1 Site is the most appropriate location for the first phase of development. The 30-storey tower will mark the entrance to Blair Station, while adding a transit-supportive uses at transit-supportive densities.

## POLICY AND REGULATORY ENVIRONMENT

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### 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. Development within designated “settlement areas” should be based on densities and a mix of land uses that efficiently use land and resources; are appropriate for the infrastructure and public service facilities which are planned or available; minimize negative impacts to air quality and climate change; support active transportation; and are transit-supportive, where transit is planned or exists.

Policy 1.1.3.3 of the PPS particularly recognizes intensification as a development pattern that efficiently uses land and can be used to form healthy, safe and liveable communities.

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 1.6.7.4 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. As part of the overall concept, the proposed development offers an efficient, cost-effective pattern of growth, capitalizing on an intensification opportunity within the city’s urban area, adjacent to significant transit facilities. Intensification of the underutilized subject property will make efficient use of existing infrastructure, public service facilities, and will support the City’s investment in public transit.**

### 4.2 City of Ottawa Official Plan

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013. OPA 150 was approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014, with appeals. In recent months, negotiated settlements have resulted in some policies from OPA 150



being incorporated into the Official Plan, and are now in full force and effect. Other policies remain under appeal. For the purposes of this Planning Rationale, the current policies of the City of Ottawa Official Plan have been reviewed and analyzed for the proposed development. In addition, the relevant policies of OPA 150 and proposed OPA 150 settlements have been taken into consideration.

The City of Ottawa is currently undertaking an Official Plan review, which will culminate in a new Official Plan, projected to be adopted by Council in Spring 2021. The first phase of the New Official Plan process is scheduled to be completed in Fall 2019 and consists of public consultation around preliminary research and scenario-building prepared by the City in collaboration with key stakeholders. These were presented to the public in the form of the “Ottawa Next: Beyond 2036” report, which laid out a number of potential future scenarios based on interpretations of major and emerging environmental, technological, economic and social trends and drivers, and in nine (9) discussion papers.

The Official Plan review process is in early stages, and no policy directions have been proposed. However, the preliminary reports have highlighted larger trends that will increasingly shape the City of Ottawa moving forward. Identified trends that are relevant to the proposed development include:

- / Increasing unpredictability due to the effects of climate change;
- / Imperative to reduce energy consumption, particularly greenhouse gas emissions;
- / Housing affordability and the need to create appropriately-located housing supply; and
- / Economic trends associated with the knowledge economy.

**While the discussion papers and Ottawa Next report do not yet represent actual policy directions, the trends and emerging challenges they highlight, particularly the need to embrace alternative mobility options, lower-carbon patterns of development and a wider range of housing typologies, have been considered in the design of the proposed development.**

#### 4.2.1 Managing Growth

One of the core Strategic Directions of the Official Plan is “Managing Growth.” This strategic direction states that the City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently, and where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.

The City anticipates that approximately 90 percent of the growth in population, jobs, and housing will be accommodated within the urban area. Concentrating growth within the urban area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles.

Growth will be distributed throughout the urban area to strengthen liveable communities through intensification and infill, and new development on vacant land in designated growth areas. In particular, the City’s Strategic Directions state that mixed-use centres like the Blair Mixed Use Centre, will accommodate growth by developing into compact, liveable, and pedestrian-oriented with a vibrant mix of residential uses, and social, cultural and economic activity. This will be achieved through infill and redevelopment that is compatible with the planned function of the area, and contributes to its diversity of housing, employment and services.

In all areas, the density, mix of uses, and land use pattern will work together to make the most efficient use of transit. Transit service is to be accessible by other active modes of transportation (i.e. walking and cycling) and densities will be highest adjacent to transit stations. A mix of uses around transit stations will also ensure that residents can meet many of their daily needs within the community or nearby. This intent supports the City’s Strategic Direction to provide appropriate infrastructure by building a transportation system that emphasizes walking, cycling and transit.

Section 2.2.2 deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure. Consequently, the Official Plan employs a hierarchy of nodes and corridors for managing growth. Nodes are activity areas built at a higher density than their surroundings and accommodate a mix of uses and community activities. Corridors are linear routes that move people and goods via walking, cycling, transit, and vehicles. Figure 2.3 identifies target densities for select nodes and corridors; the Blair Mixed Use Centre has a target density of 200 people and jobs per hectare, an increase from its 2012 density of 97 people and jobs per hectare.

