



180 Metcalfe

Planning Rationale + Design Brief
Official Plan Amendment, Zoning By-law Amendment & Site Plan Control
May 22, 2020



Prepared for Jadco Group

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1.0

Introduction

Fotenn Consultants Inc., acting on behalf of Jadco Group ('Jadco'), is pleased to submit this Planning Rationale and Design Brief in support of the enclosed Official Plan Amendment, Zoning By-law Amendment and Site Plan Control Revision applications to permit a height of 30 storeys and 167 metres above sea level for the development at 180 Metcalfe Street in Ottawa. The purpose of this rationale is to assess the appropriateness of the proposed additional three (3) storeys of height in the context of the surrounding community and the applicable policy and regulatory framework.

1.1 Application History

The subject property is located at the southwest corner of the intersection of Metcalfe and Nepean Streets in the Centretown neighbourhood of the City of Ottawa. The subject property is listed under Part IV of the Ontario Heritage act, to protect key elements of the Medical Arts Building, an art-deco commercial office building designed by Warner E. Noffke.

In 2014, Official Plan (D01-01-14-0021) and Zoning By-law (D02-02-14-0116) applications were submitted to permit the redevelopment of the lands with a new 27 storey mixed-use building (83 metres in height) with approximately 169 underground parking spaces. The development concept retained approximately 75 to 80 percent of the existing Medical Arts Building and added 21 new residential storeys on top. The Zoning Amendment also provided permission for a public parking garage and for retail and personal service uses to be permitted on the first 12 storeys (37 metres). A hotel was also permitted on the first six (6) storeys of the development. In addition to height and permitted uses, the applicant also requested modifications to various performance standards such as yards, parking regulations and the amount of landscape area.

The Official Plan Amendment and Zoning By-law Amendment were approved by Council on September 9, 2015 as by-laws 2015-284 and 2015-285, respectively. No appeals were received on the applications. A holding symbol on the lands restricted hotel development until such time as a \$200,000 payment was made towards greenspace and recreation opportunities in the community.

On September 25, 2019, a Site Plan Application (D07-12-18-0125) was approved to permit the development of a revised 27-storey mixed-use building with retail uses at-grade and 303 residential dwelling units above. The Metcalfe and Nepean facades of the existing heritage Medical Arts Building were retained in this development, and a heritage permit (D09-04-18-0003) was issued on October 12, 2018. An approved Minor Variance application (D08-02-18/A-00395) permitted a building height of 84.5 metres and a landscape area of 11.8% to facilitate better integration of the heritage features. Due to design changes prompted by suggestions from the Urban Design Review Panel, a staff-approved revision to the heritage permit was processed. The Site Plan Control application was approved on June 14, 2019 and work is now underway on the site.

2.0

Surrounding Area and Site Context

2.1 Subject Property

The subject property is located on the southwest corner of Metcalfe and Nepean Streets in the Centretown neighbourhood of the City of Ottawa. Metcalfe Street is an arterial road that is book-ended at its south end by the Museum of Nature and at its north end by Parliament Hill. Centretown is the City's central residential district with defined commercial corridors along arterial roads. Centretown is a pedestrian friendly community with many amenities in close proximity and a variety of transportation options easily accessible.

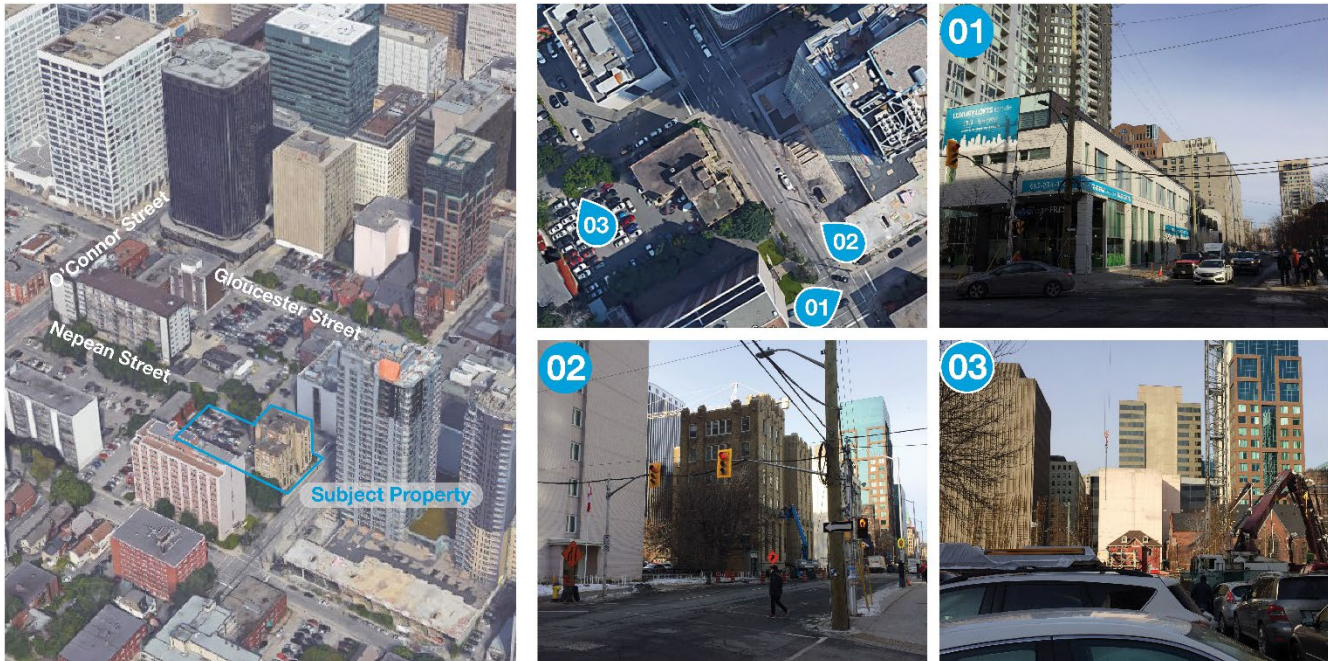


Figure 1: Subject Property and Site Context

The property is legally described as Lots 47 to 49, Registered Plan 2996 City of Ottawa and is municipally known as 180 Metcalfe Street. The subject property has approximately 30.2 metres of frontage along Metcalfe Street, 60.5 metres of frontage along Nepean Street, and a total site area of approximately 1,827 square metres. The subject property is designated under Part IV of the *Heritage Act*, which protects key features of a six (6) storey commercial building known as the Medical Arts Building. Redevelopment of the property to permit a 27-storey mixed use building has been previously approved.

2.2 Surrounding Area

The adjacent land uses can be described as follows:

North: Immediately north of the subject property is a seven (7) storey mixed-use building with commercial and personal service uses at-grade and office space above. Northwest of the subject property is a new 27-storey development that is currently under construction at 89 and 91 Nepean Street. Further north of the site is Ottawa's Central Business District containing a wide range of office, commercial, retail and mixed-use buildings. The City of Ottawa's Central Area Official Plan designation begins one block north of the subject property.

East: The lands to the east of the subject property currently contain two recently completed 27-storey towers known as Tribeca. These residential buildings include a retail food store (Farm Boy) at-grade and fronting onto Metcalfe Street. Further east are additional high-rise residential and office buildings. Elgin Street is located one block east of the subject property and is a Traditional Mainstreet with a variety of retail/commercial and mixed-use buildings including Place Bell, 150 Elgin. On the east side of Elgin Street is Ottawa City Hall and the Courthouse.

South: Immediately south of the subject property is a 12-storey apartment building while further south is a mix of low, mid, and high-rise buildings. In addition, there are several single-detached dwellings which have been converted to multi-unit residential dwelling or commercial buildings. The majority of the land uses south of the site are residential, however there are several commercial office buildings as well.

