



142 - 148 Nepean Street

Planning Rationale
Zoning By-law Amendment, Demolition Control and Site Plan Control
May 28, 2021



Prepared for 190 O'Connor Inc.

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1.0 Introduction

This Planning Rationale has been prepared in support of Zoning By-law Amendment, Site Plan Control, and Demolition Control applications for the properties municipally known as 142, 144, and 148 Nepean Street (“142-148 Nepean Street” or “subject site”). The purpose of the Planning Rationale is to assess the appropriateness of the proposed development within the context of the surrounding community, the City’s regulatory and policy framework, and technical studies conducted with respect to the proposed development.

1.1 Development Overview

Currently, a legal non-conforming office building exists at 190 O’Connor Street, which is located immediately east of the subject site. The required parking for this office building is located across O’Connor Street at 108 Nepean Street. As 108 Nepean Street is proposed to be redeveloped (including a portion of 257 Lisgar Street) for a 27-storey mixed-use building, the parking located at 108 Nepean Street must be relocated. As such, it is proposed to be relocated to the subject site at 142-148 Nepean Street.

Separate development applications for the proposed development at 108 Nepean Street/257 Lisgar Street are being submitted at the same time as the development applications noted herein so that these developments can be reviewed comprehensively by the City of Ottawa.

1.2 Zoning By-law Amendment

The current parking at 108 Nepean Street provides 44 parking spaces for the office use located at 190 O’Connor Street, which meets the current zoning provisions. As the relocation of the parking to 142-148 Nepean Street results in a smaller parking lot, a reduction in the required parking is required and a Zoning By-law Amendment is required. Furthermore, the Zoning By-law Amendment will address a reduction in the required landscape buffer as described herein.

1.3 Site Plan Control

Pursuant to Site Plan Control By-law 2014-256, as amended, the establishment of a surface parking lot with more than nine parking spaces is subject to site plan control approval. As the proposed development is a surface parking lot with 30 parking spaces, a Site Plan Control application is required. This process will include a review of the proposed site layout, including grading and landscaping.

1.4 Demolition Control

Pursuant to Schedule 1 of Demolition Control By-law 2012-377, the subject site is located within the Area of Demolition Control. The Demolition Control By-law requires that for the demolition of an existing residential use within the Area of Demolition Control, a building permit for a replacement residential use must be issued prior to a demolition permit. While 144 and 148 Nepean Street are not developed with a residential use, 142 Nepean Street has an existing residential use and, therefore, is subject to Demolition Control.

As the subject site is proposed to be developed with parking, a building permit for a replacement residential use will not be issued for 142 Nepean Street. As such, permission to demolish the residential use is required through a Demolition Control application and process.

Site Context and Surrounding Area

2.1 Site Context

The subject site is comprised of three properties – 142, 144, and 148 Nepean Street – and is located in Somerset Ward (Ward 14). The subject site is presently occupied by a low-rise apartment building at 142 Nepean Street, proposed for demolition. Two former residential properties at 144 and 148 Nepean Street have since been demolished. The subject site has a frontage of 30 metres along Nepean Street and lot area of 913 square metres.

2.2 Surrounding Context

The following land uses are found in the area surrounding the subject property:

North: Immediately across the street is a surface parking lot. Aside from this property, the block is dominated by mid-rise apartments. Further north is the entrance to the transition into downtown Ottawa and the Central Area. Building heights are typically above 20 storeys and land uses are predominantly commercial.

East: The immediate property to the east of the subject site is 190 O'Connor Street, an 11-storey office building. Further east across O'Connor Street at 108 Nepean Street is the parking lot that presently services 190 O'Connor Street. This existing surface parking lot provides parking for 44 vehicles and is accessed from O'Connor Street (Figure 1).



Figure 1: Subject site at 142-148 Nepean Street (blue); existing surface parking lot at 108 Nepean Street (orange)

South: The immediate building to the south of the subject site is a high-rise apartment building that dominates the subject site (Figure 2). Housing densities begin to transition to lower densities (three to four-storeys) within three blocks of the subject property.