Policy 1 of Section 2.2.2 defines residential intensification as the “intensification of a property, building or area that results in a net increase in residential units or accommodation and includes:

- / Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
- / The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification.
- / Infill development;
- / The conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and,
- / The conversion or expansion of existing residential buildings to create new residential units or accommodation, including secondary dwelling units and rooming houses.

**The proposed development of the subject property is residential intensification as defined by the Official Plan. The proposed development, as a significant intensification project next to a Rapid Transit Station, will help the City of Ottawa to achieve its growth management goals as expressed in Section 2 of the Official Plan.**

#### 4.2.2 Land Use Designation – Mixed Use Centre

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. Mixed Use Centres are identified as priority areas for undertaking more detailed planning processes, resulting in Secondary Plans, to identify and mandate minimum densities and appropriate building heights, as well as area-specific design considerations. Policy 8 through 10 of Section 3.6.2, which set out the policy direction and considerations for secondary planning processes, 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.

Policy 4 of Section 3.6.2 of the Official Plan states that High-rise buildings may be considered to achieve target densities within walking distance of existing and proposed stations on the City’s Rapid Transit System. Further support for the location of the proposed high-rise development adjacent to Blair Station is provided by Policy 11 of Section 2.2.2. Policy 12 of Section 2.2.2. states that residential storeys generally have a height of three (3) metres, commercial storeys a height of four (4) metres, and ground floor uses may have higher storey heights. Policy 16 of Section 2.2.2 requires that adequate separation distances between existing, proposed and future towers can be provided.

The appropriateness of proposed high-rise development is evaluated based on several factors. While some of these are more appropriately considered at the Site Plan Control stage, the proposed development responds to these factors in the following ways:

- / The proposed 30-storey height reflects the planned context of the area as a rapid-transit hub, and matches proposed development heights on adjacent sites, while the proposed 6-storey podium helps the building relate to the existing low-rise context and provides a pedestrian-friendly scale;
- / The proposed height marks the closest entrance to the transit station, acting as a community landmark;
- / The proposed zoning amendment will permit a design that respects Council-approved design guidelines, as outlined in Section 4.5 of this Planning Rationale; and
- / The proposed design will enhance the public realm at the street level.

**The proposed development contributes to the creation of a compact, mixed-use centre by adding a high-density mixed-use building adjacent to the Blair Station and in proximity to a range of existing employment and service commercial uses. Given the mix of uses in proximity to the subject property, residents are able to access rapid transit and meet many of their daily needs by walking or cycling, promoting opportunities for active transportation and transit use. The balance of the multi-use pathway block along the transit corridor will set up future connections to the east and west to provide further opportunities for cycling and walking.**

#### 4.2.3 Urban Design and Compatibility

At the heart of the Urban Design and Compatibility goals of the Official Plan is the City's Strategic Direction "Building Liveable Communities." Liveable communities are created through careful attention to urban design, managing growth to provide complete communities with a balance of uses that allows people to meet their everyday needs, and developing an efficient and affordable land use pattern that maximizes municipal investments.

Several sections of the Official Plan help to implement this strategic direction. Section 2.5.1 of the Official Plan sets broad Urban Design and Compatibility objectives and principles, and identifies Transit Oriented Development Areas and Mixed Use Centres as Design Priority Areas. Development proposals within these areas are subject to review by the Urban Design Review Panel (UDRP), which supplements staff review to ensure that development proposals meet the following objectives:

To enhance the sense of community by creating and maintaining places with their own distinct identity.

**The proposed development seeks to redevelop and intensify an underutilized site, located adjacent to a rapid transit station, thereby advancing the objectives of the mixed-use centre designation and implementing the city's vision for intensification. The proposed residential use will offer additional housing options in proximity to transit, retail, employment and other amenities, contributing to creating a comprehensive community.**

To define quality public and private spaces through development.

**The proposed development will add quality public and private spaces. Interior and terraced amenity spaces are proposed for the use of residents, while an at-grade publicly accessible landscaped plaza facing the transit station will serve all users of the Blair Station. Commercial space facing the plaza, the internal driveway, and the 2<sup>nd</sup> storey elevated walkway will animate public pedestrian routes. These public and private spaces will create a sense of community for the residents while also welcoming and embracing members of the public.**



To create places that are safe, accessible and are easy to get to.