West: West of the subject property is a three (3) storey, low-rise apartment building and a large surface parking lot. A portion of the surface parking area has been rezoned to accommodate a 27-storey condominium. Further west are additional low and mid-rise buildings with a variety of residential and commercial/retail properties. Two (2) blocks west of the subject property is Bank Street, another Traditional Mainstreet and the primary commercial corridor in Centretown featuring a range of stores, restaurants, and mixed-use developments.

2.3 Transportation Network

The subject property is extremely well served by alternative transportation modes including cycling, walking and transit. Within the subject property's census tract, 20 percent of commuters travelled to work by bus, 51 percent walked, and 6 percent cycled to work, based on 2016 Census data.



Figure 2: Transportation Context for the Subject Property (adapted from Official Plan Schedules D and F and GeoOttawa)

The subject property has excellent proximity to the City's rapid transit network. Parliament Station, the downtown east station on the City's Confederation Line light rail transit (LRT) network, is located approximately 500 metres from the subject property, as shown in Figure 2. Several local buses will continue to serve Centretown along Elgin Street and Bank Street. Both corridors are identified as Transit Priority Corridors on Schedule D of the City's Official Plan.

The subject property is also located in proximity to robust cycling infrastructure including north-south O'Connor Street bike lanes that extend from Fifth Avenue and Lansdowne Park to Laurier Avenue West in the downtown core. Laurier Avenue has segregated bike lanes connecting to multi-use pathways along Albert Street in the west and to Cumberland Street in the east. These lanes also connect to the east-west Scott Street cycle paths. The Ottawa River Pathway and Rideau Canal pathways provide functional north-south and east-west cycling connections to the broader cycling network, in addition to their cultural and recreational value as routes along the City's waterways.

Laurier Avenue, Wellington Street, and O'Connor Avenue are identified as Spine Routes and Cross-Town Bikeways on Schedule C to the Official Plan. Albert Street, Slater Street, Somerset Street and Metcalfe Street are identified as cycling Spine Routes as shown in Figure 2.

The subject property is also well connected for automobile traffic, as shown in Figure 2. The property is located on Metcalfe Street, a one-way northbound Arterial Road connecting from Wellington Street in the north to Highway 417 in the south. Metcalfe Street also connects to Catherine Street, Somerset Street West, Laurier Avenue West, Slater Street and Albert Street which are all east-west Arterial Roads in Centretown. Arterial roads are intended to carry large volumes of traffic over the longest distance.

The enclosed Official Plan Amendment, Zoning By-law Amendment and Site Plan Control Revision applications are to permit an additional three storeys to be built on top of the approved 27-storey building. No changes to the approved building are proposed below the 27th storey, as shown in Figure 3 below.

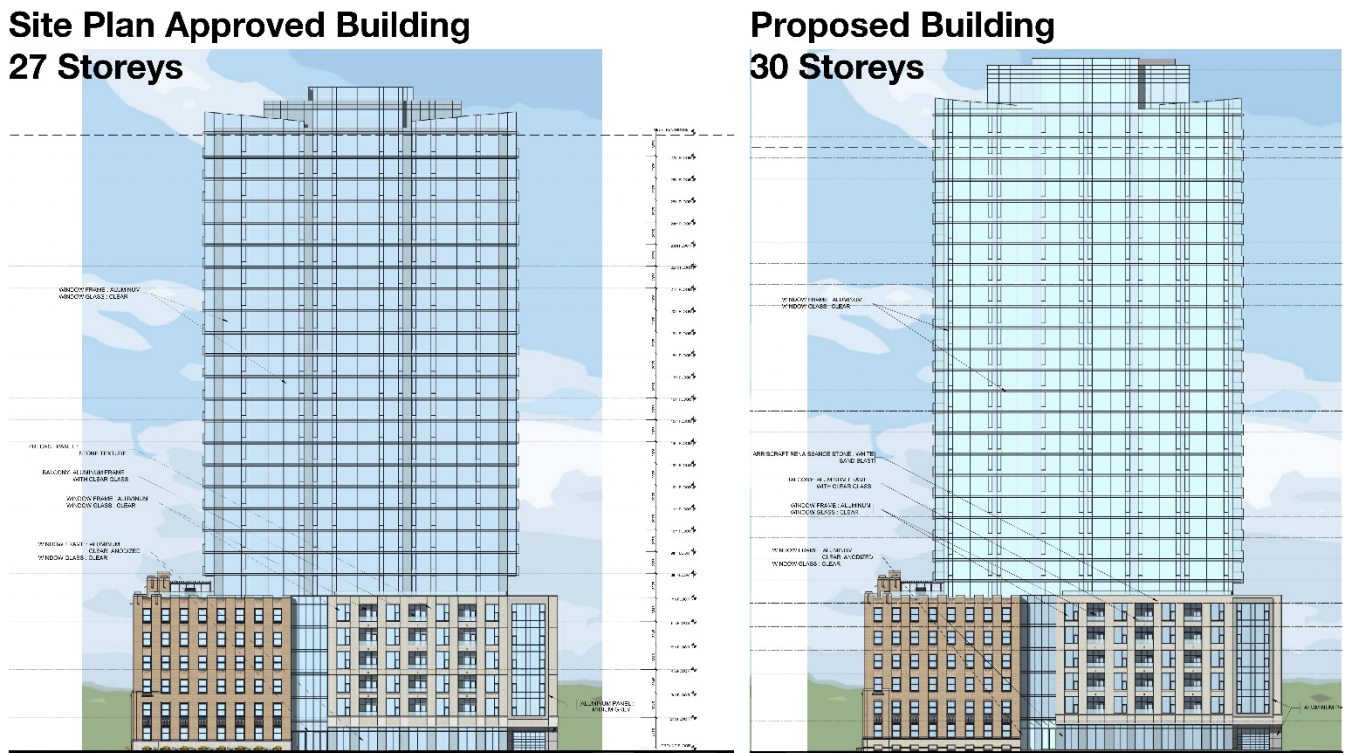


Figure 3: Comparison of Approved and Proposed North Elevations

In both the approved and proposed form, the development is a mixed use building with a small-scale retail use on the ground floor. The building retains the heritage façade and matches the floor height of the first to sixth floors to the heritage building. The proposed revision adds two residential storeys, with the same floor design as the 8th to 27th storey, as well as an amenity level containing a gym and pool. The changes in building statistics are summarized in the table below.

Feature	Approved 27-storey building	Proposed 30-storey building
Building Height	84.5 metres	94.2 metres (166.69 m ASL)
Dwelling Units	303 units	311 units
Commercial Area	122 m ²	122 m ²
Vehicle Parking	188 spaces (0.62/unit)	188 spaces (0.6/unit)
Bicycle Parking	201 spaces (0.66/unit)	201 spaces (0.64/unit)
Amenity Area	Total: 1,881.7 m ² (6.2 m ² /unit) Communal: 941.7 m ² (3.1 m ² /unit)	Total: 2,587.9.7 m² (8.3 m²/unit) Communal: 1,298.9 m² (4.2 m²/unit)

It should be noted that references to the approved building reflect the building design as submitted for building permits. In reviewing the Site Plan approved plans, Building Services noted that the two proposed studios per floor from the second to sixth floor were not permitted. In final plans submitted for building permit, these units were combined with adjacent one-bedroom units to create two-bedroom units. As a result, the proposed revised building has a total of 311 units, as compared to the 303 units previously approved. The plans submitted for the Site Plan Control Revision application continue and reflect this change.

Additionally, the GFA figures and the pattern of windows have been refined as working drawings have been prepared for the 27-storey building. Differences in figures can be attributed to this and do not reflect design changes.



Figure 4: Perspective of the Proposed Development (Looking Northwest)

No change to the underground parking garage is proposed as part of the proposed revisions to the development. The garage will continue to have two (2) levels accommodating a total of 188 parking spaces. This includes 158 resident parking spaces, and 30 visitor parking spaces. The garage is accessed from the northwest corner of the site, along Nepean Street.

The previously approved building proposed 201 bike parking spaces, exceeding the requirement by 48 spaces. No additional bike parking is proposed as a result of the revisions to the built form. The 201 provided spaces will continue to exceed the By-law requirements by 44 spaces.

