



# **PLANNING RATIONALE**

**Parkway House - 2475 Regina Street**

**May 2022**



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## 1.0 Introduction

GBA Group “GBA” has been retained by Windmill Development Group on behalf of Parkway House to prepare a Planning Rationale in support of a Zoning By-Law Amendment application for 2475 Regina Street. The purpose of this Planning Rationale is to assess the proposed development and ensure it is consistent with Provincial and Municipal policies and regulations.

The approximate size of the property is 10357.54 m<sup>2</sup> (1.04 ha). The site is currently home to Parkway House, a group residence for adults with physical disabilities. The subject site is in the Lincoln Fields neighbourhood, which features a mix of low-density residential housing typologies to the west, and high-rise apartment towers to the south along Richmond Road.

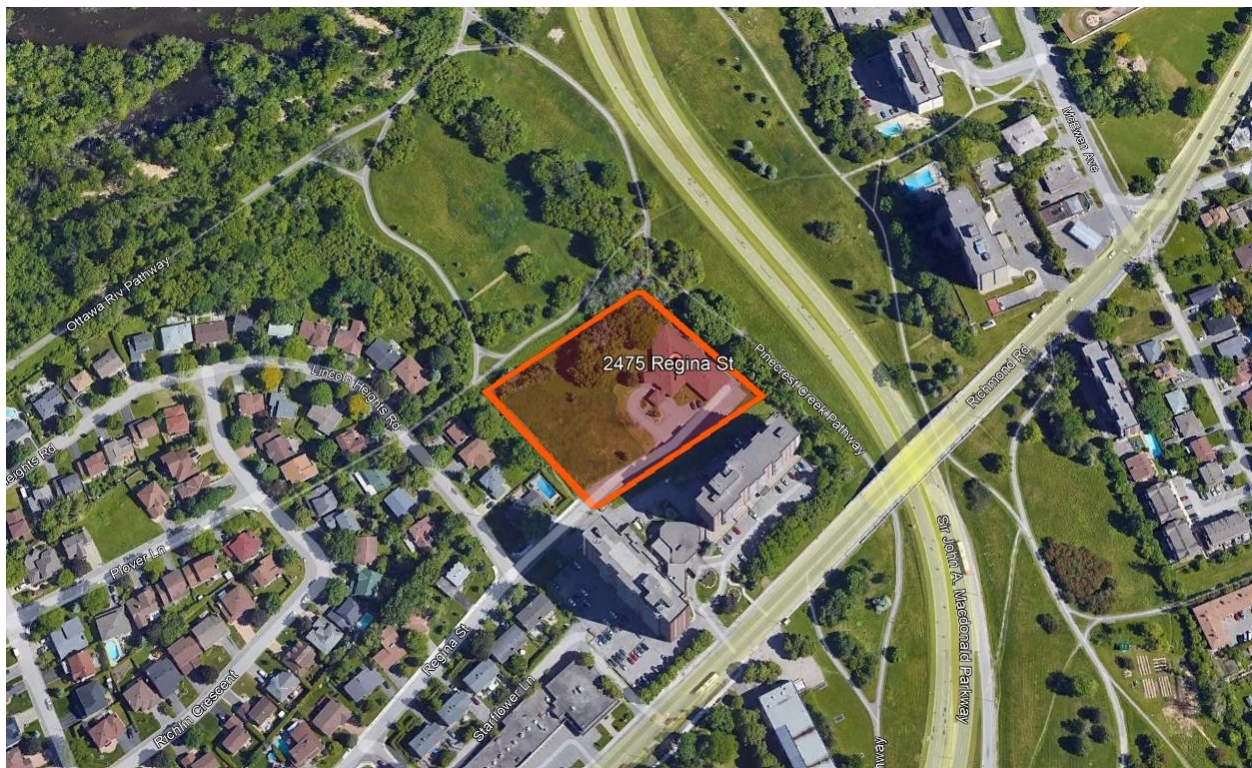


FIGURE 1 – LOCATION PLAN

## 2.0 Proposed Development

The subject site is the home of Parkway House that has been part of the neighbourhood for over 40 years. The facility is now in its stage in life that it has become uneconomical to maintain the building while caring for its residents. Every year the operating deficit is rising, and the time has come to build a new building. Parkway House does not want to leave the site nor the neighbourhood so it has entered into a redevelopment agreement with Windmill Development Group to construct a new facility and establish an annuity that will cover the current deficit until the new building is constructed and an annuity going forward after the new facility is operational to ensure their continued operation. To accomplish this, in collaboration with Windmill Development Group, a rezoning application followed by





a Site Plan application, are being filed with the City of Ottawa to intensify the site given its proximity to Light Rail and adjacent high-rise buildings.

Alongside a new home for the Parkway House facility, the site will feature new housing, designed, and constructed to be one of the most sustainable new development projects in Ottawa. One Planet Living® is the framework guiding a complete and comprehensive plan that will tackle climate change, build resilient communities, and regenerate the living systems around us.

One Planet Living® is unique in that it is universal. Its ten Guiding Principles cover all aspects of social, economic, and environmental sustainability. It addresses all phases of a project, from design to construction, through to operations, programming, and personal lifestyle choices. In this way, One Planet Living® embeds sustainability into a projects' DNA rather than making it a stand-alone topic.

While the ten One Planet Living® Principles ensure a strong sustainable foundation for this project, it is the Big Moves that will give it a unique identity. The Big Moves act as the project's north star, influencing how it is designed and built, how it should be operated, and how the project can influence the lifestyle choices and behaviour of future residents. The Big Moves are Year-Round Natural Connections, Zero Carbon Living, and a Welcoming Community.

The Parkway House Preliminary One Planet Action Plan that accompanies this submission is a living Plan. Once rezoning has been approved, technical performance requirements will be updated based on the emerging design, feedback from the City, and the final Ottawa High Performance Development Standard. It will also continue to reflect new thinking, technological innovations, and local and global trends where possible. In this way, the development team will ensure the Plan stays meaningful, relevant, and impactful. Among other technical performance requirements, the development is already anticipating on site photovoltaics, mass timber construction for one of the buildings, and geothermal heating and cooling.

The Parkway House project is pursuing international endorsement as a One Planet Living® community. The One Planet Action Plan will be submitted to Bioregional, the third-party verifier of One Planet Living® community plans, who will evaluate Parkway House's outcomes, indicators, targets, and performance requirements. Once endorsed, Parkway House would become only the third One Planet Living® community in Canada and the second in Ottawa.

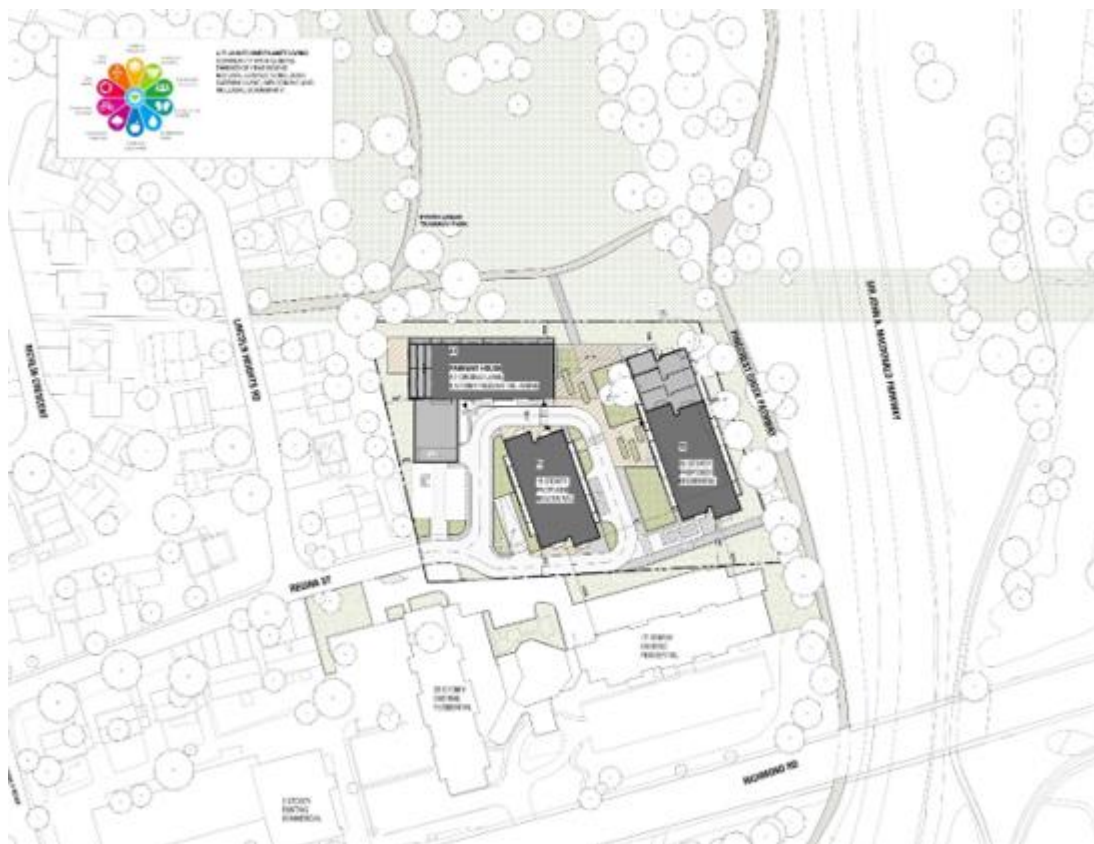
Windmill Development Groups is currently working through the feasibility of the site to understand the proposed mix of residential rental versus condominium units. In the case of residential rental, the intention is to utilize the Canada Mortgage and Housing Corporation (CMHC) MLI Select financing program to incorporate affordable rental housing into the program. In the case of condominium units, the minimum intention is to provide affordable home ownership units subject to partnership with a group such as Trillium Housing or CMHC for a second mortgage program.

