

Wateridge Village 550 Wanaki Road

**Application for:
Official Plan and Zoning By-Law Amendment**

Planning Rationale

Prepared for: Canada Lands Company

November 2025

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550 Wanaki Road
Application for Official Plan Amendment and
Zoning By-law Amendment
Planning Rationale

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1.0 INTRODUCTION

1.1 Application Overview

Parsons Inc. (“Parsons”) was retained by the Canada Lands Company CLC Limited (“CLC”), to prepare an Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) Application for a portion of the lands municipally known as 550 Wanaki Road (“Subject Site”) in the City of Ottawa. These applications are being made in support of a school on the Subject Site where it is currently not a permitted land use in the Wateridge Village Secondary Plan and City of Ottawa Comprehensive Zoning By-law 2008-250 (as amended).

This Planning Rationale, which includes an Employment Development Capacity Analysis and Land Use Compatibility Study, has been prepared to support the above-noted applications to assess how the proposed development conforms to the existing policies and regulatory framework of the Provincial Planning Statement, the City of Ottawa Official Plan (OP) and supporting Wateridge Village Secondary Plan and the Comprehensive Zoning By-law.

2.0 PROJECT BACKGROUND, SITE CONTEXT, & PROPOSED DEVELOPMENT

2.1 Site Background

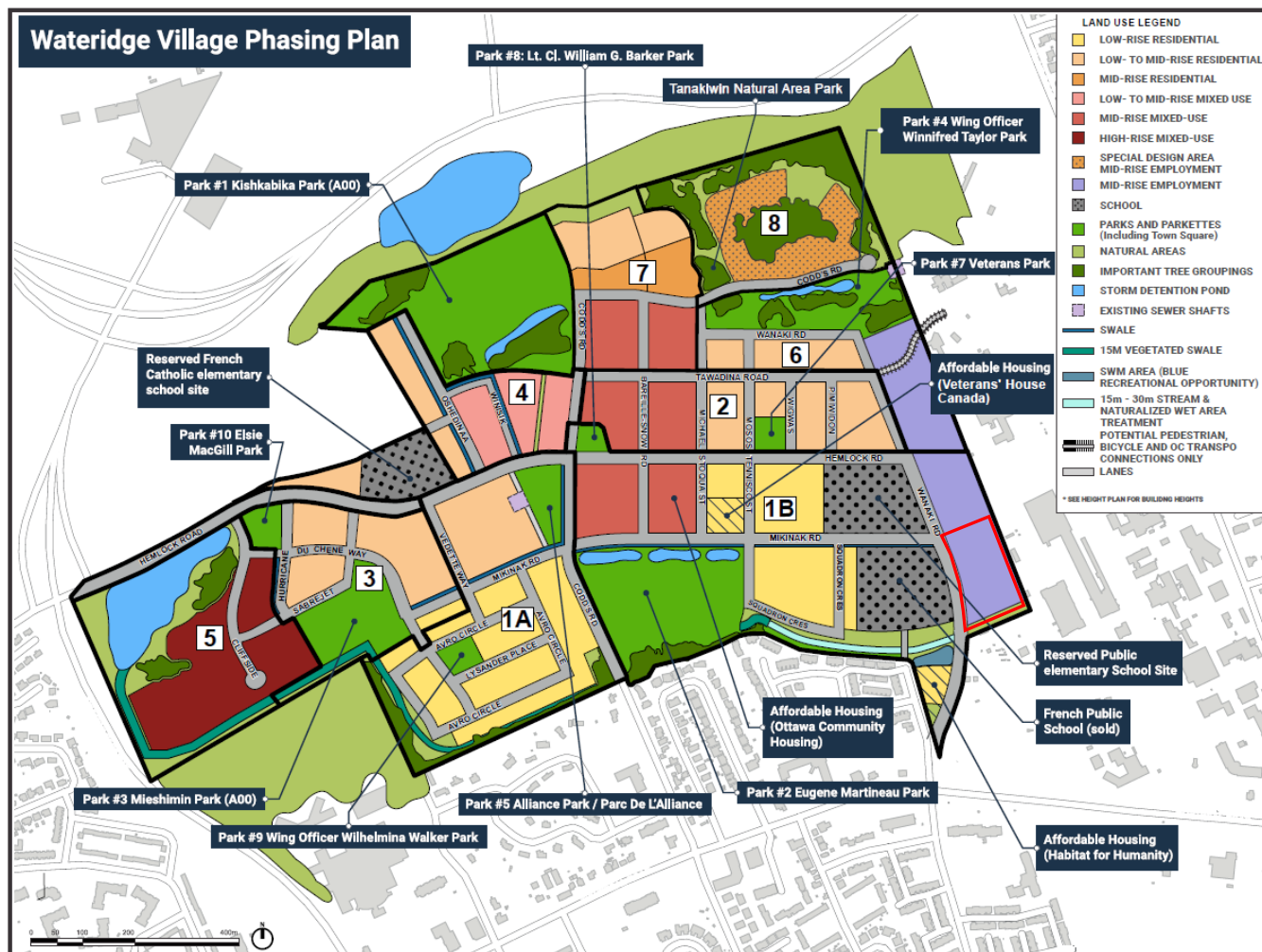
Wateridge Village is a developing community spanning 125.5 hectares (310 acres) on the former Canadian Forces Base Rockcliffe. It is on high ground overlooking the Ottawa River and is bounded on multiple sides by greenspace systems along the Aviation and Sir George Etienne Cartier Parkways, the Montford Woods and a treed escarpment.

The Community Design Plan (the Former CFB Rockcliffe Community Design Plan) and Parks Master Plan, completed in 2015 along with the approval of the Wateridge Village Secondary Plan, established a vision to create a highly desirable mixed-use community for approximately 9,800 residents over an estimated development period of 15-20 years. Construction of the neighbourhood began around 2017 and is ongoing.

This new community is proposed to feature an extensive system of parks, multi-use pathways, cycling tracks and sidewalks as well as a wide variety of housing types including apartments, stacked townhouses, semi and single-detached homes, and affordable housing units.

Wateridge Village is in its fourth phase of development, with approximately 1,700 residential units completed and three parks finished. The core of the community is currently under construction, with Phases 3 – 8 anticipated to be completed in eight to ten years. The current Phasing Plan is shown in with the subject lands outlined in red.

Figure 2-1. Wateridge Village Phasing Plan



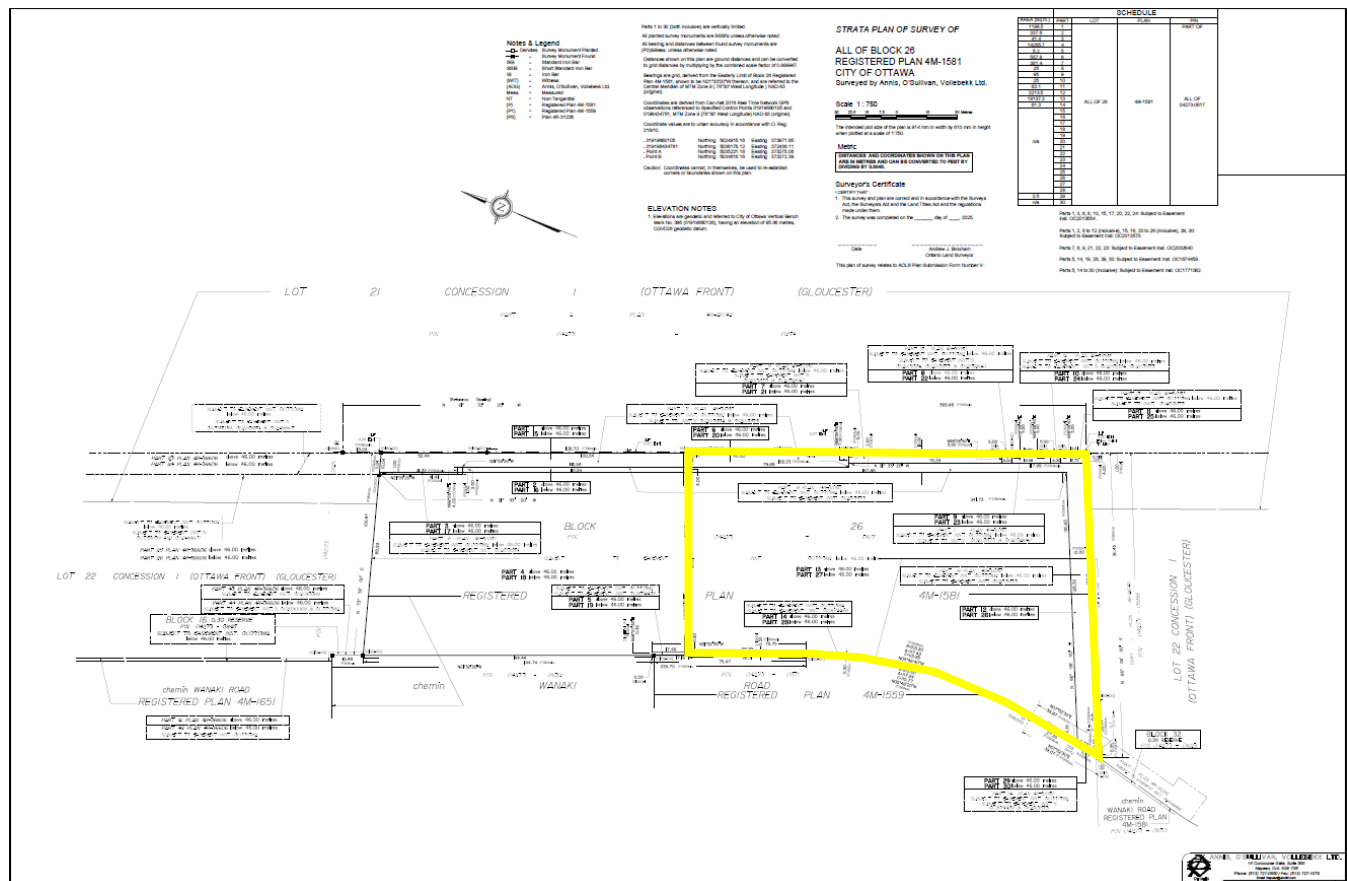
2.2 Subject Lands & Background

The Subject Site is located at 550 Wanaki Road (Ward 13, Rideau-Rockcliffe) at the east edge of the community along Wanaki Road. The site is generally rectangular in shape with an area of approximately 2.26 hectares, a frontage along Wanaki Road of approximately 213 metres, and a lot depth of approximately 100 metres (**Figure 2-2**). The site is currently vacant. The lands are the subject of a current application for Part Lot Control Exemption to create the school site and is described as Parts 6, 7, 8, 9, 10, 11, 12, 13, 14, 20, 21, 22, 23, 24, 25, 26, 27, 28, 29 and 30 of Block 26 in the draft R-Plan as outlined in **Figure 2-3**.

Figure 2-2. Aerial View of Subject Site and Surrounding Uses (Google Earth October 2025)



Figure 2-3: Draft R-Plan for Future School Site



2.3 Surrounding Area

The Subject Site is mostly surrounded by undeveloped vacant lands and borders the National Research Council's (NRC) campus. The immediate area is predominantly characterized by residential built forms ranging from low to mid-rise, with the exception of the NRC campus to the east which is developed in a sprawling campus configuration containing generally low-rise buildings (generally one to two-storey). The land uses adjacent to the Subject Site are depicted in **Figure 2-2** and can be described as follows:

North: The lands adjacent to the north are vacant lands intended for high-rise mixed-uses. Further to the north are lands intended for the development of a municipal park that will include naturalized areas, a playground, open space, and decorative storm water management features, as part of the Parks Master Plan.

East: Directly east of the Subject Site are low-rise research buildings located on the National Research Council (NRC) Campus. These buildings range from one (1) to three (3) storeys.

South: South of the Subject Site, further along Wanaki Road, are mostly vacant lands owned by the NRC. These lands make up part of the NRC campus and currently contain storage buildings and open space. Further south is the Wanaki Road/Montreal Road intersection.