A major component of the revisions is the addition of a new communal interior amenity space at the proposed 30th storey. This includes approximately 369 square metres of amenity area that will accommodate an indoor pool and gym together with an outdoor rooftop patio that has decreased in size from 111 square metres to 68. In total, 2,588 square metres of amenity area is provided in the revised building, which includes 1,299 square metres of communal space.

4.0

Policy and Regulatory Framework

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS), the latest version of which came into effect in May 2020, 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 recognizes that “the long-term prosperity and social well-being of Ontarians depends on planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment and a strong and competitive economy”. To this end, the PPS generally promotes the creation of “healthy, liveable and safe communities”, through efficient land use patterns based on densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities; minimize air quality impacts; promote energy efficiency; support active transportation; and are transit supportive.

Specifically, Policy 1.1.3.3 directs planning authorities to accommodate housing options through intensification where this can be accommodated, taking into account existing building stock and the availability of infrastructure and public service facilities to accommodate projected needs.

Provision of adequate housing supply is a core provincial interest addressed through the PPS. Section 1.4 contains policies specific to housing and directs planning authorities to permit and facilitate all types of intensification in accordance with Policy 1.1.3.3

Section 2.6 of the PPS states that significant built heritage resources shall be conserved and that where development is proposed, the heritage attributes of the protected heritage property can be appropriately conserved. Significant views can form part of a significant cultural heritage landscape and are therefore also to be protected.

The proposed development is consistent with the policies of the 2020 Provincial Policy Statement which encourage intensification on sites to efficiently use existing and planned infrastructure and public service facilities. The proposed increase in height will allow more people to live in proximity to a major employment node and within walking distance of rapid transit, services and amenities to meet day-to-day needs.

The proposed height will respect projected angular height control planes intended to protect significant views of the Parliament Buildings of Canada. The proposed development does not negatively impact the protected heritage features on the subject property, which have been incorporated into the building design as demonstrated through the approved 27-storey building. The development is consistent with Section 2.6 of the PPS, protecting cultural and built heritage.

4.2 City of Ottawa Official Plan

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole.

4.2.1 Managing Growth

Section 2 of the Official Plan provides Strategic Directions for growth and development within the City. Ottawa’s population is projected to grow by up to 30 percent by 2031. At the same time, it is anticipated that the number of people per household will decline, resulting in the need for approximately 145,000 new homes in Ottawa by 2031. The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the urban area, and one third of housing growth is anticipated to occur within the Greenbelt. Much of the demand for new housing is anticipated to be in the form of smaller units such as apartments or condominiums.

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. Intensification is generally the most cost-effective pattern of development, and residential intensification is defined in Section 2.2.2, policy 1 as “intensification of a property, building or area that results in a net increase in residential units or accommodation.” Intensification is encouraged in target areas (including the central area, mixed use centres, mainstreets and town centres), as well as within the general urban area with a focus on lands that are located on the rapid transit and transit priority network as defined by Schedule D of the Official Plan.

Denser development – and taller buildings – should be located in areas that support the rapid transit network. Generally, the distribution of appropriate building heights is to be determined by the proposed building’s proximity to a Rapid Transit Station, with the greatest density being located closest to the station. The distribution of density and height also relates to a site’s location within a Target Area for Intensification. While the subject property is not within a target area, it is within 600 metres of rapid transit. Further, the City still supports compatible intensification outside of target areas, per policy 22 of Section 2.2.2 of the Official Plan. Regardless of location relative to intensification target areas, the design of a proposed building and its compatibility with adjacent development shall also help to determine appropriate heights, per policy 11 of Section 2.2.2. A Secondary Plan may also specify higher and lower building heights. Buildings that are 10 to 30 storeys in height are considered high-rise buildings by the Official Plan.

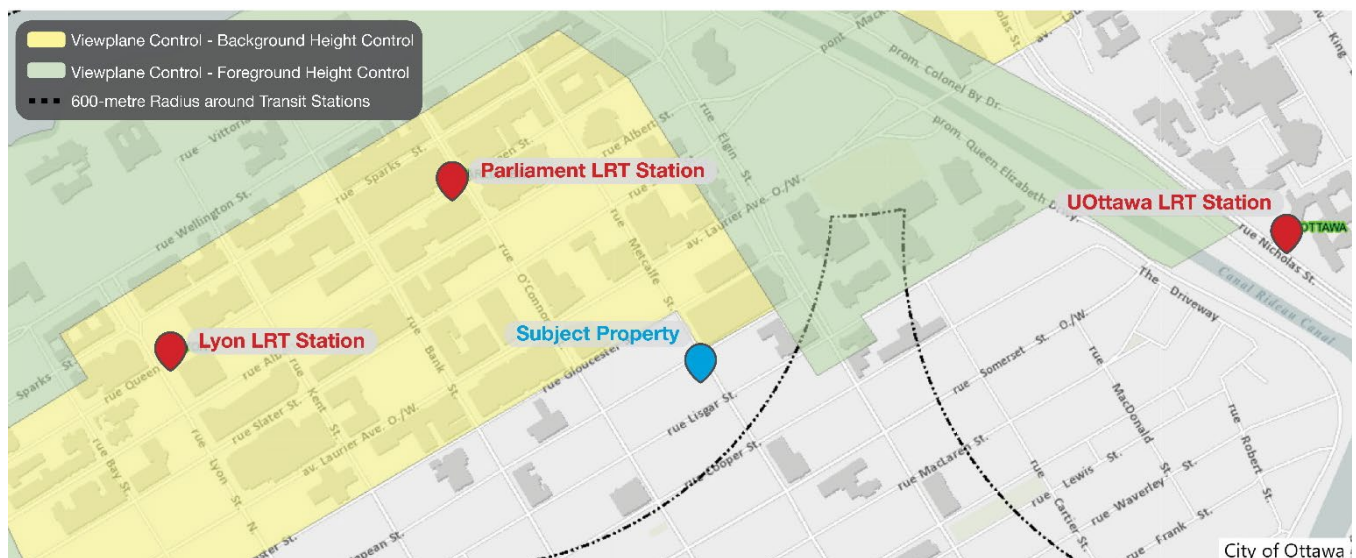


Figure 5: Subject Property in Relation to Rapid Transit and View Plan Controls

The relationship of the subject property to the Rapid Transit Network is illustrated in Figure 5. Figure 5 also illustrates the areas of foreground and background height control implemented by Annex 8 of the Official Plan to protect the heritage attributes of the Parliament Buildings. These limit building height in closest proximity to the new Parliament and Lyon Light Rapid Transit (LRT) Stations.

When considering intensification potential through Official Plan or Zoning By-law amendments, regard must be had to the relevant heritage policies and guidelines. Projects that do not meet these requirements will not be recommended for approval under the Ontario Heritage Act.

For Official Plan Amendments to increase building heights established by a secondary plan, per policy 17 of Section 2.2.2, the proposal must comprehensively assess impacts on the surrounding area, show that the proposal supports the rapid transit network, involve community engagement as set out in Section 2.5.6 of the Official Plan, and provide an identified community amenity.

The additional height requested in the Official Plan and Zoning By-law Amendment applications will help to accommodate and manage growth in the City of Ottawa in accordance with Section 2 of the Official Plan. The additional storeys proposed through the enclosed applications will add height and density within a 600-metre radius of Parliament Station, where greater height and density closer to the station cannot be achieved given view plane protections.

The proposed Official Plan Amendment amending the Centretown Secondary Plan to permit additional height on the subject property will meet the criteria of Policy 17 of Section 2.2.2 of the Official Plan. The impact of the proposed change on the surrounding area will be minimal, as demonstrated in the urban design and compatibility discussion below, while permitting additional residential units to be constructed in a location where they will support the rapid transit network. Engagement with the community will be undertaken as set out in Section 6.0 of this Rationale, and it is anticipated that a community amenity will be identified through discussions with the Councillor's office and local citizen's associations.