Figure 2: Looking south towards 142 – 148 Nepean Street, high-rise residential buildings located to the rear yard

West: Buildings to the west include several high-rise residential buildings. The Bank Street Traditional Mainstreet is located a block west of the subject site and a variety of land uses can be found on the street. There are multiple parking lots to the west that service the high-rise apartment buildings adjacent to them (Figure 3).



Figure 3: Surface parking lot located west along Nepean Street

3.0 Proposed Development

3.1 Surface Parking Lot

The proposed development on the subject site is a surface parking lot to meet the zoning requirements of the existing office building at 190 O'Connor Street. The parking lot will provide parking for 30 vehicles, which represents a reduction of 14 spaces from the current parking lot for 190 O'Connor Street, which is located at 108 Nepean Street. Landscape buffers will be provided along the east side of the parking lot as well within the interior. Landscaping within the Nepean Street right-of-way will be maintained between the property line and the edge of the existing sidewalk.

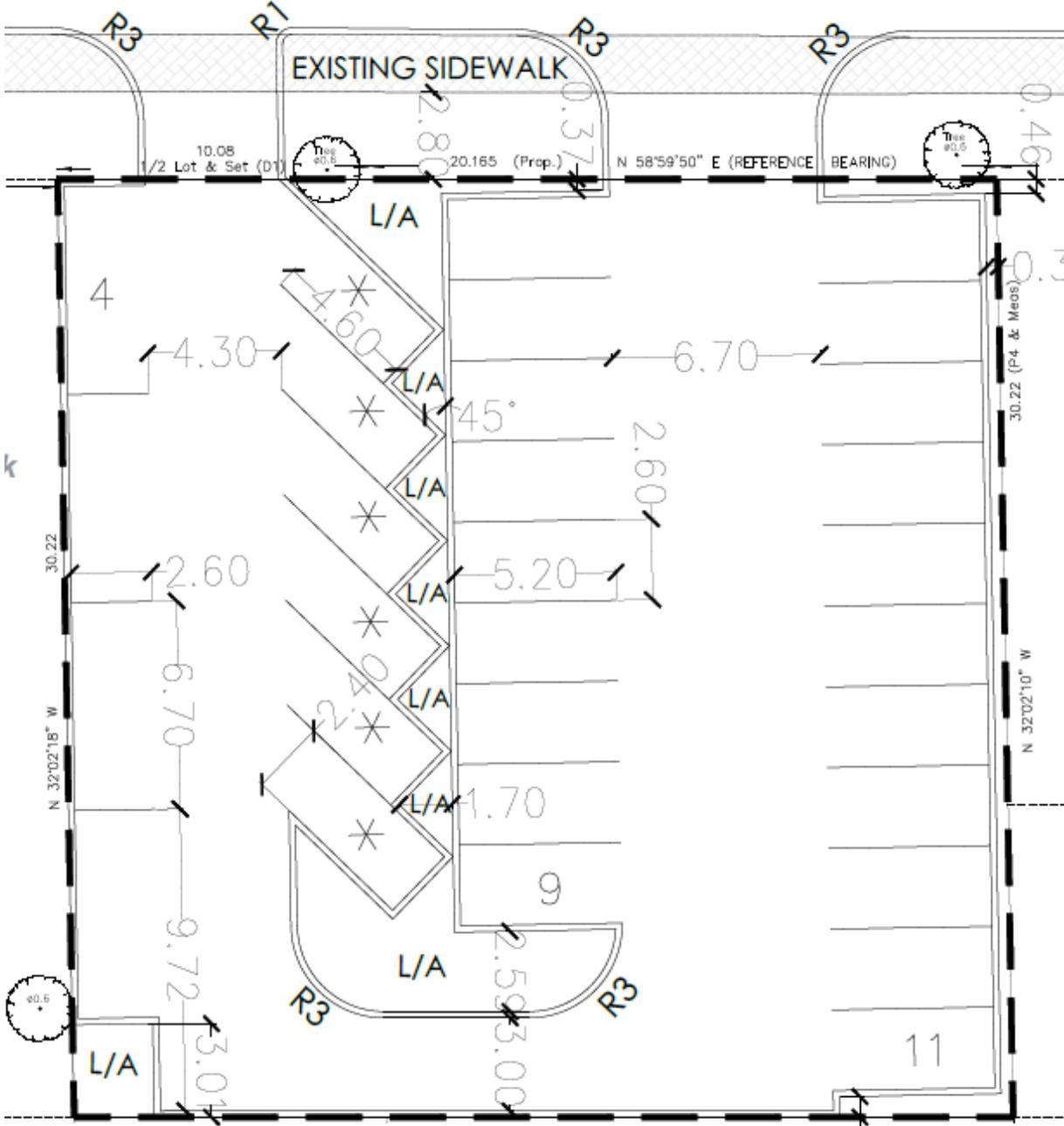


Figure 4: Site plan of the proposed development

The parking lot will be divided into two sections with ingress to the site on the western section, and egress to the east. The east side of the lot, comprising roughly two thirds of the property area will contain 20 stalls oriented perpendicular to the drive aisle. The private approach to this section of the parking lot will be 6.7 metres wide and will act as both an entrance and exit from the parking lot. The area to the west comprises 10 stalls, which are oriented as parallel and angled parking spaces from the one-way drive aisle on this portion of the site.

3.2 Demolition of Residential Building

As discussed herein, the proposed development includes the demolition of an existing residential building at 142 Nepean Street. This residential building is a 2.5-storey low-rise apartment building with six dwelling units. It does not have a main entrance facing Nepean Street and instead has an entryway along the west façade that is accessed from a narrow pedestrian pathway from the sidewalk.

The apartment building currently has tenants who will be given the option to rent at a neighbouring rental apartment operated by an affiliate of the proponent. Demolition of the building at 142 Nepean Street will take place once construction of 108 Nepean Street begins.

4.0 Policy and Regulatory Framework