**The proposed development and the overall Concept for the lands recognizes the importance of the subject property as a link between Blair Station and the broader community. The proposed development creates defined pedestrian and cycling routes through the site to ensure safe, accessible and secure routes to move to or through the site. Residents of the proposed development will also have direct connections to the transit station, to the entertainment, service commercial, and employment uses to the north, and to the future multi-use pathway along the transit corridor to the south providing easy connections to surrounding areas.**

To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

**The current proposed development is the first phase of a long-term redevelopment of the subject property as a compact, mixed-use community. The Concept Plan for the future build-out of the lands allows for flexibility and adaptability over time.**

Supplementing these broader urban design objectives, Section 4.11 of the Official Plan, “Urban Design and Compatibility” sets out compatibility criteria to evaluate development proposals. Section 4.11 requires that applications be accompanied by a design brief which evaluates the consistency of a proposed development with its existing and planned context, and which demonstrates that the proposed design responds to the design provisions of the Official Plan, approved Design Guidelines, and any community design plan. Specifically, section 4.11 highlights aspects of building and sight design that require more careful consideration and identifies how design can respond to the objectives of the Official Plan.

These considerations include:

<b>Views</b>	The proposed development will not impact any protected views.
<b>Building Design</b>	The proposed development will help to realize the planned function of the Blair Mixed Use Centre as a transit-oriented complete community. Active entrances and facades add activity to an internal driveway (quasi-public street) and Blair Station. Parking and servicing will be internal to the building, and those parts of the building will be enhanced with playful façade design, to be confirmed through the Site Plan Control process.
<b>Massing and Scale</b>	The massing of the proposed design responds precisely to the direction of the Secondary Plan permitting 30-storey buildings. The closest existing low-rise residential neighbourhood is over 250 metres from the proposed building.
<b>High-rise buildings</b>	The base-middle-top form of the proposed building meets the urban design objectives set out in the Official Plan, Transit-Oriented Development Plan and Design Guidelines. Specifically, the generous setback above the 2 <sup>nd</sup> storey helps to define appropriately-scaled pedestrian spaces on the lands closest to Blair Station.

Adequate tower separation is built into the Phase 1 Site by virtue of its location between the internal driveway and the Transitway.

<b>Outdoor Amenity Area</b>	No existing outdoor amenity area associated with residential uses will be impacted by the proposed development. Ample, well designed communal amenity area for residents and the public will be provided in the form of a 324.5 square metre outdoor at-grade plaza at the entrance to Blair Station. Additional outdoor amenity area for residents will be provided on a rooftop terrace.
<b>Design Priority Areas</b>	As a target area for intensification, the Blair Mixed Use Centre is a design priority area. The proposed building implements high design standards, as summarized above. Further design details, to be determined through the Site Plan Control process, will likewise embody a high quality of design.

### 4.3 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-approved policy document similar to a Community Design Plan.