4.2.2 Key Views and View Sequences of the Parliament Buildings and Other National Symbols

Section 3.6.6 of the Official Plan contains policies to protect the visual integrity and symbolic primacy of the Parliament Buildings. These views of a national symbol are of significant cultural and heritage value. These policies apply only to the Central Area designation and reference Annex 8A of the Official Plan, neither of which are applicable to the subject property.

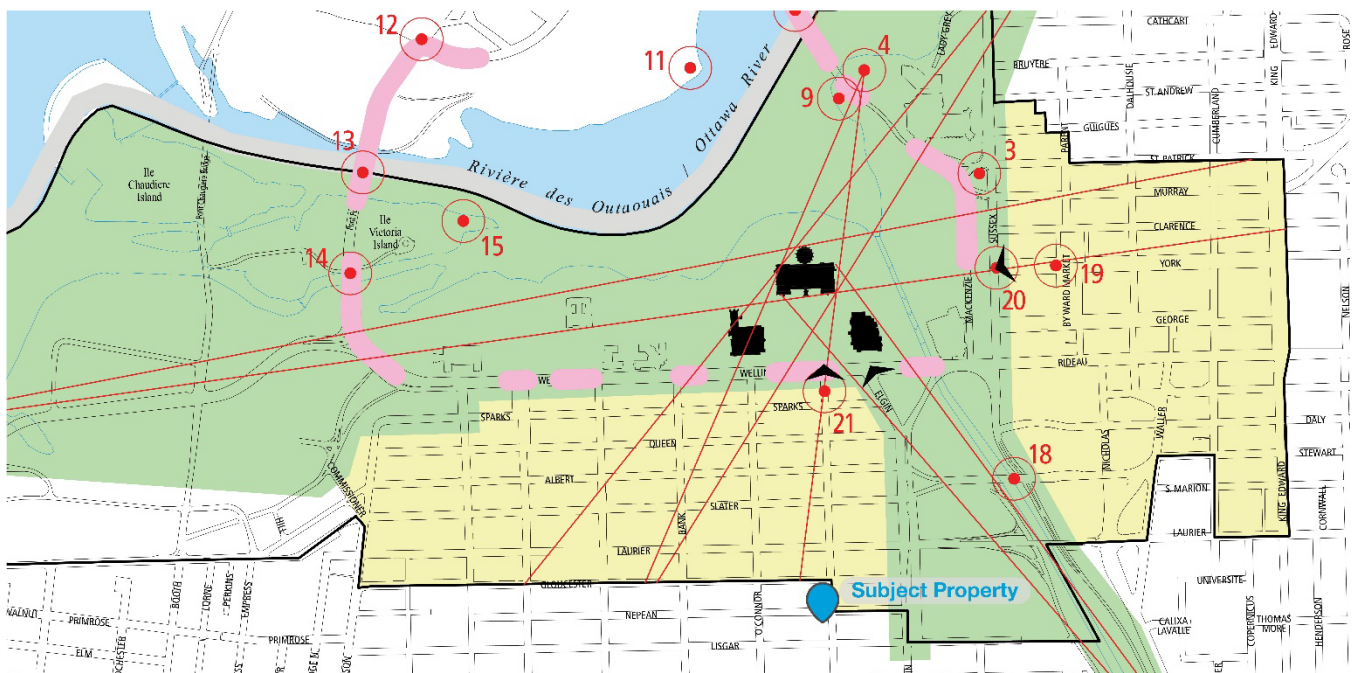


Figure 6: Extract from Annex 8A of the Official Plan showing view plane protections

The intent of these view plane policies is to restrict building height so that no part of a new building rises above the ridgeline of the Centre Block as seen from key viewpoints identified in Annex 8A, protecting the silhouette of the Parliament Buildings. These policies are implemented by Schedules in the Zoning By-law which define angular height control planes, in metres above sea level (ASL) for applicable lands within the Central Area designation.

While these policies do not apply to the proposed development, which is located approximately 85 metres south of the Central Area, the logic of the angular height control planes is adopted by the Centretown Secondary Plan, which permits high-rise development on the subject property.

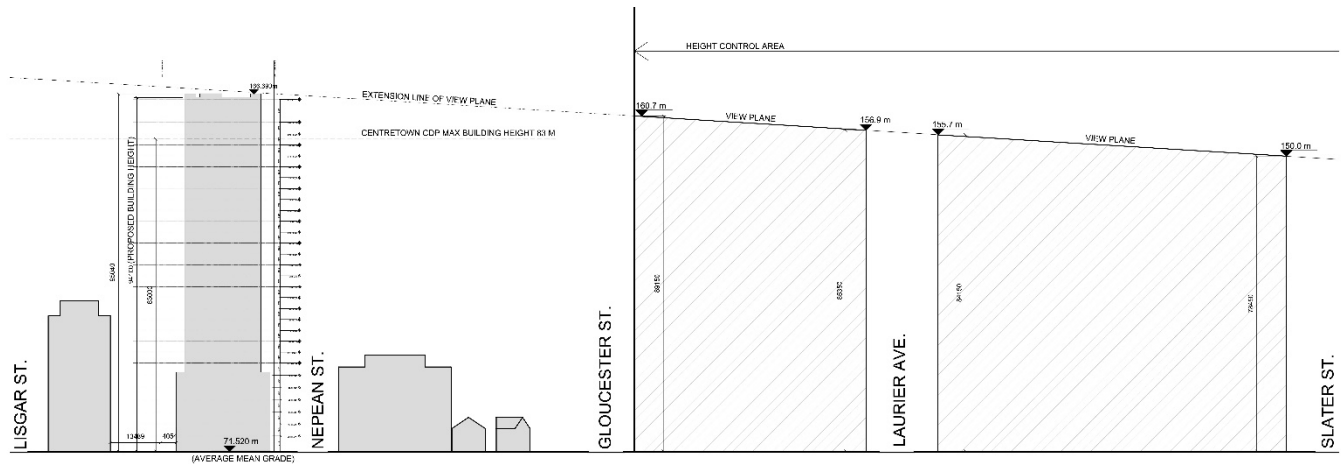


Figure 7: Illustration of Angular Height Control Planes beyond the Central Area

The proposed development, including permitted projections, falls entirely within the angular height control planes as projected southward from the Central Area. The proposed additional height will not impact key views of the Parliament Buildings, as demonstrated in Figure 7.

4.2.3 Land Use Designation

The subject property is located within the “General Urban Area” designation on Schedule B, Urban Policy Plan, of the City of Ottawa Official Plan. The General Urban Area designation permits all types and densities of housing, as well as a wide range of non-residential uses. The intent of this designation is to accommodate the housing and lifestyle needs of all ages, incomes, and life circumstances in order to create complete, sustainable communities.