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement (PPS) (2020), issued under the authority of Section 3 of the Planning Act, provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS promotes the development of strong communities, which relies on the establishment of efficient land uses and development patterns and the accommodation of an appropriate range and mix of uses. The following policies are applicable to the proposed development.

- / 1.1.1: Healthy, liveable and safe communities are sustained by:
 - a) promoting efficient development and land use patterns which sustain the financial well-being of community members over the long term;
 - e) promoting integration of land use planning, transit supportive development, etc., to achieve cost-effective development patterns...and standards to minimize land consumption and servicing costs; and
 - g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.
- / 1.1.3.2: Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) are appropriate for, and efficiently use, the infrastructure and public service facilities available;

The proposed development is consistent with the Provincial Policy Statement. The dedication of space to parking is consistent with the PPS when done so in a manner that is using existing land and infrastructure efficiently. Furthermore, the development of the subject site for surface parking lot will enable the redevelopment of the existing surface parking lot at 108 Nepean Street and 257 Lisgar Street to be redeveloped with new high-density housing, which further supports the Provincial Policy Statement.

4.2 City of Ottawa Official Plan

The subject site is designated General Urban Area on Schedule B (Urban Policy Plan) of the Official Plan (Figure 6). The General Urban Area designation permits the development of a full range and choice of land uses, including residential, employment, industrial, and institutional, among others (Policy 1). Development in the General Urban Area is generally meant to remain consistent with the existing context and planned functions of the area (Policy 3) but also contemplates uses that may generate traffic (Policy 7).

The proposed development supports the existing commercial building at 190 O’Connor Street and is a relocation of existing parking within the Centretown neighbourhood. The relocated parking will decrease existing impacts from the current parking lot at 108 Nepean Street as it will eliminate a vehicular access from the O’Connor Street frontage and, thus, decrease vehicular interruption to the designated cycling lane. Furthermore, the relocation of the parking will enable 108 Nepean Street, together with a portion of 257 Lisgar Street, to be redeveloped with high-density housing in accordance with the planned function for the area.