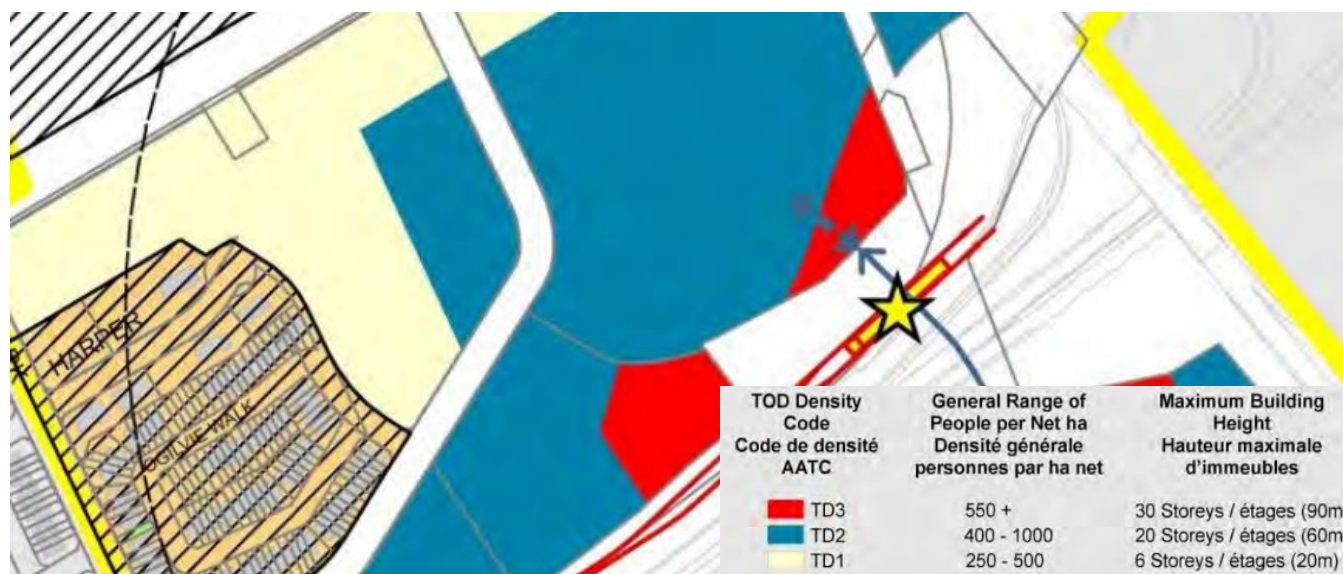


Figure 8: Blair TOD Plan - Building Heights and Densities (subject property outlined in orange)

One of the primary goals of the TOD studies is to support public transit usage by improving pedestrian and cycling access to the stations and by providing opportunities for additional types of development at higher transit supportive densities. Specific policies and plans within the Blair TOD Plan which will be implemented by the proposed development of the Phase 1 Site include:

- / New multi-use pathways envisioned along the internal driveway and along the south of the parcel connecting to pathways and pedestrian and cycle infrastructure on the Transitway lands;
- / The future pedestrian bridge from the Transitway to the existing mall;
- / Active frontages facing the Transitway/Blair LRT and the existing mall, following the spirit of the active frontage requirements applied to City Park Drive and Ogilvie Road;
- / Maximum permitted building heights of 30 storeys and densities in the range of 530 persons per net hectare;
- / Two percent of the Phase 1 Site Area provided as publicly accessible outdoor communal amenity space;

- / A 6-storey podium, with the tower stepped back metres from the ground floor façade facing the internal roadway; and
- / Appropriate tower separation distances ensured because of buffer offered by Transitway, internal driveway and parcel shape.

The Transit Oriented Development Plans give guidance on calculating the density of people and jobs per net hectare. Using this guidance, the following people and job counts were generated:

Use	Rate (per TOD Plan)	Provided	People & Jobs
Office	1 employee per 20 m <sup>2</sup>	1,018.9 square metres	50
Retail	1 employee per 45 m <sup>2</sup>	1,748.5 square metres	40
Residential	1.62 residents per unit	356 units	577

Based on this, a total of 667 people and jobs are expected to be created. The gross Phase 1 Site area, which includes a driveway that will function as an internal street, and which will be shared with existing uses to the north as well as future development, is 11,206.2 square metres (1.12 hectares) in area. Therefore, following the TOD Plan methodology, the projected density of the proposed development is approximately 595 people and jobs per gross hectare (595 ppj/ha). This is consistent with the overall objective to achieve densities of between 200-400 ppj/ha in TOD areas. The projected density exceeds this average density, as it is located closest to the transit station and is designated for the densest development. The TD3 density code indicates 550+ people and jobs per net hectare. With approximately 595 ppj/ha, the proposed development exceeds the minimum projected density.

**The proposed development is consistent with the direction for the lands as set out in the Blair TOD Plan. The portion of the lands which are included in the Phase 1 Site are designated for up to 30 storeys of building height, as proposed. The proposed residential use will support the evolution of the mixed-use community at Blair Station.**

#### 4.4 Blair Secondary Plan

The Blair TOD Plan is implemented through the Blair Secondary Plan. The primary objective of the Blair Secondary Plan is to provide direction on maximum building heights and minimum densities within the Blair TOD Plan area, in order to achieve adequate transit-supportive development densities over the long-term. The Phase 1 Site, not including the internal driveway, is designated for a maximum height of 30 storeys and minimum density targets as set out in Schedule A of the Secondary Plan.

Schedule A offers alternate density targets for residential and non-residential development. The residential target is a minimum density of 350 units per net hectare, and the density target for all non-residential uses is a total Floor Space Index (FSI) of 1.5 for all non-residential gross floor area (GFA). Further direction on how to calculate these targets for mixed-use buildings is provided in the Zoning By-law: the density target is only calculated for the residential or non-residential portion of the building, whichever is more significant.

Because the minimum density requirement is to be calculated per *net* hectare, the internal driveway, which functions as an internal street and will be shared with the rest of the Gloucester Centre Lands, is not included. The Phase 1 Site area minus this driveway is approximately 0.549 hectares. Therefore, the residential density of the proposed development is approximately 648 units per net hectare, exceeding the minimum requirement.



While By-law 2014-22 rezoned many lands within TOD Plan areas across Ottawa to the appropriate implementing zone, lands that were determined to be subject to development intensification pressure beyond 2031 were not rezoned. These lands, which include the Gloucester Centre Lands and the Phase 1 Site, were permitted to maintain their existing zoning until the owner requests rezoning in response to intensification pressure.