West: Wanaki Road is located directly to the west. Past the Street are vacant lands at 501 Wanaki Road and 565 Wanaki Road intended for future schools. Low-rise residential uses are found beyond.

2.4 Proposed Development

Wateridge Village is currently planned to contain three school sites. Two of these sites are located at 501 Wanaki Road and 565 Wanaki Road and are intended for the Ottawa-Carleton District School Board and Conseil des écoles publiques de l'Est de l'Ontario. These two sites have been purchased by their respective school boards, however timing of development is not known at this time.

The third school site, intended for Conseil des écoles catholiques du Centre-Est (CECCE), was originally located in the western portion of Wateridge Village as part of Phase 3, which has not been registered or serviced. CECCE has since expressed their desire to develop a school site on the Subject Site and has received funding for the school. Construction is required to begin in 2027 and the lands will need to be purchased by CECCE by February 2026 with zoning in place to facilitate this timeline.

Figure 2-4 shows a conceptual Site Plan for the school on the Subject Site that includes a main school building oriented closer towards the street and play yards and fields to the rear. Parking will be located on the south side of the site with vehicle access from Wanaki Road. The conceptual Site Plan also shows future locations for portables should they be required in the future. A bus layby currently exists along Wanaki Road at the front of the school building which is also indicated in the plan below.

Figure 2-5 illustrates conceptual Building Elevations for the proposed school. The key features of the elevation based on the conceptual design include the following:

- **Orientation:** The main entrance of the school is positioned close to the street, allowing direct access from the adjacent sidewalk.
- **Facade Design:** The elevation includes a **large amount of clear glazing** facing the street, which enhances visibility and creates a visual connection between the interior of the school and the public realm.
- **Entrances:** The **entrance doors are designed to provide direct access** to the sidewalk, supporting pedestrian movement and active transportation.
- **Building Height:** The school is **two storeys tall**, meeting the minimum building height requirement for the High-Rise Employment designation in the Wateridge Village Secondary Plan.

Figure 2-4. Proposed School Conceptual Site Plan



Figure 2-5: Proposed School Conceptual Building Elevations – West Elevation



Figure 2-6: Proposed School Conceptual Building Elevations – South Elevation



Figure 2-7: Proposed School Conceptual Elevation - East Elevation



Figure 2-8: Proposed School Conceptual Elevation - North Elevation

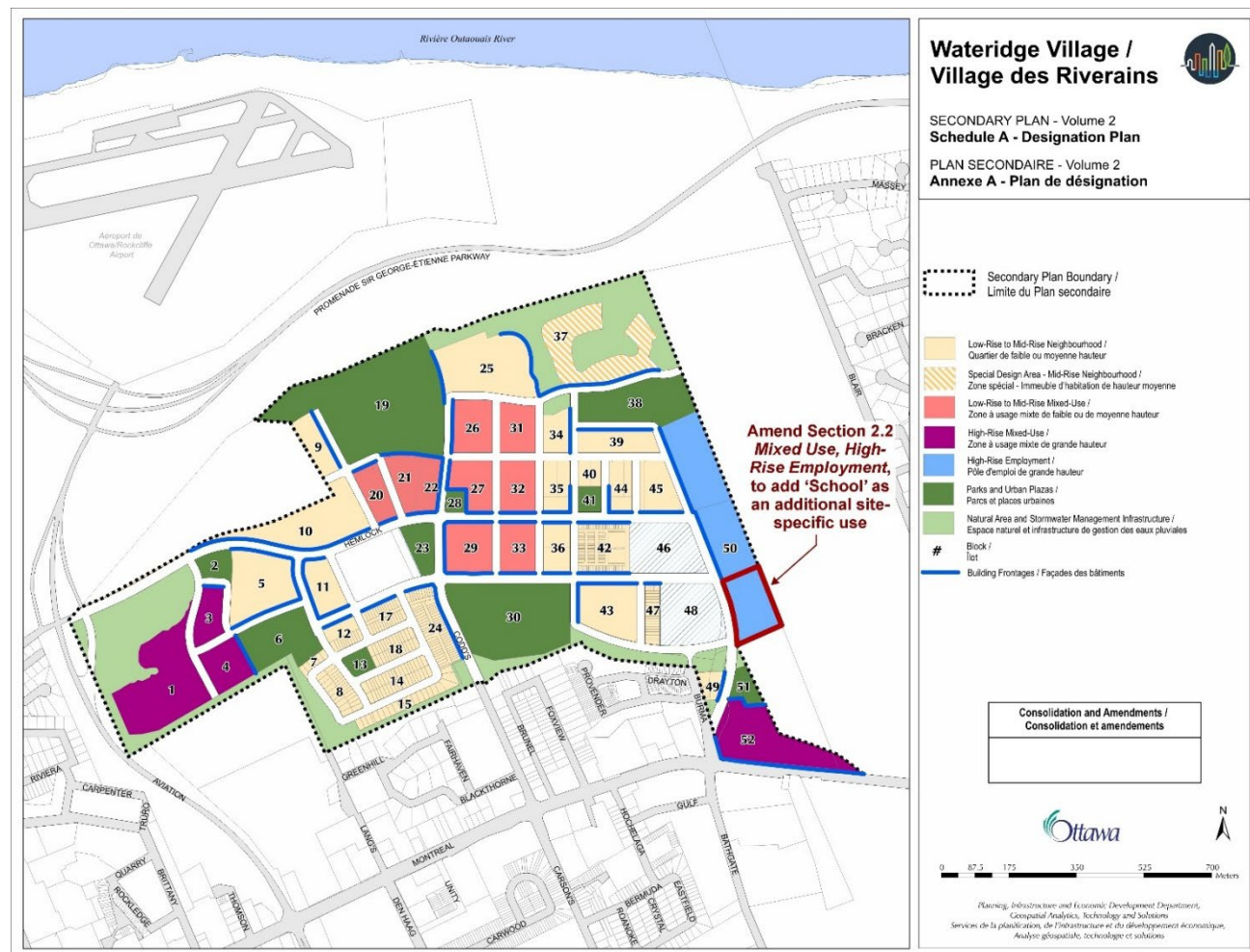


2.5 Planning Approvals Requested

2.5.1 Official Plan Amendment Details

The proposed development requires an Official Plan Amendment to amend the *High-Rise Employment* designation of the Subject Site (**Figure 2-9**) under the Wateridge Secondary Plan to permit School as a site-specific use.

Figure 2-9: Proposed Official Plan Amendment (Schedule A - Designations Plan, Wateridge Village Secondary Plan)



The proposed development requires a Zoning By-law Amendment to rezone the Subject Site and provide a site-specific exception within the existing Business Park Industrial Zone, Subzone 14 (IP14 H (50)) to permit a School use within the property (**Figure 2-10**).

Rezone lands from IP14 H (50) to IP14 [xxxx] H (50) to permit 'School' as an additional permitted use

3.0 POLICY AND REGULATORY REVIEW

This Planning Rationale has been prepared to review and evaluate the proposed development against applicable federal, provincial, and municipal land use planning policies and guidelines that inform development on the subject lands and adjacent properties.

3.1 Federal Policy Context

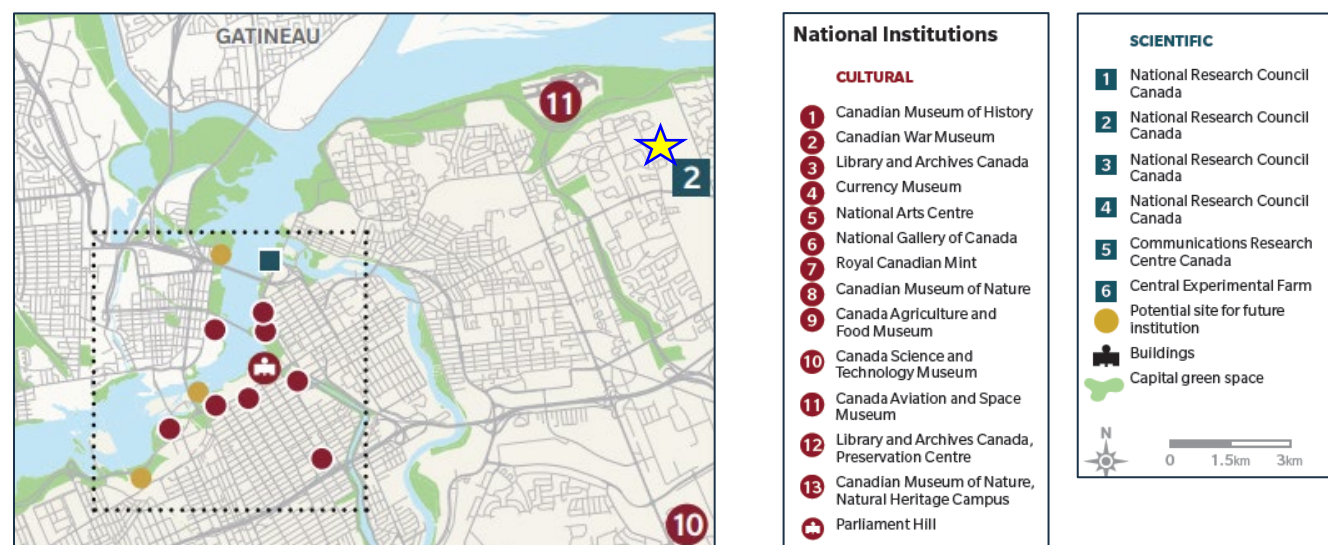
The federal policy framework includes the long-term plans of the National Capital Commission (NCC) that guide the use, physical development, and management of federal lands in the National Capital Region. The NCC works in collaboration with its federal partners and landowners and stakeholders to enhance the natural and cultural character of the Capital. The framework includes the Plan for Canada's Capital and the Capital Urban Lands Plan.

3.1.1 Plan for Canada's Capital (2017-2067)

The Plan for Canada's Capital (PFCC) is a document that guides the long-term planning of the Capital and provides the direction and future vision for all federal lands in the region over a 50-year time horizon. The PFCC has three strategic pillars: a Meaningful Capital, a Picturesque and Natural Capital, and a Thriving and Connected Capital. The NCC focuses on monuments and symbolic boulevards; parks and open spaces; and public shorelines. The PFCC also focuses on National Institutions (such as the adjacent National Research Council) and their impact on the identity, pride, and signature of the nation's Capital. Concentrating long-term planning efforts on these elements promotes the PFCC's vision of a Capital that is a symbol of Canada's values.

The City of Ottawa is home to many federal departments and agencies, including the National Research Council. Over the next 50 years, federal departments are directed to integrate their offices into the city fabric. It is a goal of the plan to provide for more integrated mixes of land uses while regarding the security requirements for each federal site.

Figure 3-1. National Institutions (Excerpt), Plan for Canada's Capital



Planning Response: While not providing planning direction for the Subject Site, the proposed development is in keeping with the Plan for Canada's Capital as it relates to the adjacent National Research Council campus in that the goal is to better integrate the site into the surrounding urban fabric and provide for a greater mix of land uses while giving consideration to the individual security needs of each federal site. The NRC Campus adjacent on the east and west sides to generally low-rise residential neighbourhoods, including the residential developments within Wateridge Village west of Wanaki Road. The proposed development supports this goal by providing a land use that contributes to the diversity of land uses in the area. In preparing planning applications for the proposed development, the project team consulted with the National Research Council and confirmed their requirement for a solid fence to be included as part of the site design.

It is our opinion that the proposed addition of a school on the Subject Site is in keeping with the objectives and policies of the PFCC as a neighbour to the National Research Council campus.