Parkway House Ottawa and District with Windmill Development Group is proposing to demolish the existing one-storey facility and construct a new facility and a residential development consisting of three buildings. The proposed structures consist of: one seven-storey Cross-Laminated Timber building incorporating Parkway House on the ground floor and six storeys of residential units above; one 19-

storey building providing residential units likely for rental purposes; and one 25-storey building consisting of market value residential units (see Figure 2).

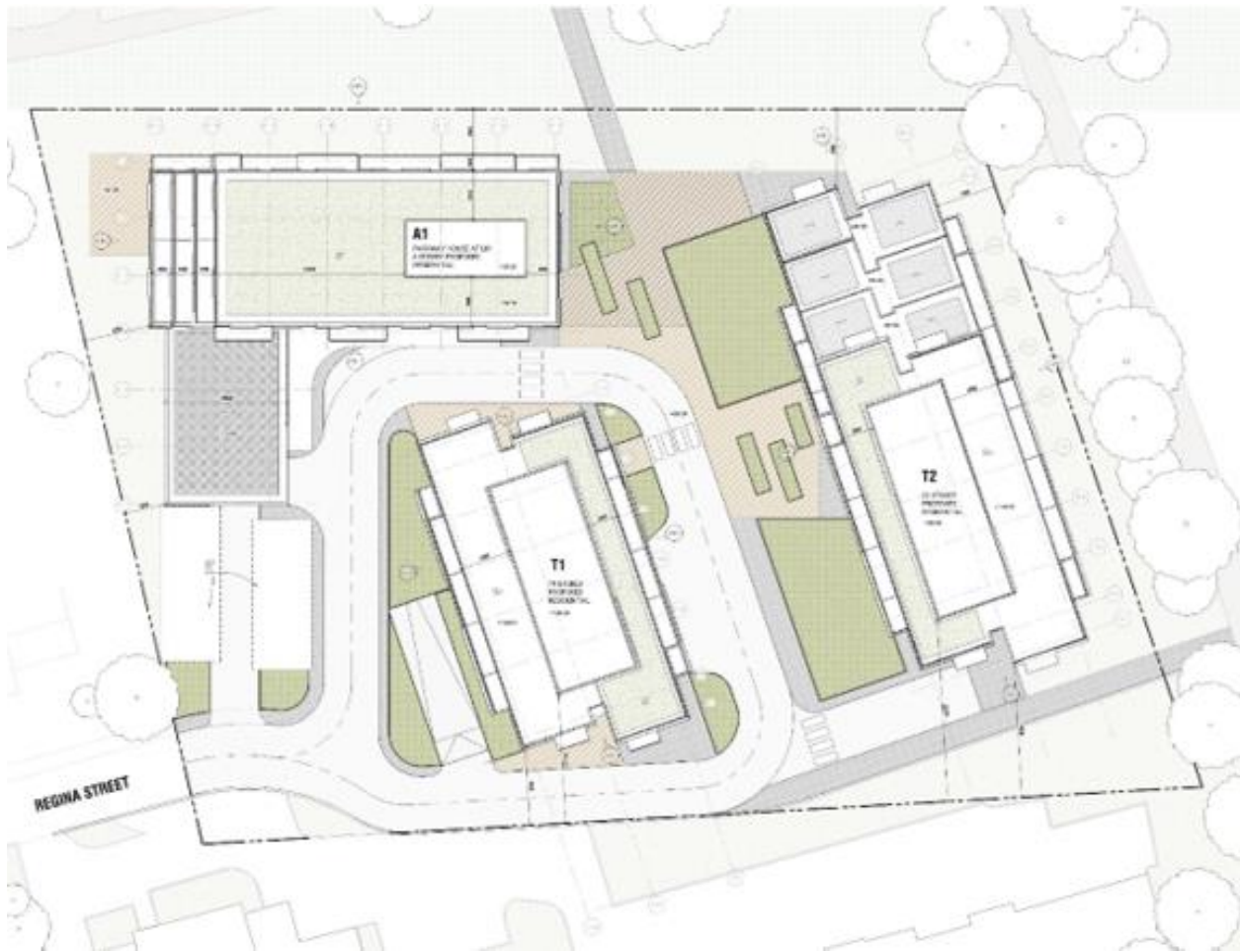
With a total of 510 residential units, the buildings are planned to include a range of units from studios, one-bedroom, two-bedroom units, and family friendly three-bedroom units. The proposed development is to include two levels of underground parking servicing residences and visitors, and a surface parking lot servicing Parkway House. A bicycle space will be provided underground for each unit.

The development is planned to be completed in two phases. The new Parkway House facility and residential building, the 19-storey tower and the western portion of the underground parking garage is to be constructed in the first phase while the existing Parkway House facility remains operational. The 25-storey tower and the eastern portion of the underground parking is planned as the second phase.



**FIGURE 2 – PROPOSED SITE LAYOUT**

A loop road is proposed to service all three buildings extending and modifying current Regina Street entering the site from the southwest. Entrance to the Parkway House facility is proposed on the west side along the extended loop road, while separate entrances to each residential building are grouped in the northeast area of the loop road. The loading area and the waste removal storage for the Parkway House building will be contained within the building. Separate loading areas and enclosed waste removal storage areas are also provided for each high-rise residence. A six-meter-wide vehicular entrance to the underground parking garage is proposed off the loop road on the south side.



**FIGURE 3 – PROPOSED LANDSCAPE AREAS**

A proposed outdoor communal landscaped area is the focal point of the development, partially enclosed by the three buildings while providing visual and physical connections to the municipal park, Byron Linear Tramway Park to the north, ensuring future users and the larger neighborhood with high-quality amenity space. A mixture of soft landscape and hardscape coverage, as well as street furniture and seating areas create visual interests and a coherent neighborhood appearance. A pedestrian connection is planned to connect the central green space to the exiting trail to the north. A separate three-meter-wide pathway is also proposed traversing east-west across the site connecting with the existing Pinecrest Creek Pathway.





**FIGURE 4 – PERSPECTIVE FROM THE SOUTH**

The proposed development also features above ground outdoor communal amenity spaces in each of the buildings: 313 m<sup>2</sup> of communal roof top terrace is proposed on third floor of the Parkway House building, while 289 m<sup>2</sup> and 286 m<sup>2</sup> of outdoor terraces are planned for the West and East Tower respectively. Personal balconies or terraces space are distributed among residential units above the second storey throughout the development.



**FIGURE 5 – PERSPECTIVE FROM THE WEST**

A total of 261 parking spaces are proposed for the development. Twelve sheltered surface parking spaces are planned for Parkway House daytime use and after hour visitor parking and 241 below grade parking spaces are reserved for visitors and residents of the three buildings.

Ten accessible parking spaces are provided on each level. Also provided are 510 stacked bicycle parking spaces at P1 level accessible by the entrance ramp at 5 and 10 percent slope.



FIGURE 6 – PERSPECTIVE FROM THE NORTH

### 3.0 Community Context

The subject property is located on Regina Street in the Lincoln Fields neighbourhood. The purpose of this section is to identify the range of community amenities and services that are in proximity to the proposed development and will support the resident needs of this project

#### 3.1 Surrounding Neighbourhood

The property is currently home to Parkway House, a 12-unit group home facility for individuals with disabilities. The site is surrounded by a mix of low-rise residential buildings to the west as well as high-rise towers to the south along Richmond Road and to the east, opposite of the Sir John A MacDonald Parkway. The immediate area can be characterized by the following:

- **To the North:** Immediately to the north of the site is undeveloped municipal green space, as well as the Trans Canada Trail/Ottawa River multi-use pathway. Farther to the north is the Britannia Conservation Area.
- **To the West:** Immediately bordering the site to the west is a low-rise neighbourhood primarily comprised of single-family dwellings and some two-storey townhouses. To the west along Richmond Road are neighbourhood commercial uses (i.e., personal service, restaurants).