**In response to development intensification pressure, the enclosed Zoning By-law Amendment requests rezoning to the appropriate implementing zone for the Blair Secondary Plan. The proposed development will provide a maximum height of 30 metres, and a minimum density of 648 units per net hectare. This density exceeds the prescribed minimum in the Secondary Plan.**

## 4.5 Urban Design Guidelines

### 4.5.1 Urban Design Guidelines for High-rise Buildings

The Urban Design Guidelines for High-Rise Buildings were approved by Ottawa City Council in May 2018. While not intended to be a checklist, the guidelines are a tool used during the preparation and review of development proposals to promote appropriate high-density development. Some guidelines must be considered from early planning stages, while others are more appropriately considered during Site Plan Control, and not all guidelines apply depending on the context of the proposed development. The proposed development responds to the following relevant guidelines:

- / Enhances and creates the overall pedestrian experience through the provision of POPs, new MUPs, and a sensitively scaled podium;
- / Animates the ground floor with active uses;
- / Building design adopts a base, middle, top approach to effectively achieve urban design objectives;
- / Is appropriately sized as a landmark building marking a major transit station;
- / Uses larger tower floor plates, given the suburban location of the site and the mitigation of shadow and wind impacts, and maintenance of sky views and access to natural light;
- / Provides wide pedestrian zones between the building face and the internal road network;
- / Provides at-grade public space under private ownership in the form of the plaza integrated with the pedestrian and active transportation network, and with publicly owned lands; and
- / Locates parking underground and at the rear of the building.

### 4.5.2 Transit Oriented Development Guidelines

In September 2007, City Council approved design guidelines to address Transit-Oriented Development. The guidelines apply to all development throughout the City that is within 600 metres walking distance of a rapid transit stop or station and provide guidance for the proper development of these strategically located properties. The guidelines address six elements of urban design including land use, layout, built form, pedestrians and cyclists, vehicles and parking, and streetscape and environment.

The proposed development meets the following applicable design guidelines:

- / Provides transit-supportive land uses and densities within 50 metres walking distance of the Blair LRT, encouraging transit use, generating pedestrian and cycle traffic, and supporting extended hours of activity;
- / Adds uses to augment Gloucester Centre as a multi-purpose destination for transit users and local residents, further enabling people to meet many of their daily needs locally;
- / Creates pedestrian and cycling “short cuts”;
- / Locates the highest density as close as possible to the transit station;
- / Orients the proposed buildings towards Blair Station as well as the internal drive;
- / Enhances at-grade and grade-separated connections to Blair Station with public amenity space and commercial uses;

- / Provides a ground floor designed to be appealing to pedestrians, with potential uses including retail, personal service, restaurants and outdoor cafes; and
- / Locates service areas internal to the building to reduce conflicts with active modes.

**The proposed development responds to the relevant approved Design Guidelines to create a high-quality building and site plan that fosters a positive pedestrian realm and supports alternative mode uses, including transit.**

#### 4.6 City of Ottawa Comprehensive Zoning By-law

The entire Phase 1 Site is within the Mixed Use Centre Zone, Exception 1333, with a Floor Space Index maximum of 2.0 and a Maximum Height of 48 meters (MC[1333] F(2.0) H(48)).

As stated in the Blair Secondary Plan, lands that are not zoned TD are to be rezoned to the appropriate TD zone in accordance with the Secondary Plan when the landowner requests rezoning in response to intensification pressure. Schedule A of the Secondary Plan indicates that the Phase 1 Site is permitted a maximum of 30 stores and must meet either a minimum density of 350 residential units per net hectare or a minimum FSI of 1.5 for non-residential uses.

As such, the Transit Oriented Development Zone, Subzone 3 (TD3) is the appropriate implementing zone.



Figure 9: City of Ottawa Zoning By-law Excerpt (subject property outlined in blue)

The purpose of the Transit Oriented Development Zone is to:

- / Establish minimum density targets needed to support LRT use for lands within TOD Plan areas;

- / 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.

**Permitted uses in the TD zone include a range of transit-supportive land uses including convenience store, office, restaurant, retail food store, retail store and dwelling unit.**

While the lot frontage on City Park Drive is delineated as an “Active Frontage Street Area” on Schedule 316 to the Zoning By-law, the TD active frontage provisions do not apply as the building is not in proximity to the zone. The building functionally faces both Blair Station and an entrance to the Gloucester Centre mall across and internal drive. Section 93 of the Zoning By-law, “One Lot for Zoning Purposes” does not apply to lots zoned TD. The Phase 1 Site is not currently a separate parcel. In order to preserve flexibility for future severances, the provisions that would apply if the Phase 1 Site was severed are included in **light grey** in the table below, for information purposes.