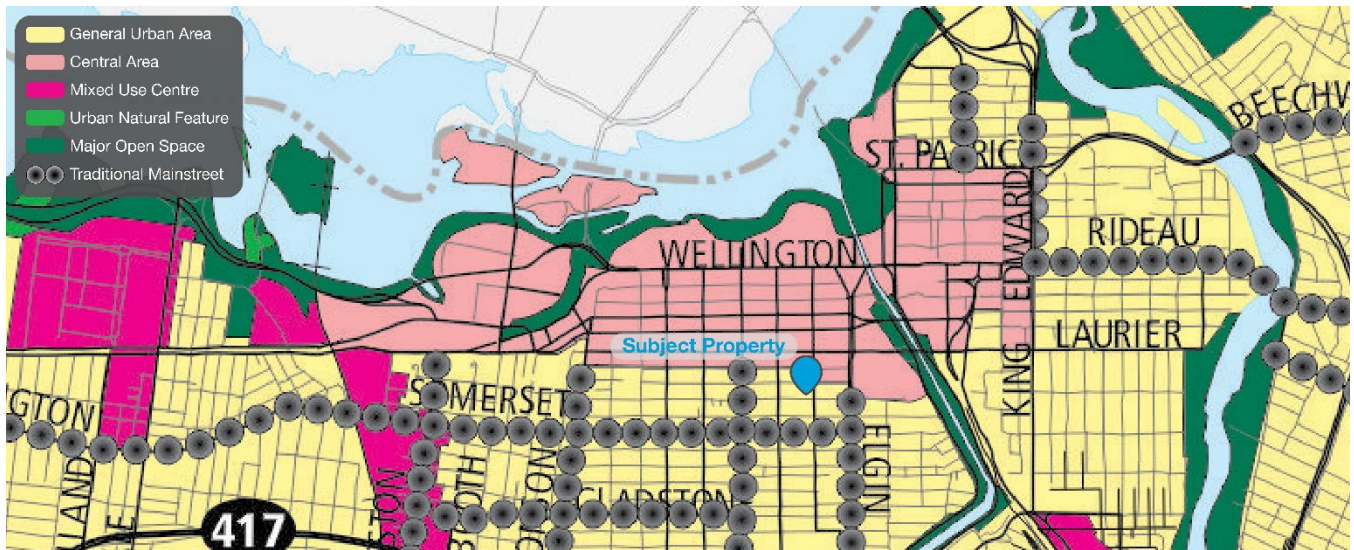


Figure 8: Official Plan Designation from Schedule 'B'

While low-rise built form is appropriate in most of the General Urban Area designation, taller buildings may be contemplated where identified in a secondary plan, and on sites within 800 metres walking distance of a Rapid Transit Station that front an arterial road. New residential infill should be compatible with and enhance the desirable

established patterns of built form and contribute to a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles.

The request for additional height on the subject property is appropriate under the designation-specific policies. The subject property is located approximately 600 metres walking distance from Parliament Station and Metcalfe Street is an Arterial Road on Schedule F of the Official Plan. The proposed additional density would permit more residents to live in a community where it is possible to walk to work and rapid transit and satisfy most day-to-day needs without needing to drive, in accordance with the intent of Section 3.6.1 of the Official Plan. The additional density is compatible with the adjacent land uses and would not create new impacts on adjacent land uses.

4.2.4 Urban Design and Compatibility

The Official Plan encourages residential intensification that is compatible with existing built-up areas. Compatible development is development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts on surrounding properties. It is development that fits well and works well with its surroundings. Broad design objectives are outlined in Section 2.5.1 of the Official Plan, while more specific compatibility criteria are set out in Section 4.11 of the Official Plan.

The proposed development, consisting of the changes to the approved building, responds to the urban design objectives of Section 2.5.1 in the following ways:

Enhancing the sense of community by creating and maintaining places with their own distinct identity	The proposed building height is similar to, although slightly taller than existing and approved development in the immediate vicinity, enhancing the existing mixed-use high-rise character of the area. The proposed height increase will enable additional density, enhancing the desirable existing function and character of the neighbourhood.
Defining quality public and private spaces through development	The requested additional height will permit the development of high quality private communal amenity space for residents of the building that can be used throughout the entire year.
Creating places that are safe, accessible and are easy to get to, and move through	The requested additional height does not impact site access or safety. Further, the additional requested height will permit more residential units to be created, supporting the nearby rapid transit system.
Ensuring that new development respects the character of existing areas.	The area surrounding the site is characterized by high-rise development; the proposed development respects and reflects this existing character. The proposed additional height will create no impacts on key views of the Parliament Buildings, a character feature of local and national significance.
Considers the adaptability and diversity by creating places that can evolve easily over time and that are characterized by variety and choice.	The additional requested height and density will contribute to the housing stock and variety in a desirable, central neighbourhood, providing more housing choice to residents of Ottawa.

High-rise buildings are subject to review by the Urban Design Review Panel (UDRP), per policy 4 of Section 2.5.1 of the Official Plan. The UDRP is instructed to review developments against the criteria set out in Section 4.11 of the Official Plan. Requests for additional height and density are also evaluated against criteria set out in this section of the Official Plan. This planning rationale incorporates the requirements of Design Brief.

Despite a typical requirement for review by the UDRP, the proposed additional storeys of development will not be subject to a review as it does not satisfy the criteria in terms of storeys to warrant a review. The project was reviewed as part of the previous applications with feedback from the Panel incorporated.

The proposed development responds to the following policies of Section 4.11.

	Policy	Proposed Development
Views		
4.	Policies to protect views of the Parliament Buildings are contained in Section 3.6.6 of the Official Plan	While the proposed development is not located within the Central Area, and thus these policies do not apply, the proposed additional height remains within the projected angular height control plane and meets the intent of the view protection policies in Section 3.6.6 of the Official Plan
Building Design		
5.	New buildings will achieve compatibility with their surroundings in part through the design of the parts of the structure adjacent to existing buildings and facing the public realm.	The proposed changes to the approved building fit with the existing desirable character and planned function of north Centretown in the following ways: <ul style="list-style-type: none"> / The three additional storeys will add variation to the skyline; / The mechanical penthouse is well integrated with the rest of the top-of-building; and / The colours and materials are consistent with the lower floors of the building, which highlight rather than mimic the preserved heritage features.
9.	Roof-top mechanical equipment and amenity spaces should be incorporated into the design and massing of the upper floors of the building.	The footprint of the 30 th floor, which contains residential amenity area, continues upward to accommodate roof-top mechanical equipment in a single volume. From the front and rear (east and west), the massing of the building top is the same as for the middle, while from the side elevations (north and south), the building top is stepped back from the rest of the tower.
Massing and Scale		
10.	The appropriateness of the development will be assessed using criteria set out in the Secondary Plan.	The Centretown Secondary Plan encourages buildings of various heights. The maximum heights shown in Schedule H2 to the Secondary Plan are intended to provide transition to mid-rise areas to the South. The proposed additional height is consistent with a built form transition as articulated in the Secondary Plan. The Secondary Plan refers to guidelines set out in Section 6.4 of the Centretown Community Design Plan (CDP). The proposal responds to the following relevant CDP guidelines:

		<ul style="list-style-type: none"> / The building top contributes to the skyline with articulated glass “wings” at the 29th floor; / The 30th floor and mechanical penthouse are architecturally integrated into a glass cube that sits on the articulated 29th storey; / The tower sits on a podium; / The tower is set back more than 1.5 metres from the podium façade; / The tower is separated from planned and existing high-rise buildings on adjacent properties; and / A mix of materials and building articulation is used to add interest to the tower.
11.	The Shadow Analysis and Wind Analysis will evaluate the potential impacts of the development on the adjacent properties and pedestrian amenity areas. The intent of each Analysis is to demonstrate how impacts have been minimized or avoided.	Based on the findings of the Wind Analysis, conditions around the site at grade level will be suitable for sitting throughout the year, which is ideal. Minimal additional net shadow is created by the proposed additional height.
12.	Transition refers to the integration of buildings that have greater height or massing than their surroundings. Proposals for developments that are taller in height than the existing or planned context should demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as stepping down or varying the building form has been incorporated.	The top six metres of the building are stepped back from the east and west sides of the tower, minimizing the visual impact of some of the added height. The tower itself is stepped back on all sides from the podium and is clad with a curtain wall treatment which minimizes the visual mass of the tower while emphasizing the heritage features of the podium. The added three storeys will have virtually no impact on the street-level experience of the building.
High-Rise Buildings		
15.	High-Rise buildings that consist of an integrated base, middle and top can achieve many of the urban design objectives. The tower should step back from the base and incorporate appropriate separation (generally 20 metres in the case of Centretown) from existing or future towers adjacent lots. Responsibility for tower separation shall be shared between abutting properties.	The proposed building maintains the same tower separation distances as the approved building.
16.	Secondary Plans may provide area-specific directions for the design of high-rise buildings.	The proposed design responds to Secondary Plan criteria as outlined in Section 4.5 of this Rationale.
Outdoor Amenity Areas		
19.	Applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s).	The adjacent residential amenity spaces are mostly provided in the form of rooftop terraces. The proposed development is consistent with the existing and planned function of the area and will not create undue impacts.
20.	Mixed-use buildings incorporating residences will include well-designed, usable amenity areas,	The proposed changes to the approved building will allow the creation of a significant new amenity space for

	including private and communal amenity spaces such as: balconies, terraces and rooftop patios.	residents, in the form of a gym and pool space. This amenity will be a significant benefit to residents, given the high-density of the Centretown neighbourhood.
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4.3 City of Ottawa Official Plan Update

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 Summer 2021. The first phase of the New Official Plan process was completed in Fall 2019, and Council has approved high-level policy directions. On May 18, 2020, Planning Committee recommended that Council approved an intensification target of 60 percent for the new Official Plan.