- **To the South:** To the south of the site are the Richmond Park Square apartments, which are two 21- and 16-storey high rise apartment buildings.
- **To the East:** Immediately adjacent the subject site to the east is the Pinecrest Creek multi-use pathway, which provides connectivity to the Ottawa River Pathway to the north and the future Lincoln Fields LRT Station further south. The area directly across Sir John A. MacDonald Parkway to the east is also characterized by high-rise buildings near the future New Orchard LRT Station.

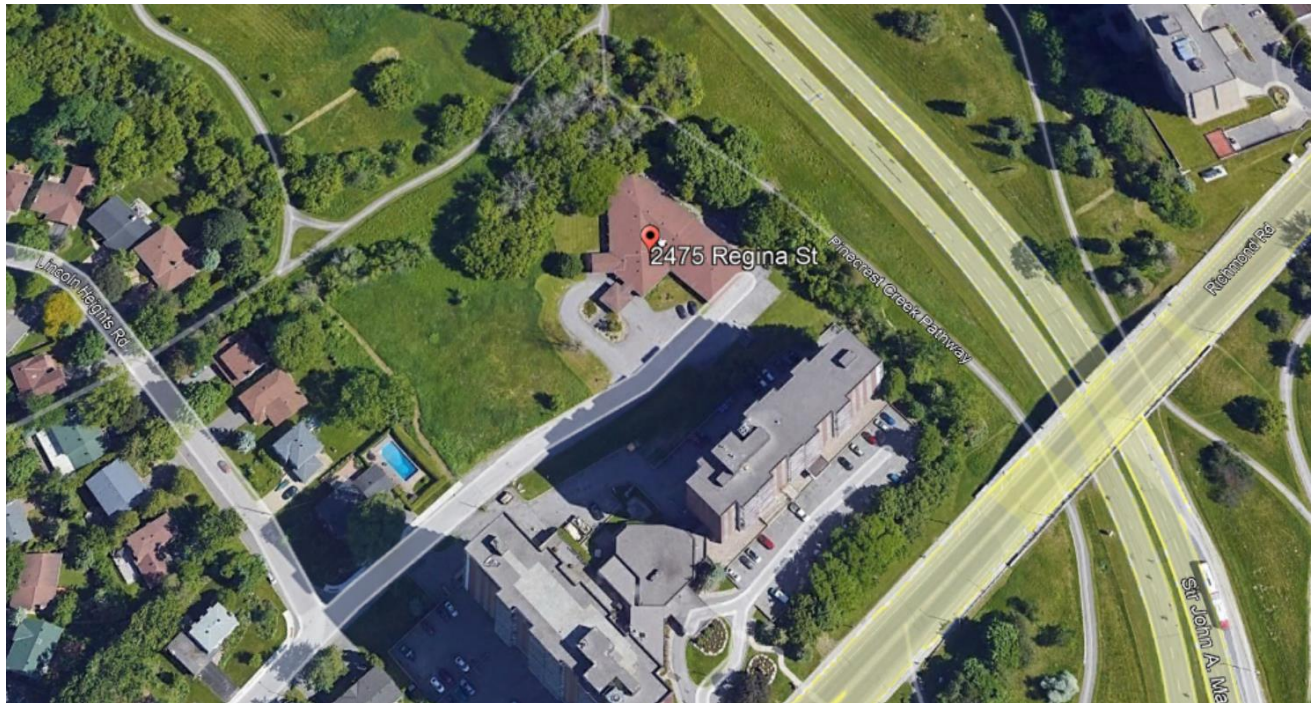


FIGURE 7 - AERIAL VIEW OF SUBJECT SITE

### 3.2 Surrounding Development Applications

This area can be characterized as a mix of low, mid, and high-rise development but is currently undergoing rapid intensification due to its connectivity to downtown via the advancement of the Stage 2 Light Rail at the Lincoln Fields Station. Surrounding developments that are newly constructed, or are proposed include:

1. **Lincoln Fields Shopping Centre:** Currently in phased redevelopment. The existing shopping centre has been demolished to accommodate the construction of two new commercial-retail buildings on site, including a 2600-square metre single-storey Metro grocery store. The second is a 1500 square metre two-storey retail and office building located along Carling Avenue. Future plans for the site include high-rise residential units.
2. **1420 Richmond Road:** Official Plan Amendment, Zoning By-law Amendment and Site Plan Control application to permit a 11-storey and a 12-storey building containing a total of 391 apartment units and a commercial unit at grade.
3. **929 Richmond Road:** Newly constructed is a 19-storey mixed-use building comprising 176 rental units with ground floor commercial uses.

4. **797 Richmond Road:** Zoning By-law Amendment and Site Plan Control application to construct a 9-storey mixed use building with ground floor commercial spaces, residential dwellings in the upper storeys (60 units) and two levels of underground parking.
5. **1047 Richmond Road:** Official Plan Amendment and Zoning Bylaw Amendment applications to construct three residential towers of 36, 38, and 40 storeys totalling 1,343 units. A 1347 square metre commercial space is also proposed.

## 4.0 Transportation Network

### 4.1 Public Transit

Transit service in the area is provided by OC Transpo Route #11 along Richmond Road, which connects with Tunney’s Pasture LRT station and provides service to downtown Ottawa. Other nearby bus routes include #51 and #85 on Carling Avenue, which provide east-west connectivity to downtown Ottawa and Kanata.

In addition to bus service, the Lincoln Fields Transit Station, located within a 10-minute walk of the subject site, is being completely rebuilt to function as a new LRT station as part of the O-Train Confederation Line West extension. The train platform will be located under Carling Avenue with a fare paid connection to the bus facility to allow passengers to transfer seamlessly without a requirement to pass through fare gates or revalidate their fare. There will be a minimum of three fare-controlled entrances: a station entrance will be provided from Carling Avenue; an entrance will provide access from the west side of the Guideway at grade; and an entrance will be provided at the bus loop. The existing bus terminal will be reconfigured to accommodate bus platforms and bus layby facilities only, and a new bus drivers’ facility.

This major transfer station will be outfitted with public washrooms available to fare paid customers during LRT operation hours and will have provisions for a future retail space. A signalized pedestrian crossing will also be provided to facilitate improved station access across Carling Avenue.



FIGURE 8 - OC TRANSPRO NETWORK MAP

### 4.2 Pedestrian and Cycling Network

Sidewalk facilities are provided along both sides of the roadway along Richmond Road and Assaly Road. The City of Ottawa’s Cycling Plan designates Richmond Road as a Spine Route and Multi-Use Pathway, which provides east-west connectivity from Kanata to downtown Ottawa. An on-road bicycle lane along the section of Richmond Road to the south of the site connects with the Pinecrest Creek and Ottawa River multi-use pathways, which provide scenic bike routes along the Ottawa River.



FIGURE 9 – OFFICIAL CYCLING MAP FOR OTTAWA-GATINEAU

### 4.3 Road Network

The area road network in proximity to the proposed development is shown below. Although the project does not have direct access to Richmond Road, which is an east-west arterial, once accessed Richmond Road provides connections to downtown Ottawa and to Kanata. The property is close to other major, arterial, and collector roadways such as Carling Avenue, Sir John A. Macdonald Parkway, Pinecrest Road, and Woodroffe Avenue, which provide access to Highway 417.