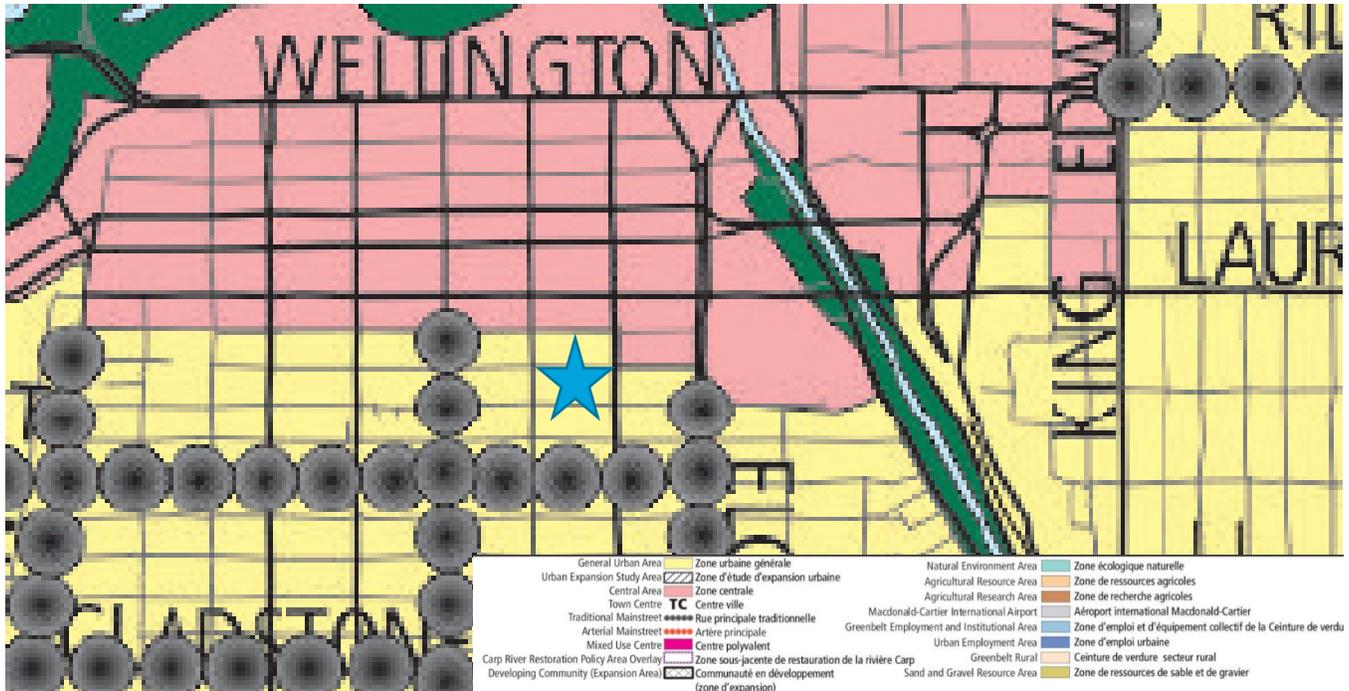


Figure 5: Schedule B, *Urban Policy Plan*, subject property indicated

4.3 Centretown Secondary Plan

The Centretown Secondary Plan provides the foundation for the strategic evolution of the area. The Secondary Plan recognizes Centretown as an established community with significant heritage but also an area that can be improved and should evolve purposefully to accommodate many more residents and additional land uses. The principles that establish the overarching goals for Centretown address respecting existing character, accommodating a diverse population, reinforcing and promoting commercial activity, and enhancing the public realm, among others.

Policy 3.9.5.6 of the Secondary Plan recognizes that the impact of off-street parking should be minimized within Centretown in order to maintain attractive and pedestrian-friendly streetscapes. Within all the Secondary Plan's land use areas, parking for office buildings is directed to be located at the rear of the building or underground.

The proposed relocation of the parking for 190 O'Connor Street from 108 Nepean Street to 142-148 Nepean Street conforms to the policies of the Secondary Plan. Specifically, relocating the parking to the subject site will increase conformity with the Secondary Plan as the parking will be located on the same lot as the office building, whereas it is currently located off-site at a prominent corner within the Centretown neighbourhood. Furthermore, the relocated parking area will be located within the rear yard of the office building as directed by the Secondary Plan policies.