The new Official Plan will be based on the City of Ottawa's Climate Change Master Plan and Energy Evolution strategy. In January 2020, Council committed to reduce greenhouse gas emissions by 100 per cent by 2050 – a goal which will have significant implications for land use patterns.

The additional residential units respond to a strong emerging direction to increase intensification. Additional density at this location, where it can be supported in a compatible form, contributes to a land use pattern that is consistent with greenhouse gas emissions reductions.

4.4 Centretown Community Design Plan

The subject property is located within the study area for the Centretown Community Design Plan (CDP) prepared in 2013. The subject property is within the "Northern Character Area" which is characterized by larger, taller buildings including residential, commercial, and retail. The subject property is two blocks south of the Central Character Area of Centretown.

Section 6.1 of the CDP identifies the subject property as part of the "Apartment Neighbourhood" land use designation. Apartment neighbourhoods are comprised of residential uses in larger-scaled buildings, with some resident-serving commercial. Locating and massing new buildings to minimize impacts is essential.

Section 6.2 sets out the logic governing height designations in the Centretown CDP, and by extension, the Centretown Secondary Plan. Tall residential buildings are permitted in only two locations within the CDP area: at the southern edges of the CDP area, and within the Apartment Neighbourhood designation. The tallest buildings are to be located at the northern edges of the CDP area, closest to Gloucester Street, with maximum height provisions stepping down towards the south.

As stated by the CDP, the primary logic governing maximum heights at this northern fringe of the Apartment Neighbourhood Designation is the National Capital Commission's (NCC) height controls which are in effect north of the CDP Area and enshrined in Annex 8B of the Official Plan. The permitted height along the north side of Gloucester Street, generally the boundary between the Centretown CDP Area and the angular plane height control area, varies from 149.7 to 162.6 metres above sea level (approximately 78-91 metres above grade). Based on this, the CDP sets a maximum height of 83 metres for the properties between Gloucester Street and Lisgar Street. However, it is possible to project these angular height planes southward more precisely.

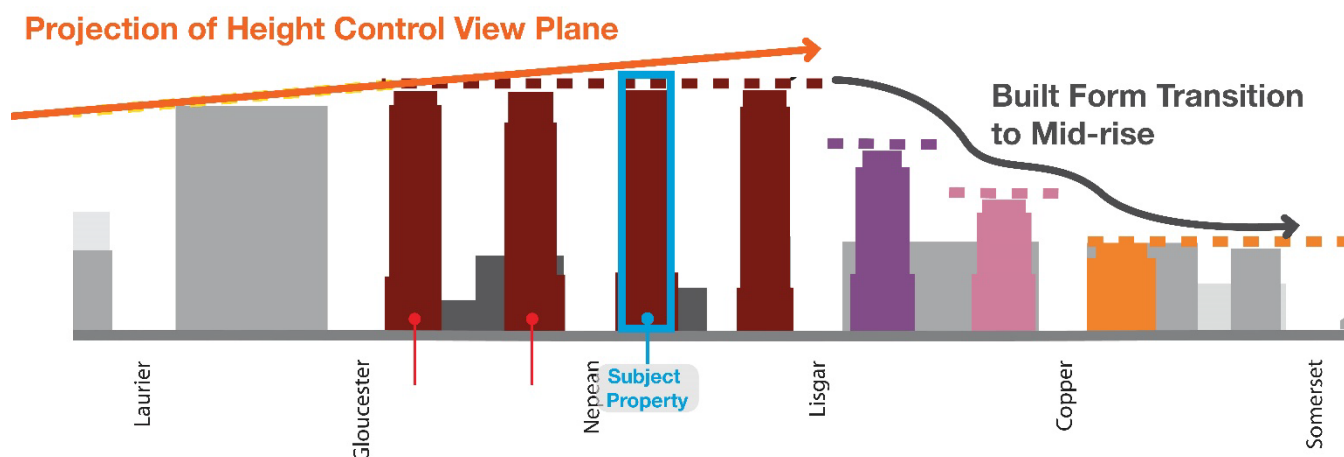


Figure 9: Extract from the Centretown CDP Annotated to Show Logic Governing Maximum Height Control in the Northern Character Area

The CDP states that “[s]pecific heights in excess of the current permissions may be negotiated under Section 37 of the Planning Act up to the intentions of the CDP” based on the following considerations:

- / the existing built form context,
- / recent development application approvals,
- / federal height controls,
- / providing appropriate transition to lower-rise areas, and
- / creating a varied skyline through building height variation.

Design guidelines in the CDP recommend minimum tower separation distances of 20 metres.

The proposed built form is appropriate for the Northern Character Area of the Centretown CDP.

The maximum height limit for the Northern Character Area of Centretown is guided by two principles: first, to extend view plane protections for the Parliament Buildings, and second, to provide a built form transition to mid-rise buildings in the Central Character Area. The proposed additional height conforms to the intent of both requirements. Through a more sophisticated projection of the angular height control planes, it is demonstrated that the proposed development will not impact views of Parliament. The subject property itself is located two blocks north of the Central Character Area, allowing for ample implementation of a built form transition.

Furthermore, the proposed development responds to the criteria set out by the CDP in order to consider increased height from current permissions, as follows:

- / The existing built form context is dominated by high-rise buildings from 12 to 27 storeys.
- / A number of buildings with heights in excess of 83 metres have been approved in the immediate vicinity of the subject property.
- / The proposed building respects and implements the federal height control guidelines.
- / While low-rise buildings are present in the subject property’s immediate context, the planned function of the area is as a high-rise apartment neighbourhood.
- / The majority of new and approved buildings in the vicinity of the subject property have a height of 27 storeys; the requested additional three storeys for the proposed development will create a varied skyline for visual interest while respecting the general height characteristics of the existing and planned built form.

4.4.1 Heritage

The subject property is located outside the Centretown Heritage conservation District however it is considered a “Group 2 – Heritage Interest” building. As such, the CDP calls for the protection integration and adaptive re-use of the existing building. Furthermore, the CDP presents several guidelines to be applied when integrating a heritage structure into a high-rise building. The applicable guidelines include:

- / The development respects and sensitively integrates the existing heritage building.
- / The new development respects many heritage elements such as the setbacks, rhythm and articulation of the existing building.
- / The podium respects the height of the existing building.

As outlined in the addendum to the CHIS prepared by Robertson Martin Architects, no negative impacts to the protected and retained heritage features are created by the additional three storeys proposed through these applications.

4.5 Centretown Secondary Plan

The Centretown Secondary Plan is the policy implementation of the Centretown Community Design Plan. Among other objectives, this Secondary Plan aims to accommodate residential growth, increasing Centretown’s population by 10,000 residents. Much of this growth is to be directed towards the Northern Character Area. A key objective of the plan is to ensure there is a broad range of housing choices for existing and future residents (Section 3.8).

As with the CDP, the subject property is within the Northern Character Area as per Annex 1 of the Secondary Plan and is within the “Apartment Neighbourhood” land use designation on Schedule H1. This designation permits apartment buildings as a residential use, as well as small-scale, neighbourhood-oriented commercial uses that are located within the first two floors of a building. The maximum building height for the subject property is 27 storeys per Schedule H2 of the Secondary Plan.