3.1.2 Capital Urban Lands Plan (January 2025, as amended)

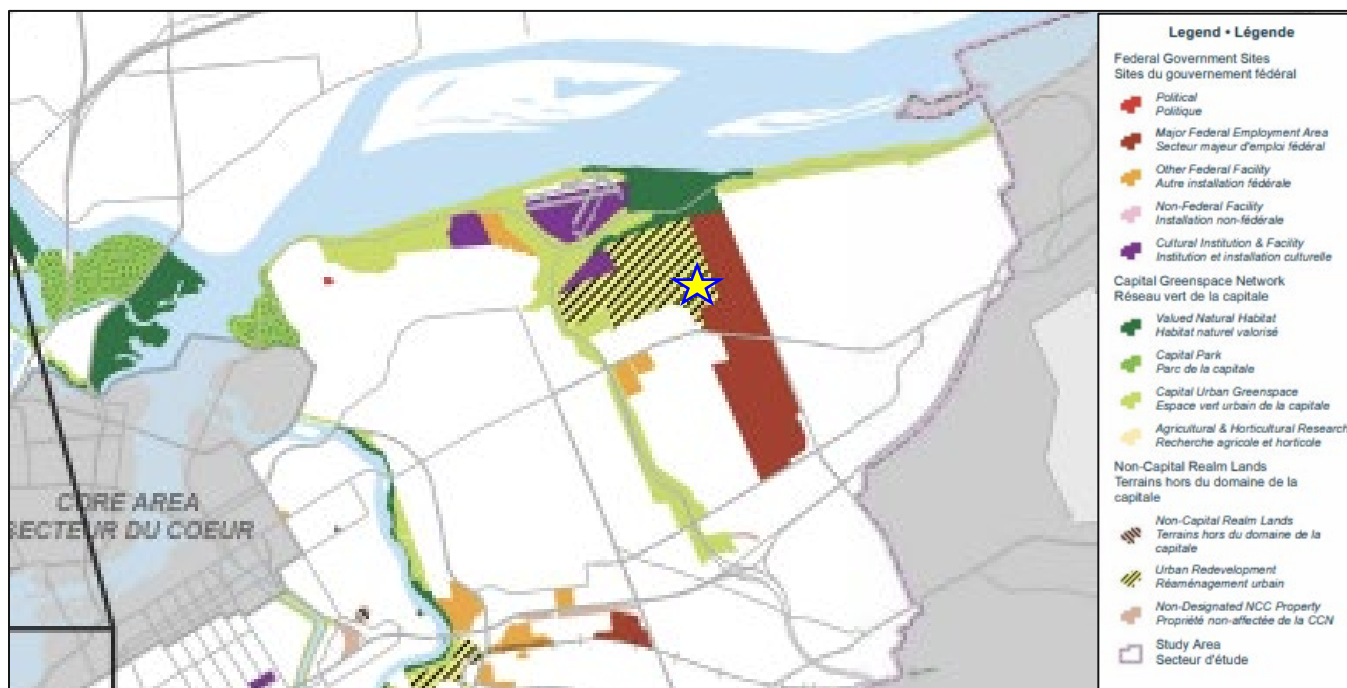
The Capital Urban Lands Plan (CULP) “provides detailed direction and guidance for the use and stewardship of federal lands for which the NCC has jurisdiction”, including federal lands inside the Greenbelt on the Ontario side and within the urban perimeter on the Quebec side, excluding Gatineau Park. The CULP is a land use plan providing detailed policy guidance, information on day-to-day property management, support of a shared long-term vision, and long-range policy statements, “to ensure that project proposals, land-uses and activities are consistent with the vision for the future of Canada’s Capital”.

The CULP outlines several land designations and corresponding descriptions, objectives, policies, and complementary uses. Wateridge Village is identified as *Non-Capital Realm Lands – Urban Redevelopment* (Figure 3-2). The Plan states that “...the future use of lands divested by the federal government will generally correspond to the applicable regional and municipal planning framework”. The Plan acknowledges CLC’s role in the planning and redevelopment of the former Rockcliffe Air Base as a sustainable Mixed-Use neighbourhood.

As it relates to adding a school to the Subject Site adjacent the *Major Federal Employment Area* of the National Research Council, *Urban Redevelopment* designation policies provide that “where surplus federal lands are adjacent to lands within the Capital Realm, ensure that development is compatible with Capital Planning Framework objectives”. Relevant policies applicable to the addition of a school to the Subject Site include:

- Support projects that improve the integration of major federal employment areas into their urban context while maintaining their ability to support the needs of the federal government. (Section 4.2.1, Land Designation – Major Federal Employment Area)

Figure 3-2. Capital Urban Lands Plan (2025 Amendment)



Planning Response: The proposed development is designated *Urban Redevelopment* in the CULP. The main objective of this designation is to contribute to sustainability in the Capital Region through the redevelopment and reuse of surplus federal lands to achieve liveable, compact, mixed-use, and sustainable urban form. The proposed development aligns with the objectives in the CULP to redevelop surplus federal lands and maximize and encourage the development of complete communities that are sustainable, mixed-use, liveable, and compact.

It is our opinion that the proposed addition of a school on the Subject Site is in keeping with the objectives and policies of the Capital Urban Lands Plan and as a neighbour to the National Research Council campus.

3.2 National Research Council (NRC) Montreal Road Campus Master Plan (February 2024)

In April 2024, the NRC Montreal Road Campus Master Plan received approval from the Executive Board of the National Capital Commission. With a 25-year vision, the goal of the 2024 Master Plan is to continue positioning the Montreal Road campus as a premier global research hub that facilitates leading-edge innovative research and development solutions to improve all aspects of life for Canadians.

The following vision and mission statement were developed by PSPC in collaboration with the NRC and Labs Canada. These statements are intended to guide the overall goals and objectives of the Master Plan.

Vision: *Canada's premier hub of innovative research excellence*

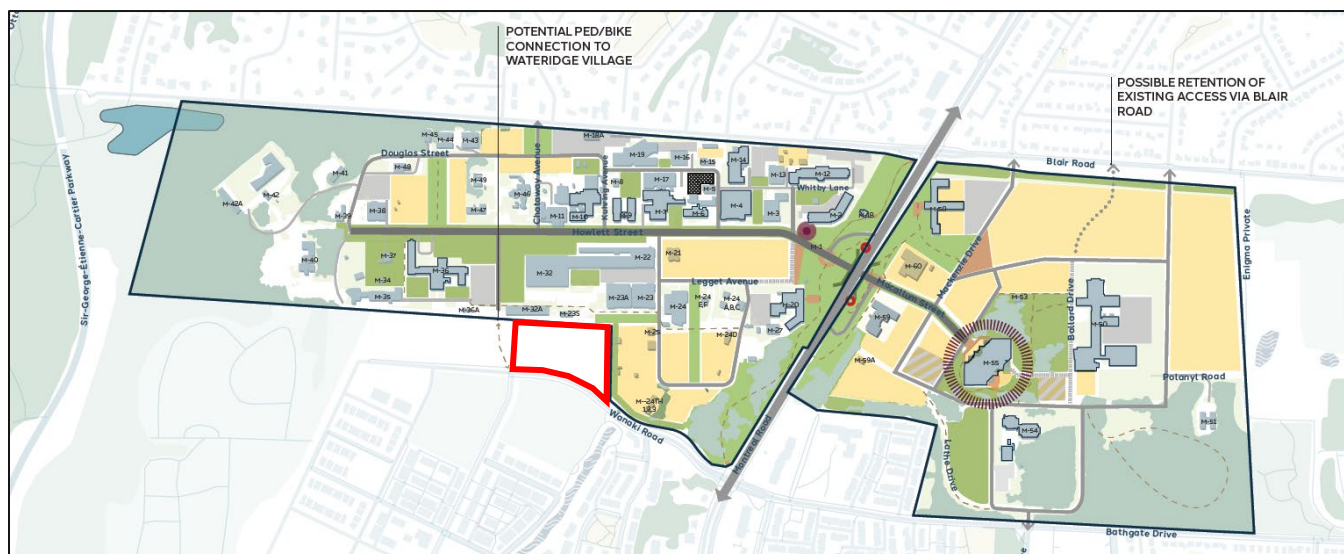
Mission: *NRC Montreal Road Campus will be a premier global research hub that facilitates a culture dedicated to the pursuit of the discovery of leading-edge, innovative solutions that will improve all aspects of Canadian life.*

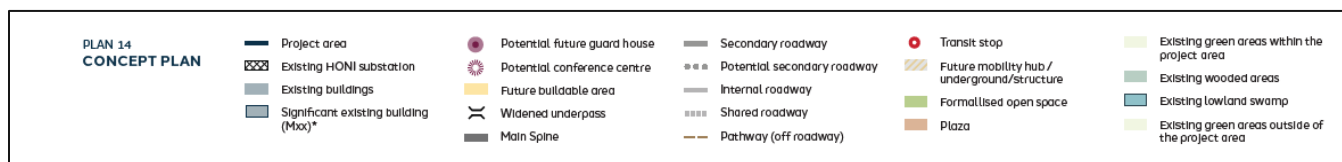
Design Principles: *The design principles provide the strategic directive on how to implement the vision and mission statements and are listed as follows:*

1. *Be the aspiration. The implementation of this plan should consider best-in-class design and placemaking that inspires others.*
2. *People-focused design. The plan must consider the people who work, live and visit the site first. The Montreal Road Campus should be a campus where workers can thrive.*
3. *We are a Laboratory. The plan must support the core elements of the NRC –facilitating industry-leading research and scientific discovery. Amenities and supportive uses should consider science first.*
4. *Future Flex. The plan must be agile enough to accommodate growth and change for the next 30 years.*
5. *Resilient Thinking. The plan should consider forward-thinking and implementable approaches for development that consider the holistic resiliency of the campus.*
6. *Nature by Design. Natural systems should be integrated throughout the Campus by creating connections to them and enhancing them.*
7. *Secure the future. NRC Montreal Road Campus should be at once a secure place of work and research while also a welcoming site to visitors and neighbours.*
8. *Tell our story. NRC Montreal Road Campus should be at once a secure place of work and research while also being a welcoming site for visitors and neighbours.*

The NRC Master Plan does not provide land use planning direction as it relates to adjacent development in Wateridge Village other than outlining the security requirements of the campus at its edge and identifying a potential pedestrian and cycling connection to the community just north of the Subject Site (**Figure 3-3**).

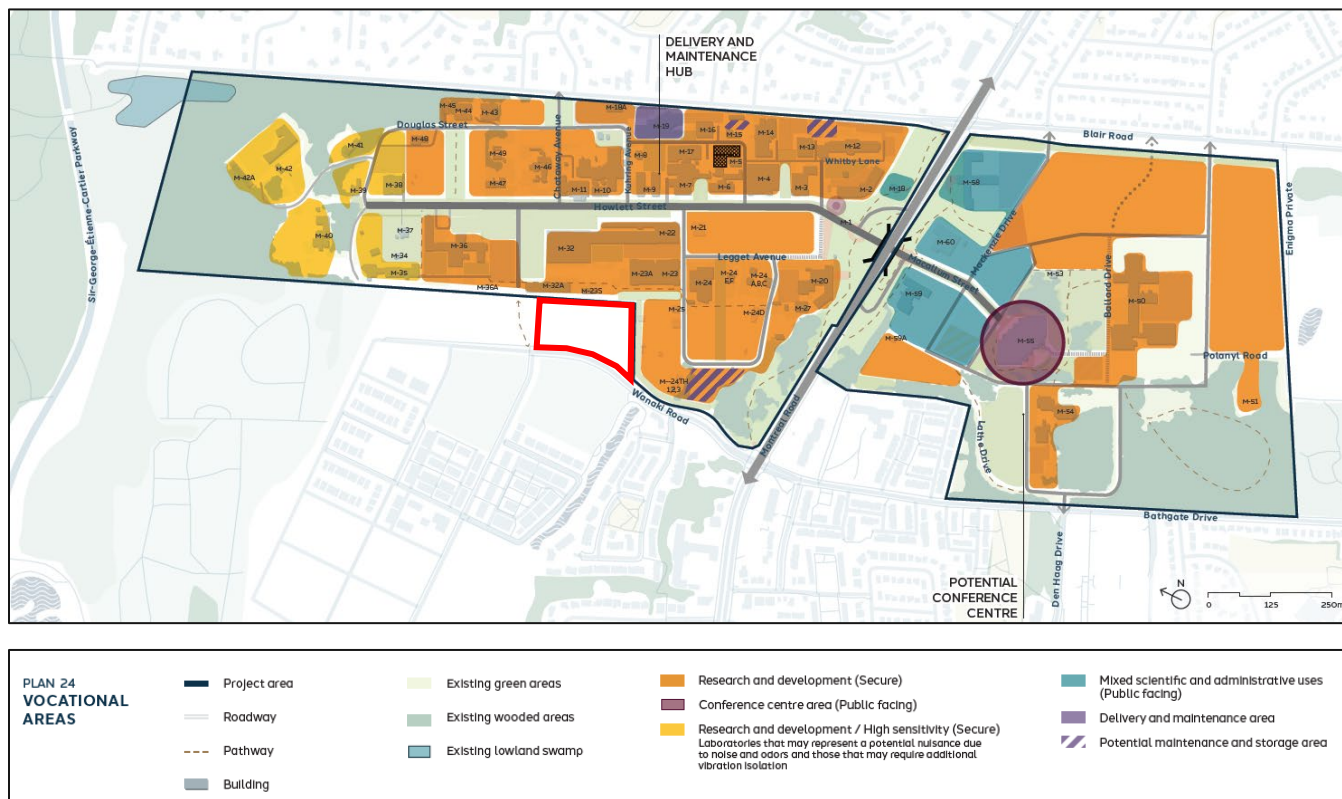
Figure 3-3. Montreal Road Campus Concept Plan (NRC, 2024)





The design for the campus seeks to respect the unique character of the existing site and buildings. The Master Plan highlights laboratory facilities to the northern most part of the campus, identified as *Research and Development/High Sensitivity (Secure)* in **Figure 3-4**. These buildings may require additional security and may be associated with potential nuisances due to noise and odors.