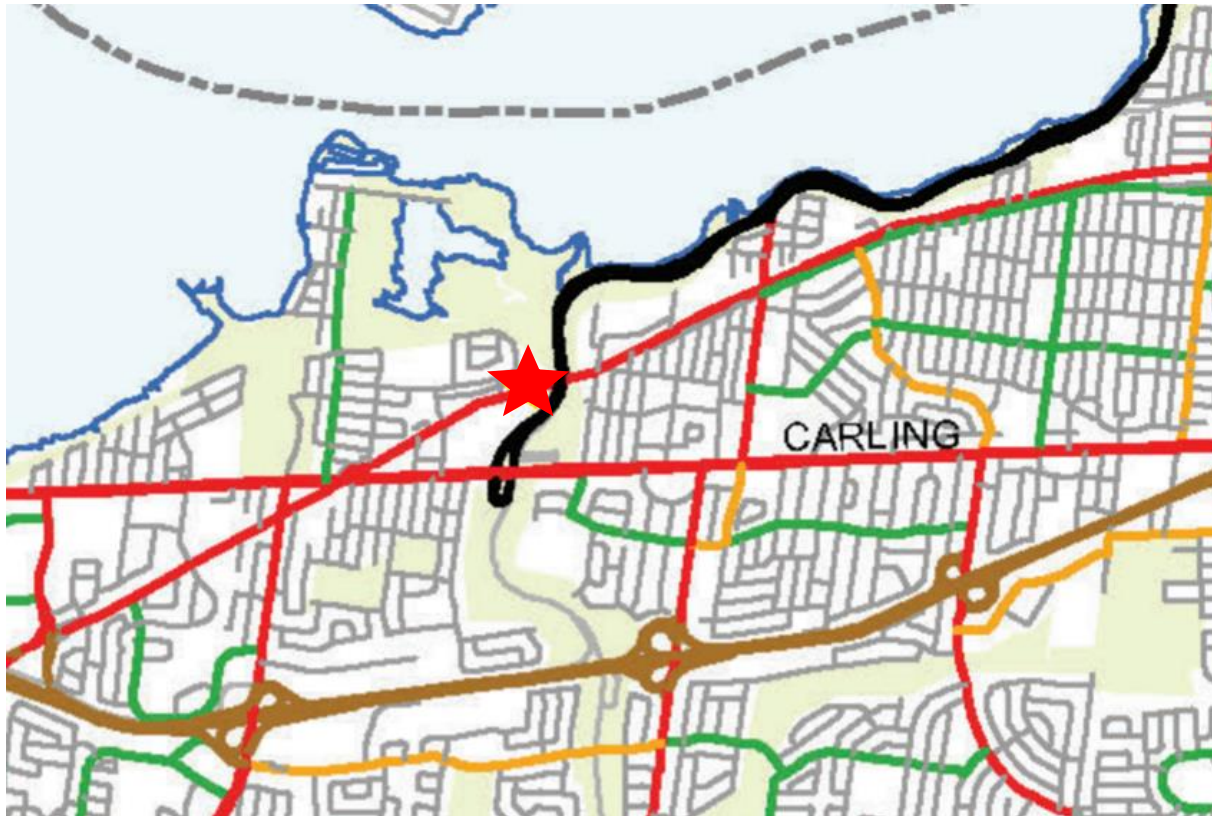


FIGURE 10 - CITY OF OTTAWA OFFICIAL PLAN SCHEDULE E: URBAN ROAD NETWORK

## 5.0 Community Amenities

The subject site is in the Lincoln Fields neighbourhood, in proximity to several community amenities and services to support resident needs. This section details these amenities as follows:

### Retail Amenities

The property is near the Lincoln Fields Shopping Centre which is currently home to a Metro grocery store and Rexall drugstore. The approximate distance from Parkway House to Lincoln Fields Shopping Centre is an eight-minute walk or if cycling, approximately three minutes. The property will be redeveloped with an additional two-storey building which will host a variety of retailers. The property is near, approximately 900 metres, to all essential retail amenities, including TD Canada and BMO Banks, Farm Boy and other coffee shops and restaurants. It is also directly adjacent to the Richmond Square strip mall with services such as medical offices, a pharmacy, restaurant, and dry cleaners at 1299 Richmond Road. This strip mall is approximately 250 metres in distance or a five-minute walk from the proposed site.

### Community Amenities

The property is also close to several green spaces including the Britannia Conservation Area, Mud Lake Trail, Britannia Park and Beach (1500 metres), Connaught Park (1250 metres), and the Pinecrest Creek Pathway. Michele Heights Community Centre offers local residents a multitude of sporting and leisure activities and can be accessed within an eight-minute cycling trip or 20-minute walk. Britannia Woods Community House, which offers a range of programs and services that aim to improve the quality of life for multicultural families and households living on a fixed or low income, is located a one-minute bus

ride or 24-minute walk from the property of interest. Maison de la Francophonie d'Ottawa offers a multitude of activities, in French, for all Francophones and Francophiles in the region, and is located within a 15-minute walk from Parkway House. Nearby schools include Regina Street Alternative School, École élémentaire catholique Édouard-Bond, F.J. McDonald Catholic Elementary School, Woodroffe High School, and École élémentaire catholique Jean-Paul II.

In summary, the site is in proximity to essential and other community services which will accommodate the increase in residential density associated with this project.

## 6.0 Planning and Policy Framework

### 6.1 Provincial Policy Statement (PPS) 2020

The PPS provides for appropriate development “while protecting resources of provincial interest, public health and safety, and the quality of the natural and built environment”. Municipal Official Plans are the most important vehicle to implement the PPS which will be discussed later in this Section.

The intention with respect to the development at 2475 Regina Street is to review relevant aspects of PPS policies and demonstrate the proposed development’s consistency with the policies.

Policy 1.1.1 of the Provincial Policy Statement states that healthy, liveable, and safe communities are sustained by:

- promoting efficient development and land use patterns which sustain the financial well-being of the province and municipalities over the long term;
- accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;
- improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;
- ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;
- promoting development and land use patterns that conserve biodiversity; and
- preparing for the regional and local impacts of a changing climate.

Policy 1.1.2 of the PPS states that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years,

informed by provincial guidelines. Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.

Policy 1.1.3 defines settlement areas and provides direction for the density and mix of land uses to be provided within these areas to:

- efficiently use land and resources;
- are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- minimize negative impacts to air quality and climate change, and promote energy efficiency;
- prepare for the impacts of a changing climate;
- support active transportation;
- are transit-supportive, where transit is planned, exists, or may be developed; and
- are freight-supportive

A major objective of the Provincial Policy Statement is residential intensification within areas where existing or planned infrastructure can support redevelopment. This Zoning By-law amendment application aligns with these directives. The proposed development is well connected to employment centres in downtown Ottawa, falls within a 600-metre radius of rapid transit, and promotes compact intensification on a site that is currently under-developed. The project will follow the principles of One Planet Living® to ensure a strong sustainable foundation.

## 6.2 City of Ottawa Official Plan (2003)

The 2003 Official Plan on Schedule B - Urban Policy Plan, shows the Parkway House property being located at the interface of lands designated “General Urban Area” and lands designated “Major Open Space”. The Major Open Space designation applies to the lands generally associated with the Ottawa River Sir John A MacDonald Parkway corridor with the General Urban Area designation generally applying to the residentially developed lands in and around the Britannia neighborhood between Richmond Road and the Ottawa River. The interpretation policies of the Official Plan provide that the boundaries between land use designations where they are not aligned with significant natural features or man-made features are to be considered as conceptual providing for the Parkway House property to be considered to fall entirely within the General Urban Area designation.

Schedule C of the Official Plan identifies a multi use pathway extending through the SJAM Parkway and running adjacent to the east side of the site connecting to the LRT Station shown on Schedule D of the Official Plan at Lincoln Fields. The walking distance from the site to the Lincoln fields Transit Station either along the Multi Use pathway or along the local streets is approximately 600 m.

Section 2 of the Official Plan sets out Strategic Directions and broad policies to govern growth and change in the City over the 20-year planning horizon. Among these are policies dealing with managing growth in Section 2.2 that provides for most development to occur within the urban area of the city consistent with directions of the Provincial Policy Statement. Section 2.2.2 sets out more detailed city-wide policies dealing with the management of growth within the urban area and sets out specific policies for intensification and building height. These recognize that intensification can occur in a variety of built forms provided that urban design and compatibility objectives are met and provide for denser and taller buildings located in areas that support rapid transit use. Policy 11 provides for the distribution



of appropriate heights being determined by the design and compatibility of the development of the surrounding existing context and planned function with buildings clustered with other buildings of similar height. Policy 13 further provides that building heights are established through the land use designation policies and provides for secondary plans and site-specific policies to specific greater heights that are above what may be set out for a land use designation provided the heights are consistent with the strategic directions in Section 2.0.

The policies set out in Section 3 of the Official Plan applicable to urban land use designations provides for the evaluation of development applications within the General Urban Area to be undertaken under the General Urban Area policies as well as under the policies/directions set out in Section 2.5.1 and Section 4.11. Section 2.5.1 deals with urban design considerations and Section 4.11 deals with compatibility considerations.

Under the General Urban Area policies in Section 3.6.1, direction is provided for building heights to be predominately low rise and provides for changes in building form, height, and density to be evaluated based on compatibility with the existing context and planned function for the area. Policy 4 provides for more specific direction allowing for taller buildings to be considered for sites that are in an area already characterized by taller buildings or sites zoned to permit taller buildings. This policy would allow for such consideration be given through a rezoning application.

The 2003 Official Plan provides considerable emphasis on providing for increased development and intensification with the urban area with specific focus for the most significant development and highest profile development being directed to specific land use designations that are well served by and located along the City's rapid transit system. For areas designated General Urban Area, while the thrust is to maintain these areas as predominately low profile, there is recognition that there are locations where other forms of development including high rise development can be located where such development is compatible with the existing area and generally supports other planning objectives related to increasing development in proximity to transit, provided the development is compatible with its context.