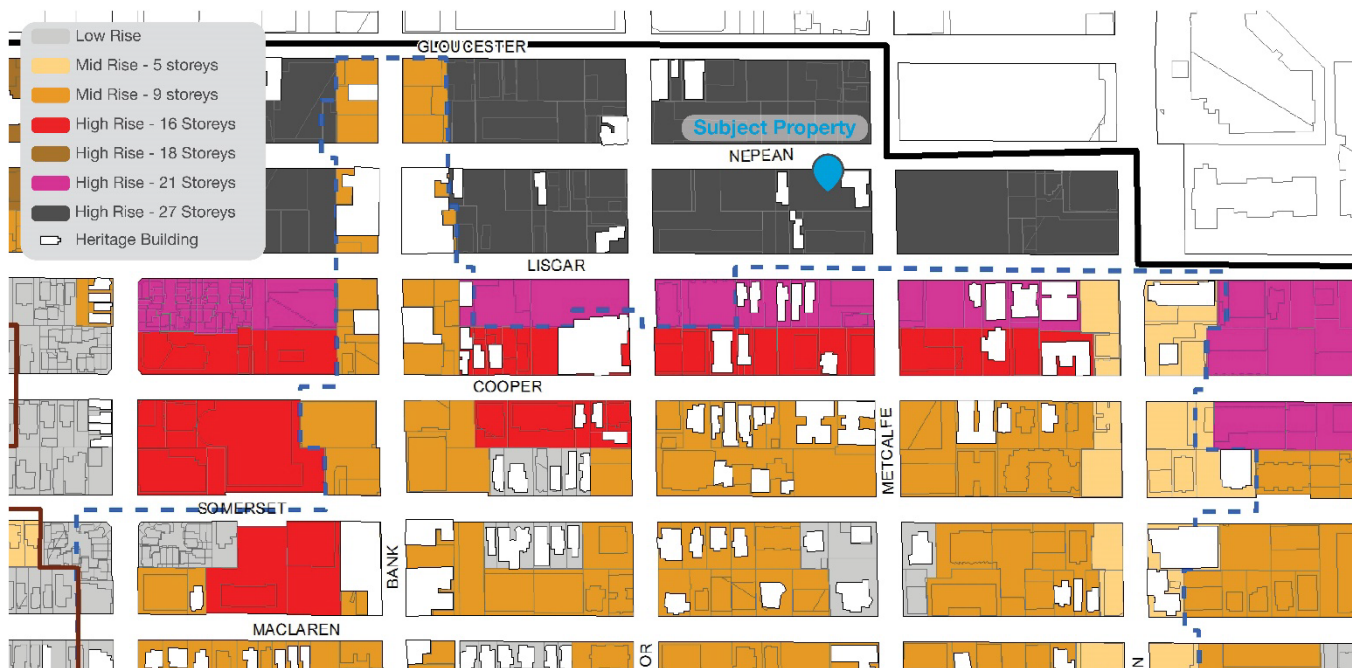


Figure 10: Excerpt from Centretown Secondary Plan Schedule H2 Showing Maximum Heights

Policy 3.9.2.3 states that buildings of varying heights will be encouraged in the Northern Character Area with proposals for development to be guided by the built form guidelines of the CDP.

The requested additional height will add residential units to the proposed development and will help to achieve the key objective of providing a broad range of housing choices for Centretown residents. The additional height of the building will require an amendment to Schedule H2 of the Secondary Plan, but has been designed with reference to the design guidelines of the CDP, and is consistent with the intent of the Secondary Plan. Further, the additional storeys will not have any impact on the protected views of the Parliament Buildings and do not surpass the view plane heights.

4.6 Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-Rise Buildings were approved by Ottawa City Council in May 2018. The guidelines are structured to address the base, middle and top of high-rise buildings consecutively. As approved development was guided by the guidelines, and the current applications seek only to alter the top of the building, only those relevant guidelines have been reviewed.

- / The height and scale of the proposed buildings is similar to the existing context while providing variations [Guideline 1.11].
- / The subject property sufficiently large to accommodate a high-rise building [Guideline 1.16].
- / The design of the top of the building respects and enriches the urban fabric and skyline [Guideline 2.2(b)].
- / A minimum 20 metres separation is provided between the proposed tower and existing towers on adjacent properties. While less than the 23- metre separation distance recommended by these guidelines, the Centretown CDP recommends 20 metres, recognizing the tighter lot fabric in Centretown [Guideline 2.26].
- / The top of the building is designed as an integral part of the overall architecture of the building [Guideline 2.35].
- / The rooftop mechanical equipment and amenity spaces are well integrated into the design of the upper floors [Guideline 2.36].
- / Conducted wind and shadow analyses to confirm potential impacts are minimal [Guidelines 3.26 and 3.27].

The proposed development is consistent with the intent of the Urban Design Guidelines for High-Rise Buildings.

4.7 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 27-storey approved development was shaped by the principles of Transit-Oriented Development as articulated in the guidelines. The current applications seek to increase the height of the building, adding approximately new residential units and additional resident amenity area. As such, the current proposal responds incrementally to the following guidelines, beyond the original proposal:

- / Increases densities, providing stronger transit-supportive densities within a 600 metre walking distance of a rapid transit stop or station; and
- / Provides a lower vehicle parking ratio for residents, encouraging transit use.

The proposed development is consistent with the intent of the Transit-Oriented Development Guidelines.

4.8 City of Ottawa Zoning By-law

The subject property is zoned “Residential Fifth Density Zone, Subzone B, Special Exception 2264, Schedule 345 (R5B[2264] S345) in the City of Ottawa’s comprehensive Zoning By-law. The R5 zone is intended to allow a wide mix of residential building forms ranging from detached to high-rise apartment dwellings and to allow a number of other residential uses to provide additional housing choices. The zone also permits ancillary uses to the principal residential use to accommodate convenience retail and service uses of limited size.



Figure 11: Zoning of the Subject Property

Subzone B identifies specific performance standards for various dwelling types within the zone, and exception 2264 introduces specific performance standards related to setbacks, height, parking, landscaping and holding symbol provisions. On January 25, 2019, the Committee of Adjustment granted a minor variance application (D08-02-018/A-00395) to permit an increased height of 84.5 metres; a parking garage drive aisle width of 6.0 metres; and a minimum landscape area of 11.8%. No appeals were received, and the decision was final and binding as of February 14th, 2019.

The Zoning By-law map currently available online does not show the “-h” symbol on the Zoning By-law for the holding provision, despite the holding symbol not being lifted. The provisions of the holding symbol are related only to a proposal which includes a hotel use, requiring a payment of \$200,000 towards greenspace and recreation opportunities in the community. Given that neither the previously approved building, nor the proposed amendment results in a hotel use on the lands, it is proposed that this provision be removed from exception 2264 and the zoning map updated accordingly through the current Zoning By-law Amendment application.