Figure 3-4: NRC Master Plan, Vocational Areas



Planning Response: The NRC Montreal Road Campus Master Plan includes a vision of sustainability and people focused design. While the Plan does not provide land use planning direction for Wateridge Village or the Subject Site. However, the Plan does note potential locations for a pedestrian and cycling connection to Wateridge Village and security requirements for the campus, including a fencing adjacent to the Subject Site. The Subject Site and proposed school use does not impact the ability for this connection to the Wateridge Village to be constructed in the future and any details regarding fencing, can be further discussed and implemented as part of a Site Plan Control Application. While a fence exists today on the border of the NRC Campus, the proposed school does not limit the ability to coordinate new or replacement fencing if required.

Further, the Master Plan locates more sensitive laboratory uses at the most northern end of the campus, away from the Subject Site so as not to pose any concerns with respect to land use compatibility. **Section 5.0** of this report further analyses this compatibility between the proposed development as a sensitive land use and the research uses present on the NRC Campus in accordance with Provincial Guidelines.

It is our opinion that the proposed addition of a school on the Subject Site does not impact the implementation of the vision, mission, and principles of the Montreal Road Master Plan.

3.3 Provincial Policy Context

3.3.1 Provincial Planning Statement (2024)

The Provincial Planning Statement (PPS), issued under Section 3 of the *Planning Act*, R.S.O. 1990, c. P.13, came into effect on October 20, 2024. The policy framework provides direction on matters of Provincial interest related to land use planning and development including managing growth, use of natural resources, protecting the built environment, and supporting public health and safety. The *Planning Act* requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. All land use planning decisions by any agency of the government must be consistent with the PPS. A School is included in the definition of a *Public Service Facility* and *Sensitive Land Use* for the purposes of the PPS. The following policies are relevant to the proposed development.

Policy 2.1 Planning for People and Homes

6. *Planning authorities should support the achievement of complete communities by:*
 - a) *accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;*

Policy 2.8.1 Supporting a Modern Economy

1. *Planning authorities shall promote economic development and competitiveness by:*
 - a) *Providing for an appropriate mix and range of employment, institutional, and broad mixed uses to meet long-term needs;*
 - b) *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*

Section 3.1 General Policies for Infrastructure and Public service Facilities

1. *infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs.*
2. *Before consideration is given to developing new infrastructure and public service facilities:*
 - a) *the use of existing infrastructure and public service facilities should be optimized; and*
 - b) *opportunities for adaptive re-use should be considered, wherever feasible.*
4. *Public service facilities should be planned and co-located with one another, along with parks and open space where appropriate, to promote cost-effectiveness and facilitate service integration, access to transit and active transportation.*

Policy 3.5 Land Use Compatibility

1. *Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.*

It is important to note in the context of the Provincial Planning Statement that the Subject Site, is designated *Neighbourhood* in the City of Ottawa Official Plan (OP) and *High-Rise Employment* in the Wateridge Village Secondary Plan, and that these two designations are not considered an “Employment Area” for the purpose of the PPS. In the City of Ottawa OP, “Employment Areas” are limited to the *Industrial and Logistics* designation (See **Section 3.4.1**). It should also be noted that the adjacent NRC campus is designated *Mixed Industrial* in the City of Ottawa OP and as such, is also not considered an “Employment Area” for the purposes of the PPS. As such, the proposed development is not seeking to remove lands from an Employment Area and Section 2.8.2 of the PPS regarding Employment Areas does not apply.

Additionally, the NRC Campus is not considered a *Major Facility* for the purposes of the PPS, as a *Major Facility* is defined as a facility which may require separation from sensitive land uses, including but not limited to airports,

manufacturing uses, transportation infrastructure and corridors, rail facilities, marine facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries, energy generation facilities and transmission systems, and resource extraction activities. These large scale uses and facilities do not share the same characteristics as the research and development focus of the National Research Council.

Planning Response: The proposed development provides an important public service facility within a compact mixed-use community that will support quality employment and access to services and recreation as part of a complete community. The Subject Site is not part of an Employment Area or located adjacent to a Major Facility for as defined in the PPS. Land Use Compatibility as it relates to the NRC Campus is further discussed in **Section 5.0**.

It is our opinion that the addition of a school as a permitted land use on the Subject Site is consistent with the PPS.

3.4 Municipal Policy Context

The municipal policy framework includes the City of Ottawa Official Plan, the Wateridge Village Secondary Plans and associated Community Design Plans, as well as the City's Comprehensive Zoning By-law (2008-250).

3.4.1 City of Ottawa Official Plan (2022)

The City of Ottawa's OP was adopted by Ottawa City Council on November 24th, 2021, as By-law 2021-386. It was approved by the Ministry of Municipal Affairs and came into effect on November 4th, 2022. The document is organized into 13 sections, outlining the goals and objectives of the City, with the applicable sections as and policies as it relates to the development proposal reviewed below.

Section 4.0 City-Wide Policies

Section 4 of the OP outlines the city-wide policies and includes such topics as mobility, housing, large scale institutions, and parks and recreation. As it applies specifically to this application, Section 4 contains city-wide policies related to schools as outlined below.

Section 4.10 School Facilities

The preamble to this section recognizes that schools, beyond their educational purpose, also provide community infrastructure and resources for a neighbourhood including licensed childcare facilities, indoor and outdoor recreational and cultural spaces, pathways, informal meeting spaces and greenspaces and provide important opportunities to support climate resiliency and contributing to healthy and inclusive communities. The city's overall objectives for schools are to:

1. *Make it safe and easy to walk, bike or take a bus to school through supportive site and neighbourhood design*
2. *Locate schools and other neighbourhood uses close together to provide convenient access to residents*
3. *Make trees and important component of a school's outdoor space.*

The school policies included in Section 4.10 are to be supported by Secondary Plans and the Transportation Master Plan. The following policies are relevant to this proposed development.

Policy 4.10.1 Make it safe and easy to walk, bike or take a bus to school through supportive site and neighbourhood design

- 1) *Primary and secondary schools shall be permitted in all urban designations within Villages and on a site-specific basis where appropriate in the Rural Transect. They are not permitted in the Industrial and Logistics designation, in Significant Wetlands, in Natural Environment Areas, in Urban Natural Features or in land that has been acquired through parkland dedication.*
- 2) *School buildings shall be sited in a compact and land-efficient manner. School sites shall prioritize safe, sustainable, active transportation mobility choices including walking and cycling as the primary means of travel to and from school. This includes:*
 - a) *Provision of safe walking and cycling routes to schools through transportation, land-use and design decisions, with a focus on pedestrian priority designs within the school walk zone;*

- b) *Implementation of traffic calming measures along walking routes to school to reduce traffic speeds without the need for enforcement, increasing the visibility of children and youth at intersections and providing safe intersection crossings that prioritize pedestrians;*
- c) *Ensuring where possible that local roads are designed and posted for low operating speeds. Opportunities to further reduce vehicle speed may be explored for all roads within 400m walking distance of school sites;*
- d) *Locating schools centrally and integrated within neighbourhoods, as part of their street grid, in locations that facilitate active transportation for pupils and parents;*
- e) *Providing sufficient, visible, shaded, secure and where possible, covered bicycle parking facilities;*
- f) *Designing parking facilities, where provided, in accordance with transect area policies, and generally, internalized and located away from street frontages;*
- g) *Locating the school on a site with at least two functional street frontages in order to reduce conflicts with buses and active transportation users;*
- h) *Giving functional priority to school bus drop-off over private vehicle drop-off in designing access and egress drop-off points; and*
- i) *Locating school bus lay-bys and passenger pick-up and drop-off areas (PPDOs) in the right-of-way, as opposed to on school property, wherever possible in order to minimize curb cuts and front yard setbacks and improve pedestrian safety. School bus lay-bys and PPDOs should be located on separate frontages, with visually contrasting materials or colours. In the Downtown Core and Inner Urban Transects, wherever possible, school bus lay-bys and PPDOs should maintain regular curb locations rather than widening the roadway.*

Policy 4.10.2 Locate schools and other neighbourhood uses close together to provide convenient access to residents

- 1) School design shall make efficient use of land by giving first preference to multi-storey school buildings where possible and minimizing setbacks.
- 2) Schools should generally co-locate compatible land uses on-site for a more efficient use of land and promotion of healthy, walkable 15-minute neighbourhoods. The following shall apply within a site identified for a school (Policy 4.10.2.2):
 - a) Allow a variety of complementary land-uses if a school site is new or part of a Secondary Plan. The Zoning By-law shall allow permitted uses on school sites to include: residential; licensed child-care centres; small scale commercial and other community-serving uses.

Policy 4.10.3 Make Trees an important component of a school's outdoor space.

- 1) School site design shall incorporate new tree plantings, as well as the conservation of existing trees where possible.

Planning Response: Adding a school as an additional permitted use on the Subject Site is supported by the city-wide policies for School Facilities in the OP in that schools are permitted in all urban designations save for the *Industrial and Logistics, Significant Wetlands, Natural Environment Areas* or *Urban Natural Features* designations. The Subject Site is designated *Neighbourhood* in the OP, and as such, a school would be a permitted and use on the Subject Site.

The remainder of the policies are related to overall site design and would be reviewed and considered as part of a subsequent Site Plan Control Application.

It is our opinion that the addition of a school as a permitted land use on the Subject Site is in keeping with the objectives and policies for School Facilities in the OP.