The Parkway House site is located within 600 meters walking distance of the Lincoln Fields transit station which is a transfer station and is located at the edge of the predominately low-profile Britannia residential community adjacent to a site accommodating high rise residential development. These conditions under the policy directions of the 2003 Official Plan, and specifically under Policy 4 for areas designated General Urban Area provide for consideration to be given to allowing for high rise residential development of the Parkway House site provided urban design and compatibility policy directions can be addressed.

### 6.3 City of Ottawa New Official Plan

Under the new Official Plan, the Parkway House property is located within the "Inner Urban Transect" and is designated "Neighborhood" with an "Evolving Neighborhood Overlay". Lands along Richmond Road immediately south of the Parkway House are designated Mainstreet Corridor with the area generally around the Lincoln Fields Transit Station (shown as a Transfer Station) being designated as a "Hub".

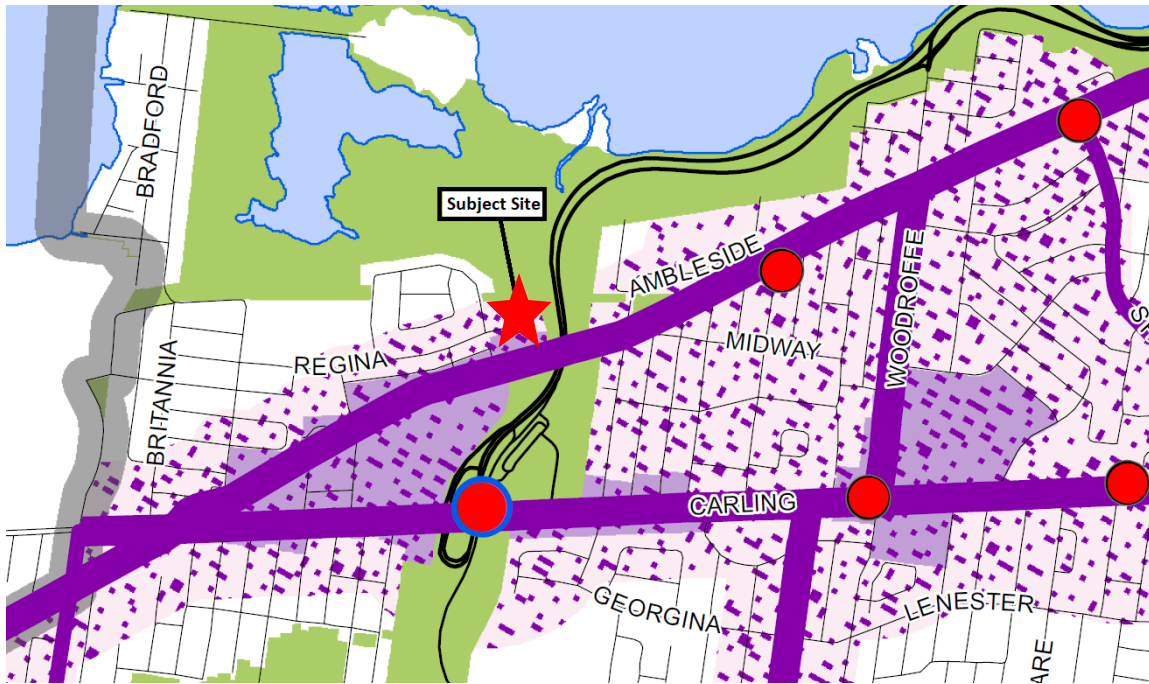


FIGURE 11 - NEW OFFICIAL PLAN SCHEDULE B: INNER URBAN TRANSECT POLICY AREAS

Section 5 of the new Official Plan setting out the overarching directions for the different transects shown on the A Series Schedules indicates on Table 7 that Mainstreet Corridors within the Inner Urban Transect can accommodate buildings with heights up to 40 stories depending on road width and transitioning considerations. Neighborhoods within the Inner Urban Transect are identified as areas where the zoning would allow up to four stories, but also notes that more specific policies in the Official Plan that could allow for higher heights would prevail over what is noted on Table 7.

Section 5.2 of the new Official Plan as modified provides support for development of large sites into urban districts and encourages infilling of tower in the park sites. The existing towers on Regina Street abutting the south side of the Parkway House site in conjunction with the Parkway House site can be considered a tower in the park site given the opportunity that exists for further infilling.

Policy 3 in Section 5.2 specifically provides for the Inner Urban Transect to be planned for mid to high density development subject to a sites proximity to transit and limits that may be placed on sites associated with an underlying designation or that may be established through a Secondary Plan or site-specific policy and subject to assessments against the urban design policies in Section 4.6.

The specific policy direction set out for Neighborhoods in the Inner Urban Transect provides direction that sites/locations within walking distance of Hubs and Corridors accommodate residential growth to meet the growth management framework of the new Official Plan as set out in Section 3.2 Table 3 and that the zoning by-law implement the density thresholds that meets the built form requirements in Section 5.6.1 and that allows for and supports a variety of housing types.

Section 3.2 is specially focused on setting out directions in support of intensification and while the most significant intensification is directed to Corridors and Hubs, direction is also provided to support more significant intensification within portions of neighborhoods within a short walk to Hubs and Corridors

with Table 3b providing for targeting five percent of lots within neighborhoods for mid rise or taller buildings. The Parkway House site is located immediately north of the Richmond Mainstreet Corridor and the Lincoln Fields Hub around the Lincoln Fields Transit Station.

Section 5.6 sets out policy directions for Overlays and for the Evolving Area Overlay applying to the Parkway House and surrounding area, notes that these are applied to areas close to hubs and corridors that will see significant change to support intensification. As noted, the Parkway House is located within a portion of the Britannia Neighborhood designation that is subject to an Evolving Area Overlay. Policy 2 in Section 5.6 provides for the Zoning By-law to set development standards for built form etc., consistent with the characteristics of the Overlay which may differ for the area where the Overlay applies. In the case of the Parkway House, the Overlay applies to the Regina Street towers providing a basis for considering higher profile development for the site and to assist in meeting density targets of the new Official Plan as set out in Section 3.2.

Section 6 of the new Official Plan deals specifically with Urban Designations including areas designated Neighborhood. For Neighborhoods, the overarching direction is to provide for ongoing gradual integrated and sustainable and context sensitive development. Section 6.3.1 provides for building heights to be low rise but provides for higher rise development in areas already characterized by taller buildings such as the condition adjacent to the Parkway House where there are currently high-rise apartments. Policy 3 in Section 6.3.1 provides further specific direction for proposals seeking more height and provides that such requests can be assessed through a Zoning By-law amendment without requiring an Official Plan amendment where a site is located where high-rise development exists in the neighborhood designation. Policy 5 further provides for allowing higher densities and heights in areas close to rapid transit stations.

The new Official Plan provides for strengthening the emphasis of the current 2003 Official Plan for concentrating development and growth within the urban area and sets out directions for significant growth to be accommodated in key locations well supported by transit such as hubs and corridors. The new Official Plan is focused on maintaining the core of established residential areas as predominately low profile while also recognizing that there are opportunities and locations where higher profile development can be considered. This includes locations in walking distance of Hubs and Corridors and in proximity to transit and identifies such areas as Evolving Areas of Neighborhoods. The new Official Plan also provides for allowing high profile development in locations where there currently exists higher profile development.

The Parkway House meets all the applicable directions set out in the new Official Plan for a rezoning to allow for high rise residential development of the site subject to assessment relative to urban design and compatibility considerations.

#### 6.4 Lincoln Fields Station Secondary Plan

Although the subject site is not located within the study area of the Lincoln Fields Secondary Plan, the Project Team has been following and participating in the Secondary Plan process and has taken into consideration objectives of the Plan related to connectivity to adjacent parks, open spaces, and to the Lincoln Fields Transit Station. The project is adhering to a high standard of sustainability and the Project Team is interested in planned improvements to the public realm in the surrounding area.



## 7.0 Design Brief

In response to the neighborhood context, the massing of the project has been broken down and stepped back towards the existing neighborhood context to the west. The proposed mid-rise Parkway House located at the northwest corner of the site follows an angular plane from the boundary line stepping up from the fourth floor to seventh floor, while the 25-storey East Tower massing steps down from the tenth floor to the seventh floor towards the north establishing a podium level and minimizing shadow impacts on Byron Park to the north and National Capital Commission lands to the east.