The following table lists the provisions of the TD3 Zone:

Zoning Mechanism	TD3	Proposed	
<b>Minimum Lot Area</b>	No minimum	97,860.0 m <sup>2</sup> (Whole Site) 11,206.2 m <sup>2</sup> (Phase 1 Site)	✓
<b>Minimum Lot Width</b> Measured at 0.5 m setback from City Park Drive	No minimum	15 m	✓
<b>Front and Corner Side Yard Setbacks (minimum)</b>	0.5 m	N/A – no building frontage on City Park	✓
<b>Interior Side Yard and Rear Yard Setback (minimum)</b>	Abutting RT corridor: 2 m Otherwise, no minimum	Abutting RT: Varies/min 5.8 m <b>Abutting the mall: 13.28 m</b>	✓
<b>Required Front Stepback</b>	Minimum additional 2.5 m at 2-7th storey, where building is within 10 m of frontage and exceeds 6 storeys	Not applicable	✓
<b>Rear/Interior Stepback</b>	Minimum 12 m above 6 storeys	<b>Abutting Transitway: min 5.8 m</b> Other yards: 21.8 m	✗
<b>Building Separation</b>	Parts of any buildings greater than 6 stores must be separated by 24 meters	Not applicable for Phase 1 Site	✓
<b>Building Height</b>	Minimum: 6.7 m and 2 storeys Maximum: 90 meters or as shown by suffix H / schedule	<b>94.4 m</b> (30 storeys)	✗

Zoning Mechanism	TD3	Proposed	
<b>Amenity Area</b> 6m <sup>2</sup> per unit of which 50% is required to be communal 2% of total lot area to be publicly accessible, outdoor amenity space	356 units x 6 m <sup>2</sup> = 2,136 m <sup>2</sup> 50% public = 1,068 m <sup>2</sup> 2% of Phase 1 Site = 224 m <sup>2</sup>	Total: 3,954 m <sup>2</sup> Communal: 2,304 m <sup>2</sup> Total Public at Grade: 1,200 m <sup>2</sup>	✓
<b>Minimum Width of Landscaped Area</b>	No minimum, but any provided yard not used for driveways, aisles, parking, loading spaces or outdoor commercial patio must be landscaped.	Compliant	✓
<b>Outdoor storage</b>	Prohibited	All storage internal	✓
<b>Active Frontage</b>	Maximum setback of 3 metres 50% frontage to be covered by building wall. 50% façade to be transparent glazing Active entrances required No front yard parking	<b>Not applicable due to lot configuration</b>	✗
<b>Minimum Density</b> 350 units/net hectare for lots >0.125 ha;	0.549 net ha @ 350 units/net hectare = 192 units	356 units (637.5 units/net hectare)	✓
<b>Communal Outdoor Space</b> Lots > 1,250m <sup>2</sup>	Minimum 2% of Phase 1 Site area = 224 m <sup>2</sup>	324.5 m <sup>2</sup> at-grade, publicly accessible plaza	✓
<b>Vehicular Parking Spaces</b> Minimum: Res: No minimum Visitor: 0.1 /unit after first 12 units; to a maximum of 30 spaces per building Other uses: No minimum Maximum: Res & Visitor: 1.75/unit Retail Rate: 4/100 m <sup>2</sup> GFA	<u>Minimum</u> Residence: 0 Visitor: 0.1*(356-12) = 34.4 = 30 (cap) Shopping Centre: 0 <b>Minimum required: 30</b> <u>Maximum</u> Res + Visitor: 1.75/unit*356 = 623 Shopping Centre: 4/100 m <sup>2</sup> GLFA = 111 <b>Maximum permitted: 734</b>	314 spaces	✓
<b>Bicycle Parking</b> Residential: 0.5/unit Retail/office: 1/250m <sup>2</sup> of GFA 25% of residential spaces must be indoors	Residential: 0.5*356 = 178 spaces Commercial: 1,749 m <sup>2</sup> /250 = 7 Office: 1,019 m <sup>2</sup> /250 = 4	192	✓

Clause 3(d) of Section 196 of the Zoning By-law contains specific provisions related to phasing. Specifically, in a multi-phased development, all phases must be shown on the site plan subject to Section 41 of the Planning Act, and each phase must comply with the minimum density requirements, as well as the requirements for outdoor communal space. As the enclosed application is a Zoning By-law Amendment application, this requirement



does not apply to the current application. The remainder of the Gloucester Centre lands are anticipated to retain their current zoning, with the Phase 1 Site rezoned to TD3 through the enclosed Zoning By-law Amendment application. As such, a future Site Plan application to permit the proposed development on the Phase 1 Site will comply with this provision of the Zoning By-law.