Sections 5 and 6 Transects and Urban Designations

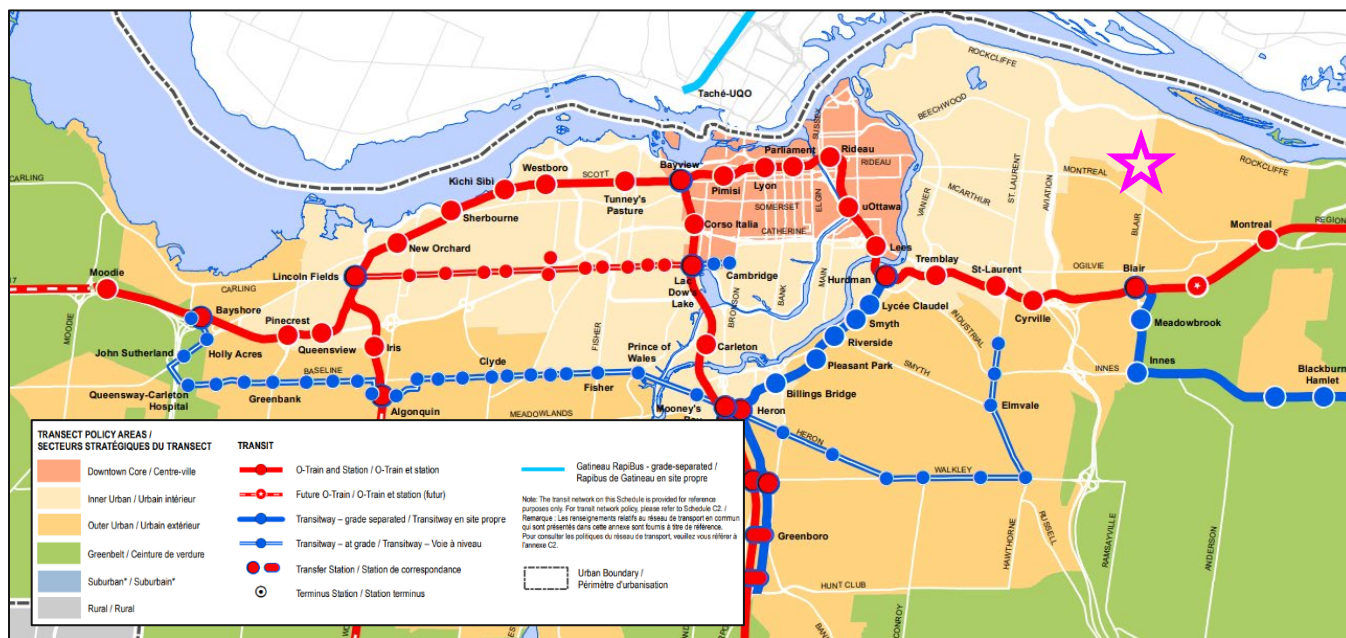
Inner Urban Transect

Section 5 of the OP divides the city into six concentric policy areas called transects with each policy area representing a different graduation in the type and evolution of the building environment and planned function of the lands within it from

the most urban to the least urban. The site is located within the *Inner Urban Transect* (**Figure 3-5**). The objectives of the this Transect are to:

1. Enhance or establish an urban pattern of built form, site design and mix of uses
2. Prioritize walking, cycling and transit within, and to and from, the Inner Urban Transect
3. Provide direction to the Hubs and Mainstreet Corridors located within the Inner Urban Transect
4. Provide direction to the Neighbourhoods located within the Inner Urban Transect

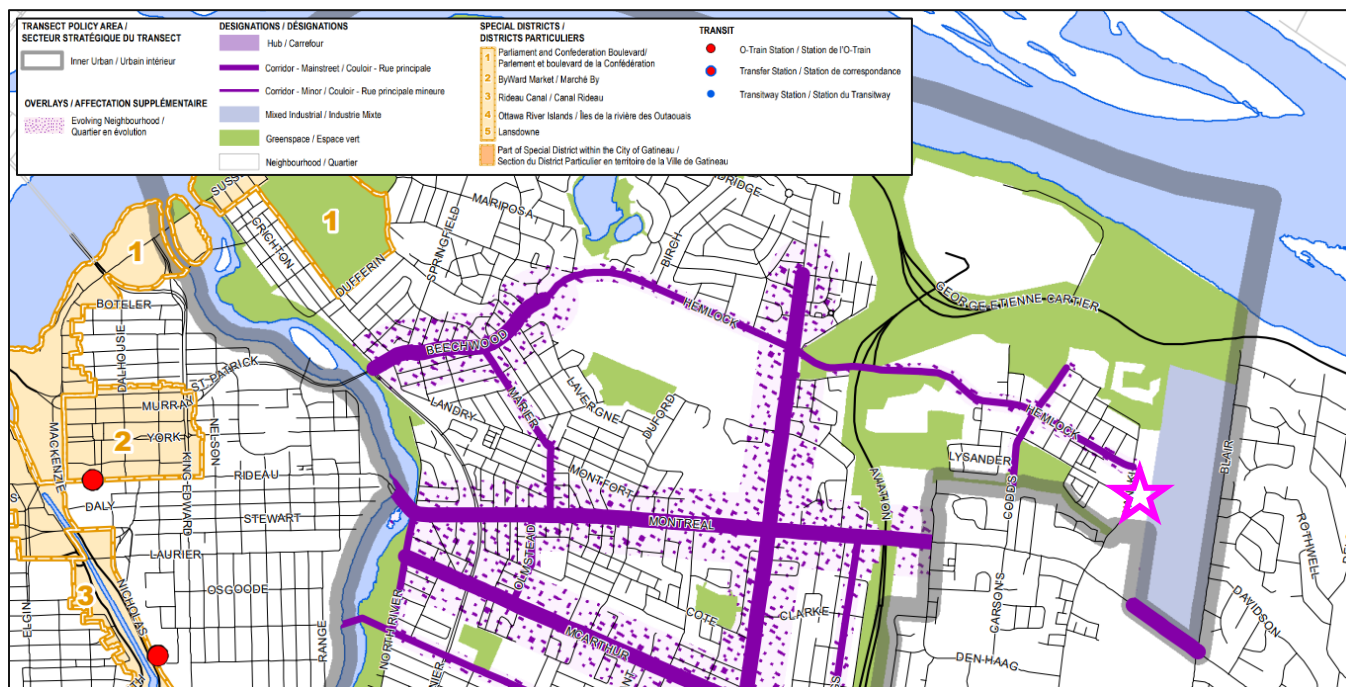
Figure 3-5: City of Ottawa Official Plan, Schedule A - Transect Policy Areas (Excerpt)



Neighbourhood Designation

Section 6 of the OP provides the policies and guidance for land use within the various urban designations of the City. The Subject Site is designated *Neighbourhood*, as illustrated in **Figure 3-6**.

Figure 3-6: City of Ottawa Official Plan, Schedule B2 - Inner Urban Transect



Neighbourhood designated areas are planned for ongoing, integrated, sustainable, and context sensitive development to achieve gradual and well-planned transformations. The *Neighbourhood* designation allows for a range of residential and non-residential built forms. Policy 6.3.1.4 allows for a range of residential and non-residential built forms within the *Neighbourhood* designation.

Planning Response: The Subject Site is located within the *Inner Urban* Transect which is characterized by an urban pattern of built form, site design and mixture of uses. The Subject Site is designated *Neighbourhood* where the predominate built form is low-rise and allows for a range of residential and non-residential built forms which includes a school use.

It is our opinion that the addition of a school as a permitted land use on the Subject Site is in keeping with the objectives and policies of the *Inner Urban* Transect and *Neighbourhood* designation of the OP.

Mixed Industrial Designation

The proposed development is not within a *Mixed Industrial* designation, however, the NRC Campus adjacent to the Subject Site is designated *Mixed Industrial*. As such, the policies of the *Mixed Industrial* designation were reviewed in the context of compatibility between land uses considering that a school is considered a sensitive land use. *Mixed Industrial* areas are characterized by a broad range of uses including small-scale office, light industrial, wholesale, small contractors, small-scale commercial and non-residential sensitive land uses.

The objectives of the *Mixed Industrial* designation are as follows:

- 1) *Preserve land for uses that require a business park environment for their operation*
- 2) *Act as a transition between neighbourhoods and industrial areas*
- 3) *Permit small scale neighbourhood-based uses along the edge of Mixed Industrial areas where they interface with neighbourhoods*

The range of permitted land uses within the *Mixed Industrial* designation are not considered a nuisance or have high impacts and are therefore able to diversify more than *Industrial and Logistics* areas (Employment Areas for the purposes of the PPS) and can better integrate into the surrounding neighbourhoods. The compatibility of *Mixed Industrial* and *Neighbourhood* designated areas is underscored by the following policies:

Policy 6.5.1 Preserve land for uses that require a business park environment for their operation

- 4) *Industrial uses or development with the potential of restricting visibility at the Ottawa International Airport, the Rockcliffe Airport or the Carp Airport by virtue of industrial/manufacturing processes generating smoke, dust or steam as described in Transport Canada's Land Use in the Vicinity of Airports document TP1247E, are not permitted.*
- 6) *The Zoning By-law and site-specific applications shall implement, to the extent possible, the Province's Land Use Compatibility Guidelines to ensure that impacts between industrial uses and sensitive land uses are minimized. (Policy 6.5.1.6 Preserve land for uses that require a business park environment for their operation.*

Policy 6.5.2 Act as a transition between Neighbourhoods and Industrial Areas

- 1) *Uses which are likely to generate noise, fumes, odours or other similar obnoxious impacts, or are hazardous should not be permitted.*

Policy 6.5.3 Permit small scale neighbourhood-based uses along the edge of Mixed Industrial areas where they interface with neighbourhoods

- 1) *In Mixed Industrial areas, sensitive uses (including private schools, community centres, licensed childcare centres or places of worship) may be permitted through a site-specific amendment to the Zoning By-law if all of the following criteria are met*
 - a. *There are no adverse health impacts from adjacent uses, and the sensitive institutional use does not impede an existing Mixed Industrial use's ability to operate via a Ministry of the Environment, Conservation and Parks permit. The assessment will be guided by the Ministry of the Environment, Conservation and Parks Land Use Compatibility Guidelines, as amended.*
 - b. *There are no traffic impacts that would impede a Mixed Industrial use's operations;*
 - c. *Is located within 600 metres of a residential zone; and*

- d. *Is located a minimum of 300 metres away from zones where heavy industrial land uses are permitted.*

Minimize Incompatible Land Uses

Section 10 of the OP speaks to the protection of health and safety and includes noise-related impacts. One of the objectives of this section is to minimize incompatible land uses which includes land uses that might be sensitive to noise. Policy 10.2 specifically speaks to minimizing incompatible land uses related to noise and requires that:

- 3) *Development proposals for a new or expanded noise sensitive land-use shall require a noise feasibility study and/or detailed noise study pursuant to the Environmental Noise Control Guidelines in the following locations:*
- a) *Within 100 metres of:*
- iii) *Lands designated as Industrial and Logistics or Mixed Industrial identified on the B-Series of schedules, or lands zoned for industrial use.*

Planning Response: While the Subject Site is not located within the *Mixed Industrial* designation, this designation applies to the neighbouring NRC Campus. The policies restrict uses that may cause impacts on adjacent *Neighbourhood* areas with respect to noise and odors. The policies provide opportunities for schools to locate within the *Mixed Industrial* designation, which are generally permitted in urban designations. Section 10.2 of the OP requires a Noise Feasibility Study when new sensitive land uses are proposed within 100 m of a *Mixed Industrial* designation. A Noise Feasibility Study has been prepared to support this development and concludes that the proposed school on the Subject Site will be compatible with the adjacent NRC Campus and makes recommendations for further study during a future application for Site Plan Control to confirm any required mitigation measures. Additional discussion with respect to land use compatibility is discussed in **Section 5.0** of this report.

It is our opinion that the addition of a school as a permitted land use on the Subject Site is consistent with the objectives of the adjacent *Mixed Industrial* designation and that the accompanying Noise Feasibility Study that noise levels at the shared property line falls below ENCG and NPC-300 requirements. As such, the development proposal is in keeping with the objectives and policies of the OP.