**FIGURE 12 – PROJECT VIEW FROM NORTH**

While maintaining maximum distance to the high-rise buildings to the south by locating tower massing to the south, the perpendicular positions of the proposed towers to the existing towers maintains current view corridors to the north. Furthermore, façade articulation of the towers using repetitive multi-storey framing elements breaks down larger massing to smaller stacked portions minimizing the visual impact of the development while providing visual interest from afar. The proposed project also provides a green area framed by the building massing to serve as the focal point for the development providing communal gatherings and activity space while connecting to the larger park and trail network.

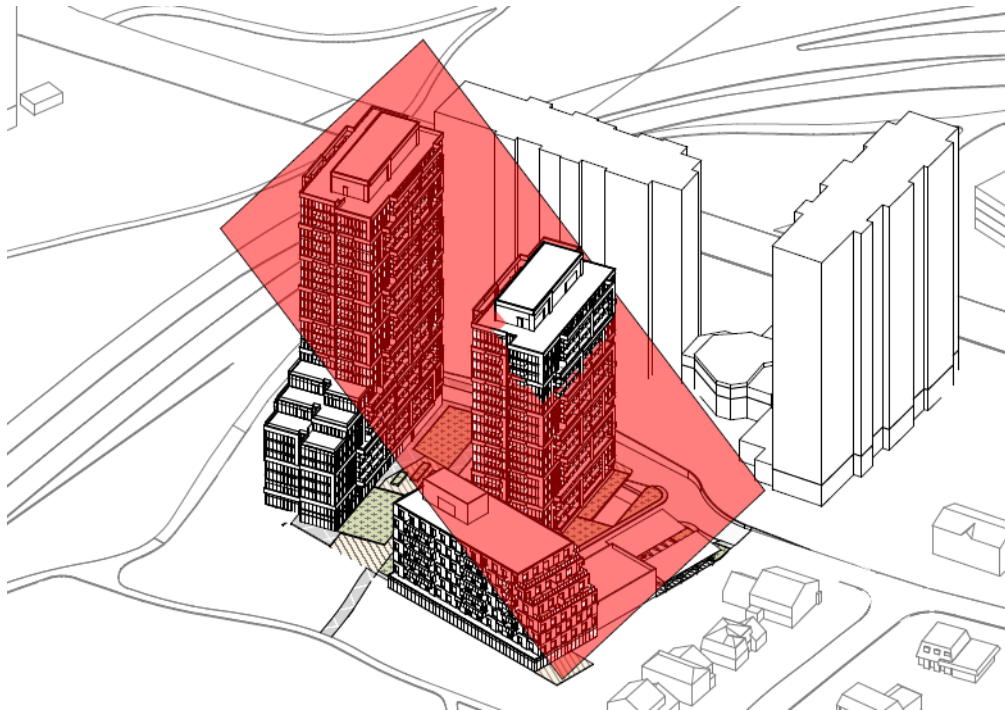
### 7.1 Urban Design Guidelines

The development is subject to the following Council-approved Urban Design Guidelines:

- Urban Design Guidelines for High-rise Buildings; and
- Transit-Oriented Development Guidelines

The design guidelines are intended to provide urban design guidance at the planning application stage. A discussion of how the guidelines have been applied to the proposed development is provided below.

- The development building heights create transitions from lower scale existing context on the west to mid-rise to the east, and from existing high-rise towers to the north towards midrise and podium level to the south.
- Angular setbacks occur at the fifth floor of the Parkway House building along the west façade along with the two-storey south wing provide appropriate transition to neighboring properties to the west (see FIGURE 13).



**FIGURE 13 – ANGULAR PLANE DIAGRAM**

- The high-density residential use is supportive of transit-oriented communities land use and is located within walking distance of a proposed LRT station.
- Proposed path connection at the southeast corner of the site provides “short cuts” and enables access to existing trails for pedestrians, cyclists, and transit users.
- Bicycle parking spaces will be offered in the development at a 1:1 ratio for the residential units.
- The highest density building is located closest to the access point of future LRT station with direct pedestrian access.
- The 25-storey tower will be designed as a highly visible landmark that can be easily located and identified.
- Clear curtain walls and openings are proposed on the ground floor pedestrian level enabling ease of entrance, visual interest, and increased security through informal viewing.
- The façades of the buildings have been articulated vertically and stacked horizontally to break up the overall massing.
- Roof top communal spaces are provided for each building.

- The building arrangement creates a semi-enclosed amenities courtyard on the ground level encouraging street level activities.
- Roof-top mechanical or telecommunications equipment and amenity spaces have been integrated into the design and massing of the upper floors.
- Landscaping and/or residential patios have been introduced between the sidewalk and the building face to allow for public-private transition.
- A canopy has been provided at the entrance of the Parkway House facility to facilitate pick-up, drop-off and to protect pedestrians from wind, rain, snow, and intense sun.
- Public sidewalks at a minimum 1.8m in width, extending the existing sidewalk on the north side of Regina Street, has been designated throughout the site connecting building entrances and the trail network beyond.
- New parking spaces including visitor parking are enclosed and are provided below grade on the P1 and P2 levels
- Waste management storages are integrated into the ground floor building enclosure.

## 8.0 Integrated Environmental Review Statement

The following technical reports have been prepared in accordance with the City's Terms of Reference for a Planning Rationale and as requested by staff in the list of studies provided as a result of the pre-consultation meeting.

### 8.1 Phase 1 – Environmental Site Assessment

Paterson Group was retained to conduct a Phase I – Environmental Site Assessment (Phase I ESA) on the subject property. The purpose of this Phase I ESA was to research the past and current use of the site and study area and to identify any environmental concerns with the potential to have impacted the Phase I – Property.

According to the historical information reviewed, the Phase I Property was first developed with the current single-storey long term care home circa 1980. No environmental concerns were identified with respect to the historical use of the Phase I – Property.

The neighbouring properties consist primarily of residential dwellings, and retail space. Four historical Potentially Contaminating Activities (PCAs) were identified within the Phase I – Study Area in the form of a historical landfill, a dry cleaner, an automotive service garage and railway. Based on their separation distances as well as their cross or down gradient orientation with respect to the subject site, the identified PCAs are not considered to result in Areas of Potential Environment Concerns (APECs) on the Phase I – Property.

Following the historical review, a site inspection was conducted. The Phase I – Property is currently occupied by a single-storey long term care home located in the eastern portion of the property. No PCAs were identified with respect to the current use of the Phase I -Property.

Based on the results of this assessment, it is Paterson Group's opinion that a Phase II – Environmental Site Assessment is not required for the property.



## 8.2 Geotechnical Investigation

A Geotechnical Investigation dated August 18, 2021 was prepared by Paterson Group for the subject site with the objectives to:

- Determine the subsoil and groundwater conditions by means of boreholes
- Provide geotechnical recommendations to the design of the proposed development including construction considerations which may affect the design

From a geotechnical perspective, the investigation concluded that the subject site is considered suitable for the proposed development. It is recommended that the proposed high-rise buildings each be founded on a raft foundation placed on an undisturbed, compact to dense glacial till bearing surface. It is further recommended that the low-rise building, as well as portions of the underground parking levels which extend beyond the footprints of the high-rise buildings, be supported on conventional spread footings bearing on undisturbed, compact to dense glacial till.

Where loose and/or soft glacial till is encountered at the underside of footing or raft, it should be sub-excavated to the undisturbed, compact to dense glacial till and re-instated with engineered fill.

Further, it is anticipated that cobbles and boulders will be encountered frequently throughout servicing trenches and building excavations. All contractors should be prepared for the removal of boulders and potentially oversized boulders throughout the subject site.

The investigation also included a number of recommendations on the reviews, further investigations that need to be conducted when the development proceeds.

## 8.3 Transportation Noise Feasibility Assessment

Gradient Wind prepared a Transportation Noise Feasibility Study dated May 13, 2022.

The assessment is based on (i) theoretical noise prediction methods that conform to the Ministry of the Environment, Conservation and Parks and City of Ottawa requirements; (ii) noise level criteria as specified by the City of Ottawa's Environmental Noise Control Guidelines; (iii) future vehicular traffic volumes based on the City of Ottawa's Official Plan roadway classifications and LRT volumes based on the theoretical ultimate buildout of the system as detailed in the report; and (iv) architectural drawings prepared by Diamond Schmitt.

The results of the current analysis indicate that noise levels will range between 43 and 63 dBA during the daytime period (07:00-23:00) and between 39 and 59 dBA during the nighttime period (23:00-07:00). The highest noise level (63 dBA) occurs at the east façade of the east tower, which is nearest and most exposed to the Sir John A Macdonald Parkway.

The noise levels predicted due to roadway traffic do not exceed the criteria listed in the report for building components. Standard building components will be sufficient to achieve acceptable noise levels within the building. Results of the calculations also indicated that all buildings will be required to supply forced air heating systems with provisions for air conditioning, which will allow occupants to keep windows closed and maintain a comfortable living environment. In addition to ventilation requirements, Warning Clauses will also be required to be placed on all Lease, Purchase and Sale Agreements. Specific noise control measures can be developed once the design of the building has progressed sufficiently, typically at the time of site plan approval.