The 27-storey approved building complies with all of the provisions of the Zoning By-law, with the exception of building height, minimum landscape area and drive aisle width, which were permitted through the minor variance process. The proposed changes to the building design in the current Official Plan Amendment and Zoning By-law Amendment applications are to re-design the top of the building with three additional storeys, adding eight net new residential units and interior amenity area in the form of a gym and enclosed rooftop pool. These proposed changes only affect the height permissions for Area A on Schedule 345 to the Zoning By-law. The zoning provisions applying to the proposed development are reviewed in the following table:

Zoning Mechanism	R5B[2264] S345 Requirement	Proposed
Minimum Lot Area	675 m ²	1,826.82m ²
Minimum Lot Width	22.5 m	30.2m
Setbacks	Front (Metcalf): 1 m Corner (Nepean): Varies – 0 m-1 m Interior: Varies – 2.7 m-4 m Rear: Varies – 1.2 m-1.7 m	Front: 1m Corner: 0m-1m Interior: 2.98m-4.10m Rear: 1.2m-1.7m
Building Height	Area A on S345: 83 m (84.5 per COA) Area B on S345: 21.5 m Area C on S345: 2 m	Area A: 94.2 m (166.7 A.S.L.) Area B: 20.2m Area C: 2m or less
Amenity Area 6m ² / unit, 50% communal	1,866 m ² total 933 m ² communal	2,587.9 m ² total 1,298.9 m ² communal
Minimum Landscaped Area:	16% of site area (11.8% per COA)	11.8% of site area
Vehicular Parking Spaces Minimum: Residential: 0.5 / unit after 12 units Visitor: 0.1 / unit after the 12 units; minimum 16, maximum 30 spaces Retail/Personal Service: None Maximum: Resident & Visitor: 1.75 spaces/unit Retail: 3.6 per 100m ² of GFA	Minimum: Residential: 150 spaces Residential Visitor: 30 spaces Retail: None Max 40% of required spaces (72 spaces) may be small. Maximum: Residential & Visitor: 544 spaces Retail: 4 spaces	Residential: 158 spaces (34 small, 7 accessible) Residential Visitor: 30 spaces Retail: None
Bicycle Parking Residential: 0.5 spaces/unit Retail: 1 space/250m ² of GFA 25% of resident spaces to be indoors	Residential: 155 spaces Retail: 0 spaces	201 (interior) 12 extra spaces within ROW
Driveway Width	6 m	6.7 m
Aisle Width	6.2 m (6 m per COA decision)	6 m

As highlighted in the Zoning Table the proposed development requires increased height permissions and a reduced minimum resident parking requirement. Relief from the maximum height provisions for Area A will be sought through the enclosed Official Plan and Zoning By-law Amendment Applications.

The Zoning By-law Amendment is appropriate when considered together with the amendment of the Secondary Plan, as together these amendments facilitate additional density and improved communal amenity space in a location that supports the active transit network.

4.9 Section 37

Section 37 authorizes a municipality with appropriate Official Plan provisions to pass Zoning By laws involving increases in the height or density otherwise permitted, in return for the provision by the owner of community benefits. In general, a Section 37 benefit is required if the proposed development constitutes an increase of over 25-percent of the existing

density allowed on the property. Per the Section 37 Guidelines, increases in height and density are measured relative to the zoning in force in 2012.

The community benefits must be set out in the Zoning By-law amendment and then secured in an agreement registered on title. The increase in height and/or density is an incentive to the developer to provide community benefits at no cost to the City within the local community in which the contributing development project is located. The Section 37 Agreement will be executed prior to the introduction of the by-law that implements the Zoning By-law Amendment for the increased density and/or height.

It is anticipated that new Section 37 benefits will apply to the proposed development. These will be calculated as part of the application review process.

5.0 Requested Amendments

5.1 Official Plan Amendment

An Official Plan Amendment is proposed to amend Schedule H2 to the Centretown Secondary Plan to permit a height of 30 storeys on the subject property.

The requested change to Schedule H1 of the Centretown Secondary Plan respects the intent of the Secondary Plan with respect to building heights in the northern area of Centretown.

5.2 Zoning By-law Amendment

It is requested to amend Schedule 345 of the Comprehensive Zoning By-law to permit a height of 95 metres above average grade for Area A.

It is likewise requested to amend Site Specific following provisions of the Zoning By-law to reflect the previously approved Committee of Adjustment decision (approved in February 2019):

- / To permit a landscaped area of 11.8% on the subject property, whereas the site-specific provision currently requires a minimum of 16% of the lot area to be provided as landscaped area; and
- / To permit aisles to be a minimum of 6 metres in width, whereas aisles must currently be at least 6.2 metres wide.

The requested amendments to the Zoning By-law would formalize performance standards granted for the approved building via the minor variance process, and would permit the development of three additional storeys compared to the approved building, in conformity with the requested Official Plan Amendment.

Public Engagement Strategy

A Public Consultation Strategy is planned to ensure adequate consultation of members of the community. At the time of application submission, the Province of Ontario is in a state of emergency due to the global COVID-19 pandemic, and in-person meetings and open houses are not possible. Accordingly, some components of the strategy will likely be adjusted. It is anticipated that appropriate approaches will be determined in consultation with the Ward Councillor and municipal staff.

The following steps in the consultation strategy are proposed:

- / Email notification to Councillor McKenney's office and the Centretown Community Association in advance of application submission;
- / Posting of public signage, to be completed by City staff;
- / Online public meeting, at the discretion of the Ward Councillor; and
- / Statutory public meeting at Planning Committee.

In partnership with the City of Ottawa, all public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting.

7.0

Technical Plans and Studies

7.1 Site Servicing Report – Addendum

An addendum to the Adequacy of Public Servicing Report, prepared by Novatech, confirmed that there is adequate capacity to service the proposed development. The site servicing and stormwater design remains unchanged from the approved design for the approved 27-storey building. These materials, including the grading and erosion plan, have been resubmitted in support of the enclosed applications.

7.2 Noise and Vibration Studies

Gradient Wind Engineers & Scientists conducted both traffic noise and stationary noise analyses in support of the proposed development. Based on the findings of the traffic noise assessment, noise levels at outdoor living areas on the seventh and 30th floor will be acceptable and no mitigation is required. Standard mitigation measures for interior spaces, including central air conditioning, upgraded building components, and warning clauses to be included on all Agreements of Lease, Purchase and Sale.

The Stationary Noise Study found that noise levels at nearby points of reception are expected to fall below acceptable levels, and the development will be compatible with existing on- and off-site sensitive land uses. A final review of equipment selection and location by a qualified acoustical engineer will be required.

7.3 Wind Analysis

A Wind Analysis conducted by Gradient Wind, based on the plans for the 30-storey building, found that wind conditions at grade would be ideal throughout the year. The outdoor amenity areas provided at the 7th and 30th floors are acceptable for sitting for the majority of time throughout the year.

7.4 Geotechnical Study

Paterson completed a geotechnical analysis for the subject property in May 2019 that considered the appropriateness of a 31-storey building from a geotechnical perspective. The findings of this report apply to the proposed 30 storey building.

7.5 Cultural Heritage Impact Statement – Addendum

Robertson Martin Architects prepared an update to the Cultural Heritage Impact Statement submitted in support of the approved 27-storey building. Based on their analysis, the increase in height does not impact the heritage character defining features of the site.

7.6 Environmental Remediation

A Phase I Environmental Site Assessment (ESA), dated August 2, 2018, was prepared by Paterson Group for the Subject Property. This Phase I ESA identified several Potentially Contaminating Activities, and a Phase II ESA was undertaken. The Phase II ESA identified the need to undertake soil remediation. Remediation activities are ongoing, and as such, updated ESAs cannot be completed. A Record of Site Condition will be obtained following the remediation program.

Conclusions

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. T

Conforms to the City of Ottawa Official Plan

The subject property is designated “General Urban Area” in the Official Plan and is an appropriate location for tall buildings. The additional requested height is appropriate and an amendment to the Secondary Plan to permit the requested height will implement the objectives of the Official Plan. The additional requested height meets the urban design and compatibility policies set out in Sections 2.5.1 and 4.11 of the Official Plan.

Implements the Centretown CDP and the Centretown Secondary Plan

The requested Official Plan Amendment to amend the Centretown Secondary Plan is in conformity with the intent of the Centretown CDP and Secondary Plan. The proposed 30-storey height respects the character of the surrounding area and achieves the relevant built form design guidelines for high-rise buildings set out in the CDP.

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 requested Official Plan and Zoning By-law Amendments help to further intensify a property in proximity to a rapid transit station.

Maintains the General Intent of the Zoning By-Law

The proposed development maintains the general intent of the Zoning By-law.

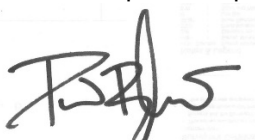
Represents Good Planning

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, contributing to the creation of a complete community, 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.



Bria Aird, M. Pl.
Planner



Paul Black, MCIP RPP
Senior Planner