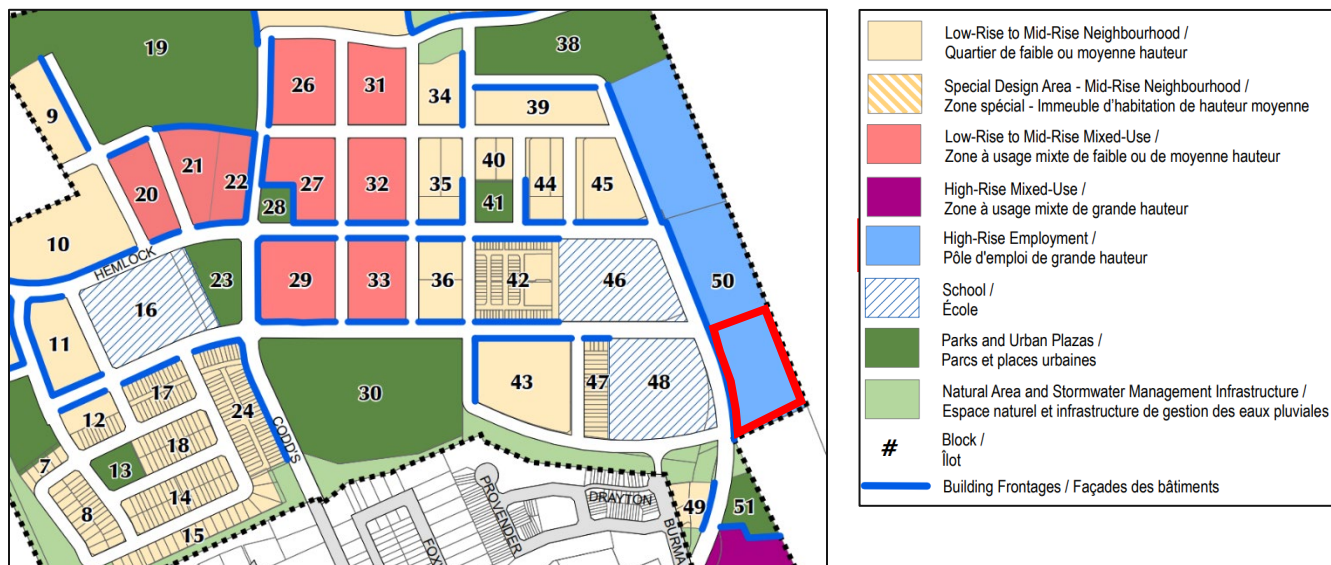
3.4.2 Wateridge Village Secondary Plan (2022)

A Secondary Plan is a statutory policy document approved under the *Planning Act* and forms part of the OP. The OP states that: “where there are inconsistencies in policies between this Plan and secondary plans or area-specific policies, those policies contained in secondary plans and area-specific policies take precedence” (Policy 1.4 h).

The purpose of the Wateridge Village Secondary Plan is to: “guide future growth and development at a local/community scale for the lands of the Former Canadian Forces Base (CFB) Rockcliffe. The Secondary Plan provides local policy direction on land use, densities, building heights, open space and mobility”. The Secondary Plan is based on the Former CFB Rockcliffe Community Design Plan and translates the key aspects of the CDP into statutory policy. Only the policies that relate to the addition of a school on the Subject Site are reviewed here. Policies related to urban design, are more appropriately addressed at the Site Plan Control Application Stage.

The Subject Site is designated *High-Rise Employment* as outlined in red on **Figure 3-7**.

Figure 3-7. Schedule A – Designation Plan (Wateridge Village Secondary Plan - Excerpt)



The intent of the *High-Rise Employment* designation is to:

“allow for a variety of employment uses that are compatible with both the existing uses on the National Research Council site and the residential and mixed-use neighbourhoods in the planning area.”

The following policies apply to the *High-Rise Employment* designation:

- 12) Residential uses are not permitted.
- 13) Stand-alone retail is not permitted. Retail employment uses are only permitted once 8,000 square metres of non-retail employment has been developed.
- 14) Buildings are to be integrated into the fabric of the new community; buildings are to be located close to the street with main entrance doors facing onto and linking to the public sidewalk and street network. Main facades are to have significant amounts of clear glazing in order to create a visual link between interior uses and the public realm. First floor commercial, retail and institutional uses that cater to the general public are to be provided.
- 15) The minimum building height is two fully functional storeys.
- 16) Where the main / primary building façade(s) are required to face the public realm, as shown by the Building Frontages on Schedule A – Designation Plan, the ground floor level will be designed to have active frontages with clear windows and functional entrances across the majority of the building façade.
- 17) Surface parking areas shall not be located between the building front and the public right of way.
- 18) Above-grade parking structures located adjacent to Burma Road, must be fronted with office or commercial uses.
- 19) Uses may not be enclosed by security fences and/or separated with security gates.

Section 2.3 of the Secondary Plan includes a designation and policies related to Schools within Wateridge Village. Block 16 represents the block that was previously reserved for the French Catholic School Board (**Figure 3-7**). The intent of the *School* designation is to:

“...define the land area and location of future public schools which have been conceptually shown on Schedule A – Designation Plan. These school blocks can accommodate schools and community facilities as determined at the time of subdivision application.”

Further, the plan states that:

“If within the seven-year period following the date of subdivision registration, a school board has confirmed that it will not exercise its right to purchase a school block, then the land identified as a school block can be developed with low-rise buildings in accordance with Neighbourhood policies without amendment to Schedule A – Designation Plan. In such cases, the maximum building height will be 16 metres, and the required density will be 91 units per net hectare. Development of the land is required to follow the policies of this secondary plan

and residential building frontages are required to follow the pattern of Building Frontages shown on Schedule A – Designation Plan.”

It is important to note that Block 16, while originally optioned to the French Catholic School Board, the school board did not exercise their right to purchase the block and, in accordance with the policies in Section 2.3 of the Secondary Plan as noted above, the lands were subsequently sold for residential development.

Section 6.2, Policy 6, requires that job yields are to be identified in order to follow the employment targets set out in the Community Design Plan for the community. It states that:

... Job yields will apply on a designation base and will be assessed on the basis of the equivalent floor-space for the type of employment use identified. The job equivalent floor-space indexes will be set out in the implementing Zoning By-law.

While the Zoning By-law does not provide equivalent floor-space indexes, the French Catholic School Board has reported that the proposed elementary school will provide jobs for up to 25 staff for the school and an additional 5-6 jobs for the associated child-care facility. This does not take into account jobs that would also be supported through community activities such as sports, recreation, cultural or other programs that may be offered at the school as part of their community serving role. Further discussion on job yields/employment capacity as it relates to removal of the Subject Site from the High-Rise Employment designation of the secondary plan is further discussed in **Section 4.0**.

Planning Response: The proposed development intends to add school as a permitted use on the Subject Site (~5.0 acres) within the *High-Rise Employment* designation.

It is not the objective of Canada Lands Company to develop the Subject Site in the future for residential development should the purchase of the lands by the French Catholic School Board not be completed. As such, a site-specific policy is recommended for the Subject Site that if the site is not optioned by the school board, the lands would revert back to the *High-Rise Employment* Designation without exception.

The proposed school use is consistent with the Secondary Plan’s intent to provide employment uses that are “compatible with both the existing uses on the National Research Council site and the residential and mixed-use neighbourhoods in the planning area.” Educational facilities are employment generators and provide essential community infrastructure while maintaining appropriate transition between the NRC campus and residential areas as confirmed through the Land Use Compatibility Study (**Section 5.0**).

It is our opinion that a site-specific exception in the *High-Rise Employment* designation to add school as a permitted use on the Subject Site is in keeping with the purpose and objectives of the Secondary Plan.

3.4.3 Former CFB Rockcliffe Community Design Plan (2015)

A Community Design Plan (CDP) is a Council-approved policy document. A CDP generally focuses on the planning and design of the physical environment of an area and may address a wide range of topics including density, land use, built form, development of the public realm, placemaking, mobility and servicing. A CDP is not however, a statutory document.

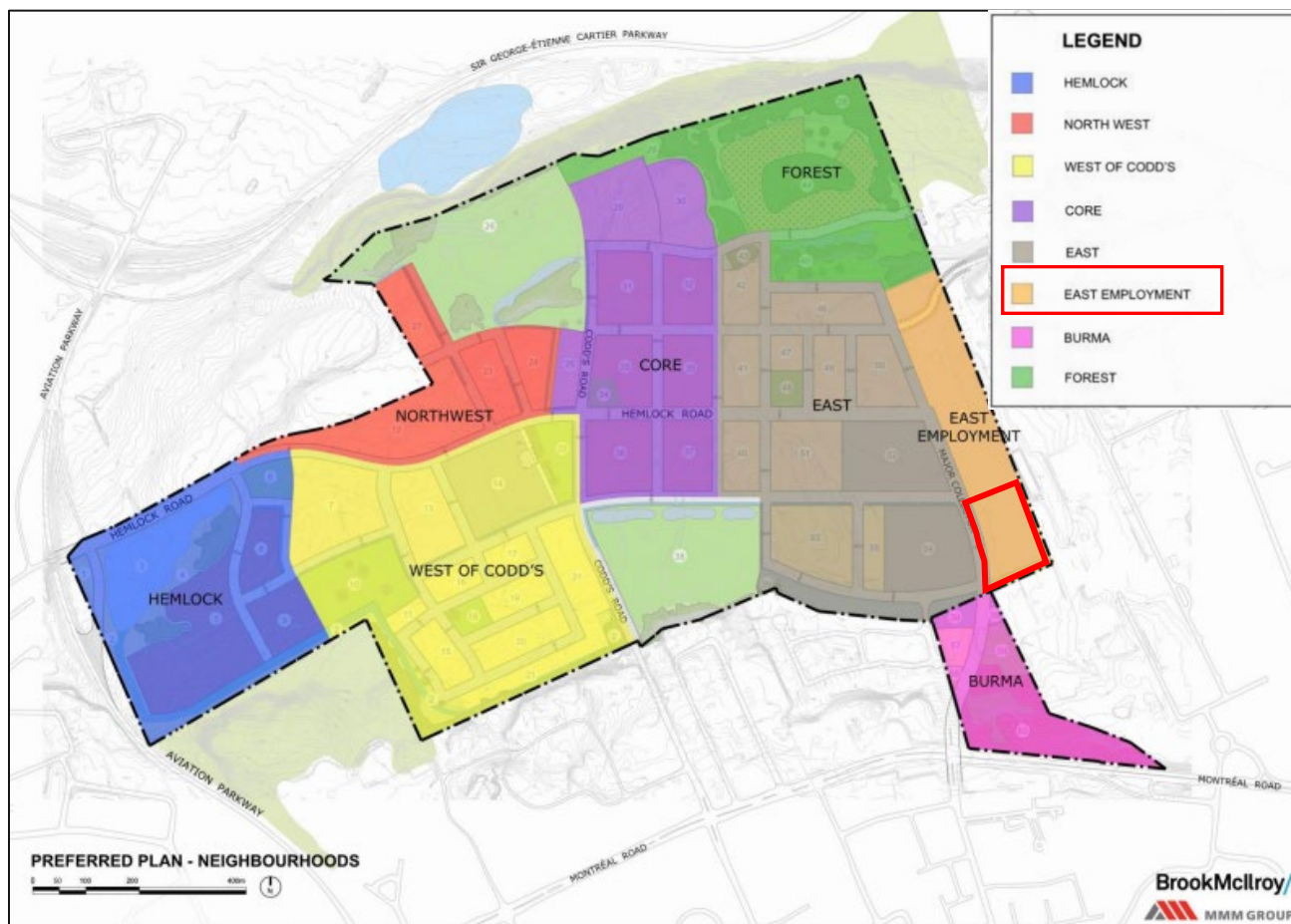
The Former CFB Rockcliffe Community Design Plan was approved in 2015. The vision for the planning area is of a contemporary mixed-use community that is walkable, cycling supportive, transit-oriented and built at a human scale. The land use plan for the former airbase identifies both residential and mixed-use neighbourhoods that are focused on a central mixed-use core that would serve as the heart of the new community. The land use plan accommodates up to three elementary schools, a range of residential building types as well as neighbourhood and community serving uses including employment. The Plan includes 9 guiding principles that include the following that apply to this application.