Certain outdoor living areas (OLA) had noise levels exceeding 55 dBA. It is recommended, if administratively, technically, and economically feasible to provide mitigation to these areas to reduce noise levels to equal to, or below 55 dBA. Mitigation is commonly provided in the form of an acoustic barrier at the perimeter of the OLA, however, specific details of mitigations measures will be discussed at the time of site plan approval.

With regard to stationary noise impacts, a stationary noise study is recommended for the site during the detailed design stage once mechanical plans for the proposed building become available.

Finally, a detailed transportation noise study will be required at the time of site plan approval, to determine specific noise control measures for the development.

#### 8.4 Pedestrian Level Wind Study

A Pedestrian Level Wind Study was prepared by Gradient Wind dated May 12, 2022 with the mandate to investigate pedestrian wind comfort and safety within and surrounding the subject site. The study was also to identify areas where wind conditions may interfere with certain pedestrian activities so that mitigation measures may be considered.

The study involves simulation of wind speeds for selected wind directions in a three-dimensional computer model using the computational fluid dynamics technique, combined with meteorological data integration, to assess pedestrian wind comfort and safety according to City of Ottawa wind comfort and safety criteria. The results and recommendations derived from these considerations are summarized as follows:

1. All grade-level areas within and surrounding the subject site are predicted to experience conditions that are considered acceptable for the intended pedestrian uses throughout the year. Specifically, conditions over surrounding walkways, pathways, surface parking, and in the vicinity of building access points, are considered acceptable. Exceptions are as follows:
  - a. Conditions over the community green spaces situated to the west of the East Building are predicted to be suitable for a mix of sitting and standing during the typical use period of late spring through early autumn.
    - i. Within the areas that are predicted to be suitable for standing, conditions are also predicted to be suitable for sitting for at least 72% of the time during the same period, where the target is 80%. Depending on the programming of the space, the noted wind conditions may be considered acceptable. If required, sitting conditions may be extended around sensitive areas with landscaping features such as tall wind barriers, topographical depressions or berms, or dense coniferous plantings.
2. Calm and acceptable wind conditions are predicted over the common amenity terrace serving the Northwest Building at Level 2.
3. Regarding the common amenity terrace serving the East Building at Level 7, conditions are predicted to be mostly suitable for sitting with standing conditions along the perimeters of the terrace during the typical use period. Within the areas that are predicted to be suitable for standing, conditions are also predicted to be suitable for sitting for at least 70% of the time

during the same period. Since conditions are predicted to be suitable for sitting in most areas of the terrace, the noted conditions are considered acceptable.

4. The foregoing statements and conclusions apply to common weather systems, during which no dangerous wind conditions are expected anywhere over the subject site. During extreme weather events, (e.g., thunderstorms, tornadoes, and downbursts), pedestrian safety is the main concern. However, these events are generally short-lived and infrequent and there is often sufficient warning for pedestrians to take appropriate cover.

### 8.5 Archeological Resources Assessment

A Stage 1 and 2 Archeological Assessment was prepared by Matrix Heritage in September 2021.

The assessment notes that a triangular portion in the northwest section of the study property as well as the eastern border of the property falls inside the area of archaeological potential indicated on the City of Ottawa's archaeological potential.

The study property exhibits indicators for pre-contact archaeological potential as a tributary of the Ottawa River runs just outside the eastern border of the study area (and is mapped historically though the property) while an ecologically diverse wetland conservation area is located about 250 m north of the property and then just north of that is the Ottawa River.

Potential for historical Euro-Canadian sites is based on proximity to the historical transportation routes, historical community buildings, and any known archaeological or culturally significant sites. The land registry records, census records, and historical maps show that the property was granted beginning in 1828. The 1861 Walling map indicates no structures within the study area, although there are residences, a hotel, and a sawmill nearby. The 1879 Belden map show a single dwelling adjacent to the southern border of the study area. This is likely part of the rural developments shown in the 1958 and 1965 aerial imagery south of the study area. Notably, the study area appears to be pasture or cropland at those times. The presence of homesteads and the property's proximity to a historical road, indicate that there is archaeological potential for historical period sites.

While the study property demonstrates potential for both pre-contact Indigenous and historical period archaeological sites, deep disturbances have removed some of this potential. Notably, along the southern edge of the property is the construction impact and infrastructure of the large apartment towers south of the property. This impact is notable on the 1976 aerial imagery covering the southern portion of the property. The construction of the long-term care facility and related infrastructure within the study area has also removed potential from impacted areas.

### 8.6 Adequacy of Services Report

An Adequacy of Services report dated May 18, 2022 was completed by Stantec. The report was prepared to present a servicing scheme for the project that is free of conflicts and presents the most suitable servicing approach that complies with the relevant City of Ottawa design guidelines. Infrastructure requirements for water supply, sanitary sewer, and storm sewer requirements are presented. Based on the analysis is undertaken by Stantec the following conclusions were made:

- **Potable Water Servicing:** based on the potable water servicing analysis the proposed network can service the subject site and meet all the servicing requirements as per City of Ottawa

standards under typical demand conditions (peak hour and minimum hour conditions) as well as under emergency fire demand conditions (maximum day + fire flow).

- **Wastewater Servicing:** the City has confirmed that the Lincoln Heights Pumping Station is at capacity and would need to be upgraded to accept the peak sanitary flows from the proposed development. Existing on-site sanitary sewers are to be removed, and the proposed sanitary sewer connection will be routed around the underground parking garage limits.
- **Stormwater Management and Servicing:** the proposed stormwater management plan follows local and provincial standards. Rooftop storage with controlled roof drains, green roof, and surface/subsurface storage via low intensity development (LID) feature located north of the underground parking area has been proposed to limit peak storm sewer inflows to the existing 300 mm diameter storm sewers along Regina Street right of way (ROW) to the required pre-development levels.
- **Grading:** grading for the site has been designed to provide an emergency overland flow route as per City requirements and reflects recommendations in the Geotechnical Investigation Report prepared by Paterson Group Inc. in August 2021. Erosion and sediment control measures will be implemented during construction to reduce the impact on existing facilities.
- **Utilities:** Hydro Ottawa has existing utility plant in the area, which will be used to service the site. The detailed design of the required utility services will be further investigated as part of the composite utility planning process, which will follow design circulation for the servicing plans. The relocation of existing utilities in conflict with the proposed development will be coordinated with the individual utility providers as part of the site plan approval process.

### 8.7 Traffic Impact Assessment

A Traffic Impact Assessment was conducted by CGH Transportation dated May 2022. The report was prepared in accordance with the City of Ottawa Transportation Impact Guidelines and considers other significant developments in the area to calculate the background horizon.

The report's conclusion is that, from a transportation perspective, the proposed developments proceed. The following summarizes the main elements of the analysis and results presented in the report.

#### Development Generated Travel Demand

- The proposed development is forecasted produce 215 two-way people trips during the AM peak hour and 212 two-way people trips during the PM peak hour
- Of the forecasted people trips, 59 two-way trips will be vehicle trips during the AM peak hour and 61 two-way trips will be vehicle trips during the PM peak hour based on a 30% auto modal share target
- Of the forecasted trips, 5% are anticipated to travel north, 20% to travel south, 45% to travel east, and 30% to travel west

#### Background Conditions

- The background developments were explicitly included in the background conditions, along with a total background growth of 1.0% per annum along the mainline volumes on Richmond Road.



- The study area intersections at both future background horizons will operate similar to the existing conditions.

### Traffic Demand Management (TDM)

- Supportive TDM measures to be included within the proposed development should include:
  - Provide a multi-modal travel option information package to new residents
  - Display local area maps with walking/cycling routes and with transit routes at major building entrances
  - Contract with providers to install on-site bike-share station (or other micromobility, i.e., scootershare)
  - Contract with provider to install on-site carshare vehicles and promote their use by residents
  - Inclusion of a 1-year Presto card for first time purchase and apartment rental, with a set time frame for this offer (i.e., 6-months) from the initial opening of the site

### Transit

- The development is forecasted to generate 112 two-way AM and 108 two-way PM peak hour transit trips of which 78 outbound AM and 63 inbound PM peak hour trips are anticipated
- To meet forecasted transit use, a maximum service increase of the substitution of one higher capacity bus in the off-peak direction on the route #11 is anticipated during each peak hour
- No transit priority is located within the study area, and the maximum increase in delay on any study area transit movement is 10.9 seconds

### Network Concept

- Screenline 24 in proximity to the site is forecasted to be slightly over the theoretical capacity
- The screenline element of Richmond Road has residual capacity over its theoretical value
- The site is anticipated to have negligible impacts on the screenline, where a maximum of 24 site-generated vehicles, comprising 0.2% of the screenline capacity, are forecasted to cross in the morning peak hour and these volumes can be accommodated by the residual capacity of Richmond Road

The detailed reports and studies can be found within a separate folder attached to the Zoning Bylaw application for review.