4.4 Zoning By-law 2008-250

The current zoning of the subject site is Residential Fifth Density, Subzone B, Urban Exception 482, Maximum Floor Space Index of 3.0 (R5B[482] F(3.0)). The R5 zone permits a mix of residential forms ranging from detached dwellings to high-rise apartment buildings. With respect to parking, the subject site is located within Area X on Schedule 1A of the Zoning By-law.

As discussed herein, the relocation of the parking to the subject site serves to meet the zoning provisions for the existing office building located at 190 O'Connor Street. Table 1 below outlines how the relocated parking meets the provisions of the Zoning By-law.

Table 1: Zoning Provisions and Compliance Table

Provision	Required	Provided	Compliance
Minimum Parking – Office Use	Min. 1 space/100 sq.m. GFA 4,335 sq.m. GFA = 43 spaces	30 spaces	No
Parking Space Size	Min. 2.6 m x 5.2 m for regular Min. 2.4 m x 4.6 m for small	2.6 m x 5.2 m (regular) 2.4 m x 4.6 m (small space)	Yes
Small Parking Spaces	Max. 40% of required/provided in parking lot with > 20 spaces = $30 * 0.4 = 12$ spaces	6 spaces	Yes
Loading Space Requirement	Office: 1 space/1000 – 9999 sq.m. = 1 space required	1 space	No
Driveway Width	Min. 3 m (single) / 6 m (double)	3.0 m, 4.3 m and 6.7 m	Yes
Aisle Width	Min. 6.7 m (71-90°) Min. 6.5 m (56-70°) Min. 4.3 m (41-55°) Min. 3.5 m (0-40°)	4.3 m for angled spaces 6.7 m for 90° spaces	Yes
Landscape Buffer	Abutting the street: 3 m	< 3 metres	No
	Not abutting street: 1.5 m	0 m (south side) 0 m (west side)	No
Landscape Area	Min. 15% of the parking lot area: $913.27 \text{ sq.m.} \times 15\% = 137 \text{ sq.m.}$	86 m ²	No

4.4.1 Requested Zoning By-law Amendment

As described in Table 1, relief is required from the Zoning By-law to accommodate the proposed surface parking lot as follows:

- / **Minimum Number of Parking Spaces:** The current parking lot that serves the office building at 190 O'Connor Street contains 44 parking spaces. Based on the approximate gross floor area of the office building at 190 O'Connor Street of 4,335 square metres, a total of 43 parking spaces are required. While this is met by the current parking lot, due to the smaller size of the subject site, only 30 parking spaces are able to be accommodated. As the site is located within 600 metres of Parliament LRT station, is within a walkable neighbourhood, and has easy access to alternative transportation methods, a reduction to 30 spaces is appropriate.
- / **Landscape Buffer:** The proposed development does not meet the landscape buffer requirements of the Zoning By-law. Relief from landscape buffer provisions will accommodate an efficient vehicle parking layout and an appropriate amount of parking spaces for the existing commercial use at 190 O'Connor Street. Furthermore, the landscaped area within the Nepean Street right-of-way provides an appropriate buffer for the parking and serves to maintain a clear delineation to the public realm. Finally, the existing development to the south of the subject site includes a high-rise development with a retaining wall and large fence along the rear property line of the subject site. Based on the shadowing patterns of the high-rise development to the south, landscape

buffering on the subject site will have little opportunity for sunlight. As such, it is appropriate to consider this existing condition and how it impacts the viability of on-site landscaping.

- / **Landscape Area:** As described above, the reduction of the required landscape area will accommodate an efficient vehicle parking layout on the subject site. Furthermore, the landscaped area within the Nepean Street right-of-way will provide a landscape buffer and clear delineation between the public realm and the parking. Finally, the proposed landscape area is in keeping with the amount of landscaping that was previously present on the subject site. As a site within an urban context, when the subject site was used for residential uses there was minimal soft landscaping with the majority of the site being covered with building footprint and surface parking with only a small landscaped rear yard at 148 Nepean Street.