Table 3-1. Former CFB Rockcliffe CDP Guiding Principles

Guiding Principle	Strategy
Principle #2: The former CFB Rockcliffe Community will re-connect the site with the surrounding city fabric, with appropriate land use transitions from adjacent land uses and open spaces.	<p>Canada Lands Company will seek to create as many road and pathway connections to the surrounding primary road network as are feasible. This will include new or enhanced connections to the Aviation Parkway and connections to the surrounding city streets on Hemlock, Codd's and Burma Roads. Wherever possible, Canada Lands Company, the City and the NCC will collaborate to create additional pathways that provide connections within the site, and to neighbourhoods surrounding the site, making efforts to connect these pathways to existing pathways outside the site.</p> <p>The plan will provide appropriate transitions throughout the site. Low-rise residential development will be in the southwestern portion of the site as a transition from the adjacent community. This will place compatible development at the southern edge of the site where adjacent low-density residential uses exist.</p> <p>Canada Lands Company will provide two employment precincts on the site. One employment precinct will be on the eastern boundary of the site in order to provide an appropriate transition from the National Research Council site. The second cluster will be a mixed-use area, providing a transition from the Aviation Parkway to the quieter residential communities in the interior of the site. The plan will also provide a central community core, located along the major transportation route, which will provide opportunities for additional small-scale employment and commercial uses.</p>
Principle #9: The former CFB Rockcliffe community will be resilient and flexible to be able to adapt to changing conditions.	<p>The plan for the former CFB Rockcliffe will be flexible to respond to changing conditions. The plan will be adaptable to respond to development opportunities as they arise. It will be resilient to ensure that changes in the economy do not halt development of the community. The plan will provide enough flexibility to ensure that a change in context does not result in a change in the ability of the community to adapt, while at the same time maintaining the commitment to the guiding principles described above.</p>

The Subject Site is located in the *East Employment* on the Neighbourhoods plan (**Figure 3-8**). It is intended to contain a mix of low- to high-rise office buildings and to create employment opportunities that will be compatible with the adjacent research campus of the National Research Council. At the time of the plan, the area was intended to focus on recruiting technology, communications, information-technology, and research and development industries in this area (Section 5.1.7, Former CFB Rockcliffe CDP).

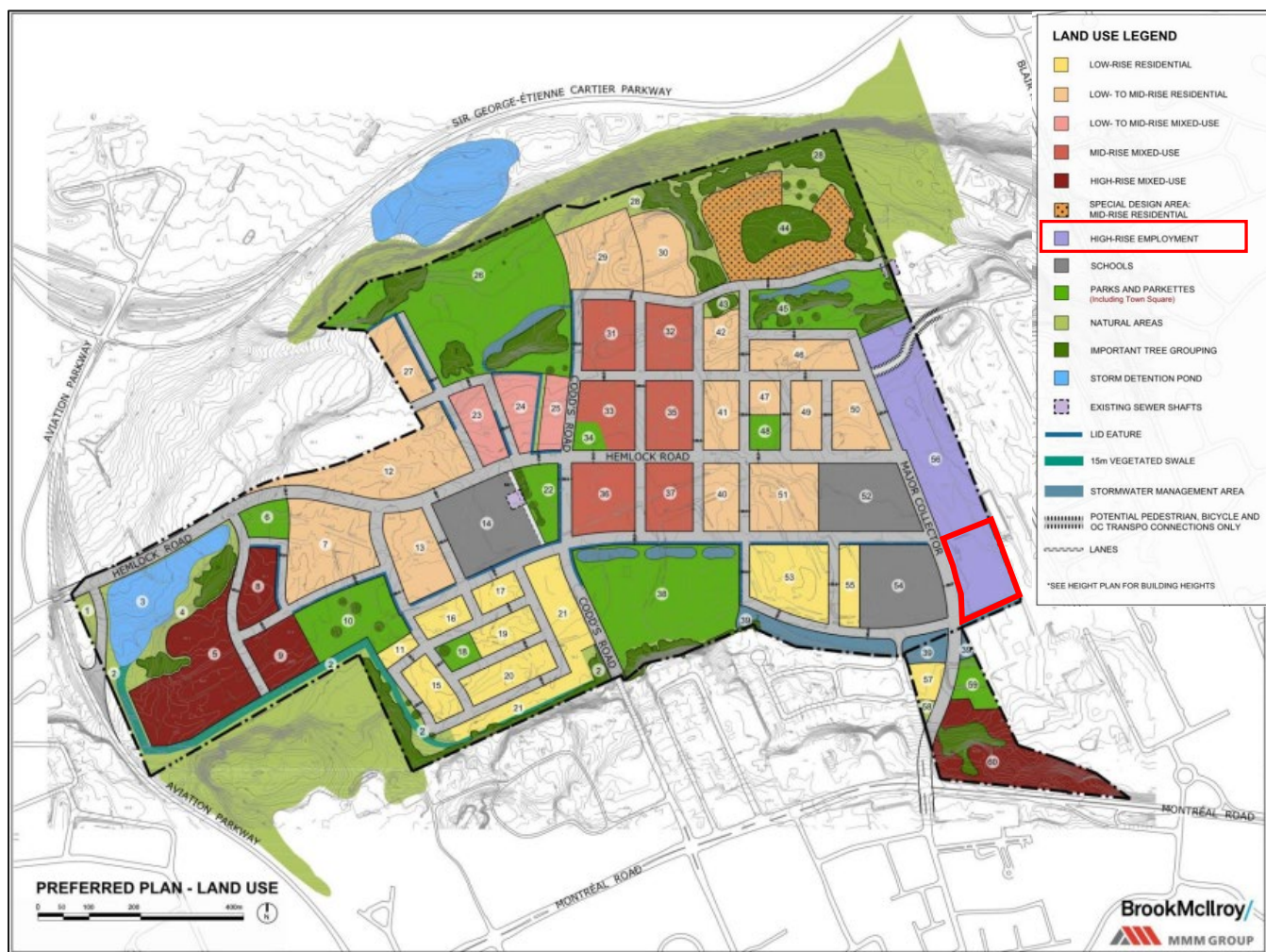
Figure 3-8. Preferred Plan - Neighbourhoods (Former CFB Rockcliffe Community Design Plan)



Section 5.2 of the CDP presents a Concept Plan for the overall community which illustrates the overall land use, road, and block pattern for the community (**Figure 3-9**). The plan was designed to provide a range of places for people to live, work and play to foster and encourage a vibrant community. The community is intended to be walkable, compact, and transit-oriented and will contain prominent interconnected green spaces with aesthetic, environmental, and recreational qualities. The Subject Site is designated as *High-Rise Employment* on the Concept Plan.

The plan includes three elementary school sites which will accommodate future schools to serve the community and surrounding areas. The School Boards that had requested schools include the Ottawa-Carleton District School Board, Conseil des écoles publiques de l'Est de l'Ontario, and Conseil scolaire de district catholique de l'Est Ontarien. The proposal is to relocate the third school site to the southern portion of the *High-Rise Employment* lands in the East Employment Area.

Figure 3-9: Land Use Plan (Former CFB Rockcliffe Community Design Plan)



Section 6.0 of the CDP provides the principal land use, urban design and infrastructure directions for the former CFB Rockcliffe Site. The Plan noted that the design guidelines contained in the CDP are to be read in conjunction with the City's Zoning By-law and the City's applicable city-wide urban design guidelines. The guidelines are to be used to review and assessed as part of future development applications (i.e. Plans of Subdivision and Site Plan Control), as such the focus of this review is on permitted land uses and those guidelines and policies that speak to location or site selection. The guidelines and policies related to land use in the *East Employment Area* is included in Section 6.2.2 of the CDP. A range of commercial and service uses are permitted in the *East Employment Area* including:

- Financial Institutions, business, and medical and professional offices
- Retail stores, food stores, restaurants, and personal services uses will be permitted as accessory uses

The following uses are specifically not permitted in the *East Employment Area*:

- Automobile-related uses, such
- as gas stations or drive through uses;
- Large floorplate standalone
- retail stores; and
- Residential uses.

Section 6.2.4 lists the guidelines and policies that apply to land use in the *Schools* designation. Only a school and its associated uses, such as a day care facilities or parks, are permitted in the designation.

The CDP also contains targets for population and employment for the CDP area. This will be further discussed in **Section 4.0** of this report.

Planning Response: The CDP is a council approved policy document that provides guidelines and policies related to development on the former CFB Rockcliffe Air base and is the basis for the policies contained within the Secondary Plan. The proposal is to add “school” as a permitted use on the Subject Site while maintaining the existing permitted uses of the High-Rise Employment lands. The proposal follows principle #9 of the CDP, that the plan will be adaptable to respond to development opportunities as they arise and will be resilient to ensure that changes in the economy do not halt development of the community. The proposed school use on the Subject Site maintains the CDP’s employment objectives by continuing job generation within the East Employment Area while adapting to current market conditions that have reduced demand for traditional office employment at this time, while reserving sufficient lands in the High-Rise Employment area to accommodate the targeted jobs in the area as discussed in **Section 4.0** of this Planning Rationale (Employment Capacity Analysis).

The proposed school on the Subject Site also provides an appropriate transition from, and is compatible with, the adjacent NRC Campus and adjacent residential neighbourhoods within Wateridge Village which is further discussed in **Section 5.0** of this Planning Rationale (Land Use Compatibility).

It is our opinion that the proposed site-specific exception in the High-Rise Employment designation on the Subject Site to add “school” as a permitted use is in keeping with the guidelines and policies of the Former CFB Rockcliffe Community Design Plan.

3.4.4 City of Ottawa Comprehensive Zoning By-Law (2008-250)

The City of Ottawa Zoning By-law (ZBL) regulates the location, scale and specific land uses in accordance with the provisions of the OP and Secondary Plan. The Subject Site is currently zoned Business Park Industrial Zone, Subzone 14, with a maximum height of 50 metres, (IP14 H(50)), outlined in **Figure 3-10**. The objective of the IP14 Zone is to:

- 1) *accommodate mixed office, office-type uses and low impact, light industrial uses in a business park setting, in accordance with the Enterprise Area designations of the Official Plan or, the Employment Area or the General Urban Area designation where applicable;*
- 2) *allow in certain Enterprise or General Urban Areas, a variety of complementary uses such as recreational, health and fitness uses and service commercial (e.g. convenience store, personal service business, restaurant, automobile service station and gas bar), occupying small sites as individual occupancies or in groupings as part of a small plaza, to serve the employees of the Enterprise, Employment or General Urban Area, the general public in the immediate vicinity, and passing traffic;*
- 3) *prohibit retail uses in areas designated as Enterprise Area but allow limited sample and showroom space that is secondary and subordinate to the primary use of buildings for the manufacturing or warehousing of the product;*
- 4) *prohibit uses which are likely to generate noise, fumes, odours, or other similar obnoxious impacts, or are hazardous; and*
- 5) *provide development standards that would ensure compatibility between uses and would minimize the negative impact of the uses on adjacent non-industrial areas*

- Medical facility
- Office
- Research and development centre
- Technology industry
- Training centre
- Hotel

- Animal hospital	- Convenience store	- Place of assembly
- Artist studio	- Day care	- Post office
- Bank	- Emergency service	- Recreational and athletic facility
- Bank machine	- Funeral home	- Restaurant
- Cinema	- Instructional facility	- Service and repair shop
- Community health and resource centre	- Personal service business	- Theatre

- I. Being located on the ground floor of another permitted use and
- II. Only permitted once 8000 square metres of gross floor area of medical facility, office, research and development centre, technology industry, training centre, or hotel, or combination thereof, have been located within the IP14 subzone

Zone provisions for the IP 14 Subzone are contained in Table 206I of the ZBL. The Concept Plan for the proposed school site (**Figure 2-4**) has been compared to the zone provisions as summarized in **Table 3-2**. The Concept Plan demonstrates that the zone provisions do not need to be amended to accommodate a school on the Subject Site.

Table 3-2. IP Zone Provision Review

Zoning Mechanism	Provision	550 Wanaki Road	Compliant
Minimum front and corner side yard setback	No Minimum	N/A	Y
Minimum interior side yard	3.0 m: Where the interior side yard abuts a park or where the building is greater than 11 m	20.25 m	Y
	1.5 m: All other Cases	20.25 m	
Minimum rear yard setback	6.0 m	55 m	Y
Maximum floor space index	No Maximum	N/A	Y

Planning Response: The proposed development seeks to permit a school as an additional use on the Subject Site through a site-specific exception.

The proposed rezoning of the Subject Site is supported by the OP, which permits a school use in most urban zones including the Neighbourhood Zone that applies Subject Site. The Concept Plan for the proposed school on the Subject Site demonstrates that the proposed additional use can be accommodated within the existing zoning provisions.