**The proposed building complies with the vast majority of the zoning requirements. Relief from several provisions of the by-law is requested to permit a high-quality building design and functional site plan, given the specific layout of the Phase 1 Site.**

#### 4.6.1 Section 37 Requirements

Section 37 of the Planning Act permits municipalities to enable zoning changes increasing height or density in return for the provision of community benefits. Official Plan policies in conjunction with the 2017 Section 37 Guidelines set thresholds for applying Section 37, as well as instructions for calculating the uplift value created by requested Zoning By-law changes. Section 37 is only intended to be applied to developments that are greater than 7,000 square metres in size, and where the requested density represents at least a 25% increase from the permitted as-of-right zoning. These guidelines were applied to the Gloucester Centre Lands as follows:

##### AS-OF-RIGHT

SITE AREA (m <sup>2</sup> )	FSI	AS-OF-RIGHT AREA (m <sup>2</sup> )	EFFICIENCY (%)	AS-OF-RIGHT GFA (m <sup>2</sup> )
107911.70	2.00	215823.40	53.1%	114545.08

##### PROPOSED

BUILDING	FLOOR AREA (m <sup>2</sup> )	EFFICIENCY (%)	GFA (m <sup>2</sup> )
Existing	-	-	32464.00
Phase 1	44532.00	53.1%	23634.70
TOTAL			56098.70

##### COMPARISON

AS-OF-RIGHT GFA (m <sup>2</sup> )	PROPOSED GFA (m <sup>2</sup> )	DENSITY INCREASE (%)
114545.08	56098.70	-51.02%

The as-of-right GFA for the Gloucester Centre Lands is 114,545 square metres, whereas the proposed development would create a total GFA of 56,098.

**Because the proposed density is lower than what can be built as-of-right on the Gloucester Centre lands, Section 37 does not apply to the development.**

#### 4.6.2 Details of the Requested Zoning By-law Amendment

It is requested to rezone the entire Phase 1 Site to the Transit Oriented Development Zone, Subzone 3, Exception XXXX (TD3[xxxx]). The TD3 zone is the appropriate implementing zone under the Blair Secondary Plan and will permit an appropriate and desirable development. Relief from several provisions of the Zoning By-law is required:

- / To confirm that the Active Frontage permissions do not apply;
- / To permit a minimum setback of 5.8 metres from interior side lot lines abutting the rapid transit corridor, for parts of the building above 6 storeys;
- / To define the parking mezzanine as part of the ground storey of the proposed building; and
- / To permit a maximum height of 94.4 metres and 30 storeys.

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### Active Frontage

Section 195(12) of the Zoning By-law contains Active Frontage Streets provisions which specify minimum and maximum building setbacks and minimum requirements for building frontage and glazing along the City Park Drive. However, the only frontage the Phase 1 Site has on City Park is the internal driveway. As such it is requested to confirm that proposed Phase 2 building is not within proximity of the street and therefore the provisions do not apply. Future phases will help to achieve the Active Frontage Provisions for City Park Drive, as shown in the enclosed hand sketches of potential buildout scenarios.

### Stepbacks

The Zoning By-law requires that any part of the building above six (6) storeys be set 12 metres back from any rear and interior side lot lines. It is requested to reduce this setback distance to 5.8 metres. The rationale for the setback is to ensure that towers on adjacent lots are separated by at least 24 metres, and to ensure an articulated building design. Since no building can be built on the Transitway, a reduced setback above six (6) storeys is appropriate, particularly since the proposed building's massing is sensitive and well-articulated.

### Maximum Permitted Height

The maximum permitted height of 90 metres in the Zoning By-law corresponds to the 30-storey height limit set out in the Blair Secondary Plan, assuming an average storey height of three (3) metres. However, as set out in Policy 12 of Section 2.2.2 of the Official Plan, commercial storeys are generally four (4) metres in height, and ground floor uses may have higher storey heights.