- / **Loading Space:** As the office use at 190 O'Connor Street has been operating without a formal loading space, it is appropriate that a reduction to this requirement be accommodated.

5.0 Supporting Studies

5.1 Stormwater Management Brief

To support the proposed parking area on the subject site, a Stormwater Management Brief was prepared. As concluded within the Brief, no water or sanitary servicing is required, storm sewers will be installed on the subject site to provide adequate site drainage, and storage for storm events will be provided within the proposed storm structures on the site. Furthermore, an oil and grit separator unit will be placed on site to achieve the required total suspended solids rate of 80% as per the Rideau Valley Conservation Authority requirements.

5.2 Tree Conservation Report

As there are three existing trees within close proximity to the subject site, a Tree Conservation Report (TCR) was prepared to support the development applications described herein. As summarized within the TCR, there are two distinct Manitoba Maples within the Nepean Street right-of-way. The area to be paved for the parking lot will not extend further into the critical root zones of these trees than current or previously existing building foundations, thus, these trees will not be negatively impacted. The tree located along the west of the property line has a small critical root zone that does not extend into the project area. As such, this tree will not be impacted. Overall, the existing three trees in close proximity to the subject site will not be subject to any impact and will be protected as per City of Ottawa standards during the construction of the parking lot.

Public Consultation Strategy

All public engagement activities will take place in accordance with the City's Public Notification and Consultation Policy and will comply with Planning Act notification requirements. The following steps and activities have already been undertaken in preparation of the application submission or will be undertaken in the following months after the applications have been submitted:

- / Pre-Application Consultation Meeting
 - o A Pre-Application Consultation Meeting was held with City Staff, members of the local community association, and the applicant team on March 11, 2021.
- / Notification of Ward Councillor, Councillor Catherine McKenney
 - o The Ward Councillor was notified of the proposed development for the subject site prior to the development applications being submitted.
- / Community "Heads Up" to local registered Community Associations
 - o A 'heads up' notification to local registered community associations will be completed by City of Ottawa during the application process.
- / Community Information Session
 - o If requested by the Ward Councillor, the proposed development will be presented within a Community Information Session.
 - o Due to current COVID-19 restrictions, it is anticipated that should a Community Information Session be requested, it would be held in a webinar format organized and moderated by the Ward Councillor.
- / Planning Committee Meeting Advertisement and Report Mail out to Public
 - o Notification for the statutory public meeting for the Zoning By-law Amendment will be undertaken by the City of Ottawa.
- / Statutory Public Meeting for Zoning By-law Amendment – Planning Committee
 - o The statutory public meeting will take place at the City of Ottawa Planning Committee.

Conclusions

It is our professional opinion that the proposed Zoning By-law Amendment, Site Plan Control, and relief from Demolition Control for the required relocation of parking onto the subject site constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The development proposal is consistent with the intent of the Provincial Policy Statement policies with respect to promoting the development of strong communities. The relocated parking will continue to be used by the existing office use at 190 O'Connor Street, which supports the provision of employment within an existing and established neighbourhood. Furthermore, the relocation of the parking from 108 Nepean Street to the subject site enables the redevelopment of a site for high-density housing within the Centretown neighbourhood, which also supports the PPS.
- / The proposed development conforms to the goals and objectives of the Official Plan, which generally direct new development to remain consistent with the existing context and planned functions of the area. The relocation of the parking is consistent with General Urban Area policies, which describe the necessity of parking to support a wide range of permitted uses.
- / The proposed development conforms to the Centretown Secondary Plan policies by reducing the impacts of off-street parking while also supporting an existing employment use.
- / While the proposed development removes six dwelling units from the existing residential development located at 142 Nepean Street, tenants will be offered the option to relocate to another nearby rental building. Furthermore, the proposed development will enable the development of 295 new residential units at 108 Nepean Street, thus achieving a balance of land uses and increasing housing options.
- / Relief from the Zoning By-law provisions related to minimum parking rates, landscaping, and loading space are appropriate, as described herein.
- / The proposed development is supported by technical studies submitted as part of this application.

Sincerely,



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Planner



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