## 9.0 Zoning Review

The site currently lies within the 01-Parks and Open Space zone (see FIGURE 14). The purpose of the zone is to:

1. permit parks, open space, and related and compatible uses to locate in areas designated as General Urban Area, General Rural Area, Major Open Space, Mixed Use Centre, Village, Greenbelt Rural and Central Area as well as in Major Recreational Pathway areas and along River Corridors as identified in the Official Plan, and;

2. ensure that the range of permitted uses and applicable regulations is in keeping with the low scale, low intensity open space nature of these lands.



**FIGURE 14 – EXISTING ZONING SUBJECT SITE**

The proposed development will require a Zoning Bylaw Amendment to permit residential high-rise towers as well as to ensure the Parkway House group home continues to be a permitted use. It is proposed that the site be rezoned to the Residential Fifth Density zone (R5) to accommodate the proposed uses. The purpose of the R5 zone is to:

1. permit ancillary uses to the principal residential use to allow residents to work at home and to accommodate convenience retail and service uses of limited size;
2. ensure that residential uses predominate in selected areas of the Central Area, while allowing limited commercial uses;
3. regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced;
4. permit different development standards identified in the Z subzone, primarily for areas designated as Developing Communities, which promote efficient land use and compact form while showcasing newer design approaches.

The R5 zone permits high-rise apartment dwellings as well as the operation of a group home (with a maximum of ten residents). As such, a site-specific zoning exception will need to be implemented to allow for the twelve current residents, as well as area-specific height designations customized to the proposed development.

The following performance provisions will be the basis of the site-specific zoning exception:

<b>Lot Area</b>	10350 sm
<b>Front Yard Setback</b>	9.6 M
<b>Interior Side Yard Setback (East)</b>	7.5 M
<b>Interior Side Yard Setback (West)</b>	5 M
<b>Rear Yard Setback (North)</b>	5.5 M
<b>Landscaped Area</b>	4828 sm (46.65%)
<b>Maximum Building Height</b>	85.1 m
<b>Amenity Area:</b>	1,976 sm interior and exterior Communal Amenities, 7,251 sm private balconies and terraces, 9,228 sm total amenity space
<b>Parking Space</b>	2.6m x 5.2m
<b>Driveway</b>	Private Road at 6.7m width, underground parking drive aisle at 6m
<b>Vehicular Parking Space</b>	251
<b>Visitor Parking Space</b>	12 for Parkway House (25 for residential)
<b>Bicycle Parking Space</b>	510
<b>Loading Space</b>	3

## 10.0 Public Engagement Strategy

In advance of filing the Zoning Bylaw Amendment, a series of engagement meetings took place with the City of Ottawa staff, Community Associations, and the Ward Councillor.

The formal Pre-consultation meeting took place on November 17, 2021 followed by a second meeting on February 17, 2022. All the comments/concerns raised by City staff on April 13, 2022 were responded to on May 12, 2022 and the proposal has taken into consideration all the points raised.

Windmill Development Groups reached out to the Ward Councillor and the Community Associations early in the process. A call was held with Councillor Kavanagh in October 2021 and various touch bases with the local Community Associations. As the plans evolved and notification that applications would be filed soon, a meeting was held with Councillor Kavanagh on April 22, 2022 and the Lincoln Fields Community Association on April 26, 2022.

After filing the Zoning Bylaw Amendment and midway through the Technical Circulation period, a Community Information and Comment Session will be held in coordination with the Ward Councillor and City staff.

A public meeting will occur at Planning Committee when the application is heard and interested parties can provide their input on the merits of the proposed development. The Planning Committee's recommendations would then be considered by City Council.

## 11.0 Section 37 and Community Benefits Charge

A review was undertaken to determine if the project proposed for the site would be subject to Section 37 for increased height and/or density and/or the new Community Benefits Charge (CB) program that will replace Section 37 as the tool available to the City to secure Community Benefits for high density residential projects within the city.

Based on a review of the Legislation authorizing the use of Section 37 and City's Section 37 Guidelines, it has been determined that the project would not meet the parameters for being subject to Section 37. In this regard, it is noted that Section 37 applies only where an increase in allowed height and density for a permitted use is proposed. The Parkway House property is zoned Open Space, parks open space zone that does not permit either the current group home use or any other residential uses. Rather, these are requested to be permitted through the rezoning application that has been submitted. As such, there is no increase in density proposed for a use that is allowed today under the current zoning.

Depending on the timing of the approval of the project and the timing of City Council's approval of a CB bylaw to replace Section 37, it is expected that the new residential development proposed for the site will be subject to a Community Benefits Charge. The City is developing a framework and at this point, is proposing to have it brought forward for Council review/approval in early summer 2022. The draft framework that has been developed provides for all residential development of five or more stories and with 10 or more residential units to be subject to the CB program with payment made at the time of the issuance of a building permit for all residential development regardless of whether the projects is subject to a planning approval. Based on the draft framework, the amount of the charge would be 4 % of the value of the land. The collected charge would be used by the City to provide for defined community benefits to support increased residential density within the city.

As the Parkway House is considered non-profit housing use, the reconstruction of this facility could be considered a community benefit that might allow for a draw down on the 4% land value contribution based on the draft framework. Also, it is understood that some further refinements to the CB framework may be introduced related to transitioning for projects that are in the process of securing planning approvals, projects that are being processed under the Section 37 regime for contributions to providing community benefits, and/or further exemptions may be provided by Council under the CB framework such as for projects within a defined proximity to transit stations. These determinations would be made through the Council adoption of the program and then apply to projects moving forward.

As noted, all projects that would be subject to the CB framework that is expected to be approved would be required to make their CB contribution at the time of the issuance of a building permit though there



may be some opportunity defined through the CB program for phased payments for phased developments.

## 12.0 Supporting Documentation

As part of the mandatory Pre-consultation process for Zoning Bylaw Amendment applications, the City staff identified the following studies, reports, and plan that are required to be submitted in support of the application.

- Archeological Resource Assessment
- Architectural Building Elevation Drawings
- Concept Plan showing proposed land uses and landscaping
- Landscape Plan (general)
- Planning Rationale with Design Brief and Integrated Environmental Review Statement
- Site Plan
- Sun Shadow Study
- Survey Plan
- Wind Study
- Parking Garage Plan
- Erosion and Sediment Control plan (report only)
- Geotechnical Study/Slop Stability Study
- Grade Control and Drainage Plan
- Noise Vibration Study
- Site Servicing Plan
- Site Servicing Study/Brief
- Stormwater Site Management Plan
- Traffic Impact Assessment (Steps 1-4)
- Phase I Environmental Site Assessment

Please access the various studies from the Support Documentation Folder accompanying the Zoning Bylaw application.

## 13.0 Conclusion

This application is more than a rezoning of the Parkway House site to gain an appropriate density increase given its geographic location in proximity to a Light Rail Station. The application is the means for Parkway House to remain on the site and in the neighbourhood which is familiar to its residents. It will provide a new modern facility for Parkway House and guarantee its operation now and into the future.

The proposed development is consistent with the Provincial Policy Statement by providing intensification in an existing urban area. It includes a mixture of residential uses will make use of existing and planned public infrastructure services, community amenities, as well as cycling and walking routes.

The proposed development aligns well with the intentions of the Inner Urban Transect, Evolving Overly and Neighbourhood designation of the new Official Plan as it provides infill that maximizes residential density. It contributes to the goals of the Growth Management Framework for Neighbourhoods by

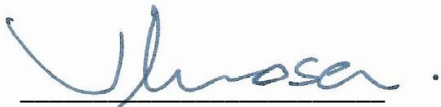
increasing the density of the site and providing transit-supportive land uses within a 600-metre walking radius of the Light Rail Station. This development is already located in an area characterized by tall buildings and can be evaluated through a Zoning Bylaw Amendment without the need for an Official Plan Amendment.

The commitment to the One Planet Living® principle embeds sustainability into the project's DNA.

The Zoning Bylaw Amendment for the proposed development is seeking a site specific Residential Fifth Density to accommodate the proposed uses and performance standards. This amendment, in turn, will support the City's Official Plan policies for intensification.

Based on a thorough review and understanding of the proposed development and the applicable policy, it GBA's professional opinion that the development represents good planning and is in the public interest.

GBA would like to acknowledge the contribution of Kirsten Beale, MA, and John Smit, RPP, to this report.



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