The policy context is highly supportive of a mixed-use building with taller ground floor heights to support future flexibility. Responding to these directions, the proposed building includes a six-metre (6 metre) ground floor (with a parking mezzanine), and a four-metre (4 metre) second commercial/office storey. The request for the additional 4.4 metres in permitted height will permit a better building design that responds to urban design considerations set out in the Official Plan and supporting policy documents.

It is also requested to define the parking mezzanine within the ground floor of the building as part of the ground storey. "Mezzanine" is included in the definition of storey, excerpted from Section 54 of the Zoning By-law:

- / **"Storey** means a level of a building included between the surface of a floor and the ceiling or roof immediately above it and includes a mezzanine but does not include a basement."

This definition of storey, including the parking mezzanine, has implications for conformity with the Blair Secondary Plan, which permits a maximum height of 30 storeys for the Phase 1 Site. Creating a site-specific exception to define the proposed parking mezzanine as part of the ground storey will allow another floor of residential units, increasing the density of the site in accordance with the strong policy directions encouraging higher density around transit stations. It will also permit a taller ground floor, with more flexible and attractive commercial units. Functionally, if the mezzanine is counted as a full storey, the proposed parking will displace 12 residential units.

## 5.0 SUPPORTING STUDIES

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Technical studies have been prepared in support of the proposed development, submitted under separate cover, which confirm that the proposal is functional and appropriate. Specifically, the supporting studies include:

- / Site Servicing Study and Stormwater Management Report (prepared by DSEL);
- / Transportation Impact Analysis – Screening/Scoping Report (prepared by CGH Transportation);
- / Phase I and Phase II Environmental Site Assessments (prepared by Golder Associates);
- / Transportation Noise and Vibration Feasibility Assessment (prepared by Gradient Wind Engineering);
- / Pedestrian Level Wind Study (prepared by Gradient Wind Engineering);
- / Geotechnical Investigation (prepared by Paterson Group); and
- / Confederation Line Level 1 Proximity Study (prepared by Paterson Group).

The Noise and Vibration Study and the Wind Study identified the need for mitigation measures. It is anticipated that these mitigation measures can be appropriately implemented through Site Plan Control. Non of the above studies identify major adverse impacts related to the proposed development.

In considering the proposed development and applicable policy framework, it is our professional opinion that the proposed development is in the public interest for the following reasons:

### **Consistent with the Provincial Policy Statement**

The proposed development is consistent with the Provincial Policy Statement which promotes the efficient development of serviced, underutilized lands located within settlement areas. The development of the subject property and proposed Zoning By-Law Amendment will facilitate the continued redevelopment of the lands at an appropriate TOD density and will contribute to a mix of uses in proximity to the rapid transit station.

### **Conforms to the City of Ottawa Official Plan**

The subject property is designated “Mixed-Use Centre” in the Official Plan and has been identified as an appropriate site for intensification given its proximity to Blair Station. The proposed development represents the continued implementation of the Official Plan for the areas in proximity to transit, providing additional housing in a compact form, adjacent to transit, and in an area where residents will be able to meet most of their daily needs by walking, cycling, or taking transit.

The proposed development will not generate undue adverse impacts on the neighbouring properties and fulfills the compatibility objectives and design principles outlined in Section 2.5.1 and the compatibility criteria outlined in Section 4.11, including policies related to building height and massing.

### **Implements the Blair TOD Plan and the Blair Secondary Plan**

The proposed Zoning By-law Amendment Application continues the implementation of the Blair TOD Plan and the Blair Secondary Plan to create the transit-oriented district around Blair Station. The Zoning By-law Amendment permits greater flexibility for the current phases of the redevelopment to facilitate the development of a mixed-use community in keeping with the objectives of the TOD Plan and the Secondary Plan.

### **Meets the Applicable Design Guidelines**

The proposed development meets the urban design direction provided in the Urban Design Guidelines for High-Rise Buildings and for Transit-Oriented Development. The proposed Phase 1 building takes advantage of an infill opportunity and achieves a compatible building in terms of form and design.

### **Maintains the General Intent of the Zoning By-Law**

The proposed Zoning By-law Amendment will permit the Phase 1 development to proceed in conformity with the Official Plan, Blair TOD Plan and Blair Secondary Plan.

### **Represents Good Planning**

The proposed development advances several key policy objectives at the Provincial and Municipal levels including: optimizing the use of serviced lands within the existing urban boundary, encouraging growth within the urban boundary, capitalizing on the proximity to public transit, and contributing to the range and availability of housing for all ages and incomes.

Based on the above analysis, the proposed development represents good planning and is in the public interest.



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