The proposed school on the Subject Site also provides an appropriate transition from, and is compatible with, the adjacent NRC Campus and adjacent residential neighbourhoods within Wateridge Village which is further discussed in **Section 5.0** of this Planning Rationale (Land Use Compatibility).

It is our opinion that the proposed addition of the school is in-keeping with the purpose and intent of the OP and can be accommodated on the properties without further amending the zone provisions. On this basis, it is our opinion that the proposed amendments are in keeping with the purpose and intent of the ZBL.

4.0 EMPLOYMENT CAPACITY ANALYSIS

4.1 High-Rise Employment Capacity Analysis

Section 5.7 of the Former CFB Rockcliffe CDP outlines the overall community target density of 95 people plus jobs per gross hectare, to create a vibrant public realm, support transit, and encourage efficient planning and use of municipal infrastructure. This density translates to a minimum of approximately 5,350 residential units and 2,610 jobs at full build-out of the community. Target employment densities as identified in the CDP are summarized for the community in **Table 4-1** with a total of 1,600 jobs targeted for the *High-Rise Employment* area where the Subject Site is located and a target of 75 jobs for the school sites (25 jobs/school site). **Figure 3-9** depicts the Land Use Plan from the CDP to facilitate block references in the table.

The objective of this section is to estimate the possible job yield that could be realized on the proposed school site and remaining *High-Rise Employment* area outside the Subject Site.

Table 4-1. Land Use Distribution and Density

Land Use	Land Area (ha)	Minimum Density	Minimum Units	Target Employment Jobs	Estimated Population
Employment	15.54	n/a	n/a	2,610	n/a
<i>Westerly Node (Blocks 5,8,9)</i>	1.56	n/a	n/a	580	n/a
<i>High-Rise Employment (Block 56)</i>	6.08	n/a	n/a	1,600	n/a
<i>School (blocks 14,52,54)</i>	7.31	n/a	n/a	75	n/a
<i>Mixed-use Retail (Blocks 23-25,31-33,35-37,60)</i>	0.59	n/a	n/a	355	n/a

Policy 6.2 of the Wateridge Village Secondary Plan states that:

Job yields will apply on a designation base and will be assessed on the basis of the equivalent floor-space for the type of employment use identified. The job equivalent floor-space indexes will be set out in the implementing Zoning By-law.

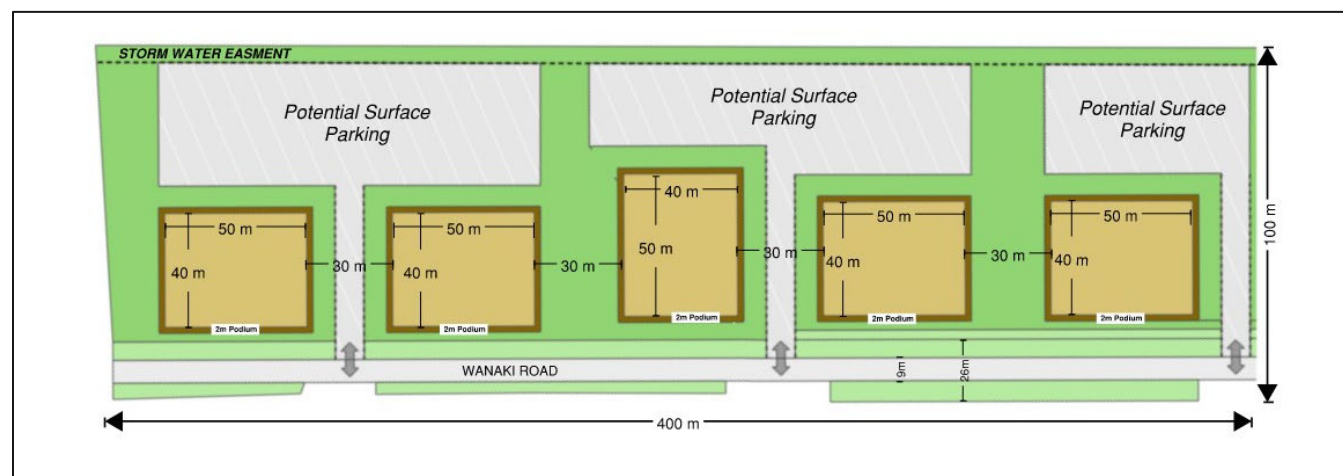
The current ZBL does not provide an equivalent floor-space index for employment uses as stated in the Secondary Plan. In order to estimate the potential job yield on the *High-Rise Employment* lands outside the Subject Site, a reference document, *Floor Space per Worker Ratios*¹, published by the City of Toronto Planning Department in 2024 was used to determine if the remaining lands could accommodate the employment targets as outlined in the CDP. The document reports median Floor Space per Worker Ratios for the relevant IP14 zone permitted uses, as shown in **Table 4-2**. Other typical large format retail stores are not permitted in the IP 14 Zone and for smaller retail uses their combined gross floor area is not to exceed more than 40 per cent of the building.

Table 4-2: City of Toronto, Floor Space per Worker Ratios

Employment Use	Median Floor Space per Worker Ratio (m ²)
Office	1:29
Retail	1:28
Small Format Retail	1:21
Large Format Retail	1:50
Industrial (including storage)	1:85
Institutional and Other (including Places of Worship)	1:63
Educational	1:82
Places of Worship	1:195

Following the proposed addition of a school on the Subject Site (approximately 2.26 hectares, 5.58 acres), a total of 3.82 hectares (9.44 acres) would remain within the *High-Rise Employment* designated lands outside the proposed school site. A Concept Plan was prepared based on the planning assumptions provided in **Table 4-3** for the remaining High-Rise Employment lands to provide a basis for determining the required floor area to meet the employment target for the area (**Figure 4-1**). A total of five (5) buildings could reasonably be developed on these lands, using a representative contemporary office building footprint of 2,000 m², and giving consideration for accessory parking areas, space between buildings, and providing greenspace.

Figure 4-1: Concept Plan for Employment Lands



¹ City of Toronto, Floor Space Worker Ratios, January 2024 <https://www.toronto.ca/wp-content/uploads/2024/02/8b6d-CityPlanning-Floor-Space-Per-Worker-Ratios.pdf>

Table 4-3: Planning Assumptions and Development Scenarios Summary

Parameter	Assumption/Value
Average office floor plate	40m x 50 m (2,000 m ²)
Tower separation	30 m
Side yard setback	2 metres
Storey height	First floor: 4.3; Upper floors: 3.5m
GFA reduction for non-leasable space	15%
Job ratios	Office: 1 employee per 29 m ² GFA Small Format Retail: 1:21 m ² GFA Large Format Retail (Hotel): 1:50 m ² GFA Industrial (Research and Development): 1: 85 m ²

In alignment with the objectives of the Secondary Plan, which targets the creation of 1,600 jobs within the *High-Rise Employment* designated lands, three development scenarios were prepared to evaluate the feasibility of meeting the employment target: (1) Minimum Baseline, (2) Maximum Potential, and (3) Flexible Development Pattern. Each scenario evaluates different building configurations (mixture of land uses) and heights to determine optimal employment generation capacity for the area as described below and summarized in **Table 4-4**.

High-Rise Employment Development Scenario Analysis

Scenario 1 – Minimum Baseline: Assumes a baseline development form that minimizes building height. This scenario proposes 5 buildings at 2 storeys each (the minimum required by the Secondary Plan), maintaining the same 2,000 square metre office floor plate. The total gross floor area (GFA) would be 20,000 square metres, with a usable GFA of 17,000 square metres after the 15% reduction for non-leasable space. Using the same employment density of 1 job per 29 square metres, this configuration would generate approximately **586 jobs**. While this scenario does not meet the full employment target, it demonstrates that low-rise built form is capable of generating a notable number of jobs. It is worth recognizing that this scenario does not consider the reduction of area maintained for surface level parking comparable to larger office buildings and the low-rise built form may include larger footprints that would generate more than the minimum shown here.

Scenario 2 – Maximum Potential: Assumes the most intensive office development form, proposing office buildings at the maximum permitted height on the land (50 metres). This scenario examines 5 buildings at 14 storeys each, with a ground floor height of 4.5 metres and 13 storeys at a 3.5m floor-to-floor height. The total GFA per building would be 28,000 square metres (2,000 square metres x 14 storeys), resulting in a total GFA across the site of 140,000 square meters (5 buildings x 28,000 square metres). After applying at 15% reduction to account for non-leasable space, the net usable GFA total is 119,000 square metres. Based on an employment density of 1 job per 29 square metres this scenario would generate approximately **4,103 jobs**. This scenario demonstrates that even with a conservative adjustment for non-usable space, the site has the capacity to significantly exceed the employment target of 1,600 jobs.

Scenario 3 – Flexible Development Pattern: Reflects a flexible development approach, with varied building heights and a mixture of uses. This scenario proposes 5 buildings with varying heights of 4 storeys (Research and Development), 5 storeys (hotel), 6, 8, and 10 storeys (Office uses with ground level retail) respectively, maintaining the 2,000 square metres base floor plate standard. The total GFA would be 66,000 square metres, with a usable GFA of 56,100 square metres after the standard 15% reduction for non-leasable space. This configuration would generate approximately **1,724 jobs** which the employment target while allowing for architectural diversity. This scenario provides flexibility in phasing and market responsiveness while maintaining substantial employment generation capacity.

Table 4-4. Data Analysis of Scenarios

Scenarios	Storeys Per Building	Total GFA (m ²)	Leasable GFA (m ²)	Employee Ratio	Estimated Jobs
Minimum Baseline					
Office	2 each	20,000	17,000	63	586
Maximum Development Potential					
Office	14 each	140,000	119,000	29	4,103
Flexible Development Potential					
Building 1 – Research and Development	4	8,000	6,800	85	80
Building 2 - Hotel	5	10,000	8,500	50	170
Building 3 – Ground Floor Retail	1	2,000	1,700	21	81
Building 3 - Office	5	10,000	8,500	29	293
Building 4 – Ground Floor Retail	1	2,000	1,700	21	81
Building 4 - Office	7	14,000	11,900	29	410
Building 5 – Ground Floor Retail	1	2,000	1,700	21	81
Building 5 - Office	9	18,000	1,700	15,300	528
Total					1,724

The analysis shows that taking a conservative yet flexible development approach and not realizing the maximum floor area that could be built based on yard setbacks and maximum heights, would surpass the 1,600-job target. This analysis supports that the remaining *High-Rise Employment* lands maintain the ability to contribute meaningfully to the area's economic development objectives. Additionally, the school use itself is expected to generate 25 staff for the school and an additional 5-6 jobs for the associated on-site child-care facility. This does not take into account jobs that would also be supported through community activities such as sports, recreation, cultural or other programs that may be offered at the school as part of their community serving role. The total anticipated number of jobs created through the schools within the community is 75, as noted in **Table 4-1**. The proposed school use on the Subject Site does not impact the potential for the remaining *High-Rise Employment* areas to meet employment targets as outlined in the CDP.

4.2 Commercial/Service Employment in the Community Core

Wateridge Village has been purposefully designed as a 15-minute community, where residents can access shops, services, and amenities within walking distance. This vision is articulated in the Wateridge Village CDP. To further illustrate the employment potential within Wateridge Village, CLC has tracked the targeted and developed commercial spaces of the mixed-use blocks in the community core. Through phased development, it is assumed that the ground floors of the mixed-use buildings in the community core will accommodate retail and services uses. A summary of the gross floor area of these confirmed and anticipated service/retail spaces are shown in **Figure 4-2**.

While specific employment densities are not outlined in the Secondary Plan, the target employment for the mixed-use areas of the community is 355 jobs. **Table 4-5** provides a summary of the projected and commercial spaces within the community core. It is important to note that this estimate excludes unsold or unconfirmed development parcels, and actual job generation may vary depending on final tenant mix and occupancy. These includes ID #'s one (1) through five (5) in the table. Using the small format retail rate floor space per worker ratio from the previous section, the current number of jobs created by the commercial spaces in the Community Core is 257 jobs with the total projected job yield in the Community Core to be 685 jobs far surpassing the target for this area.

Figure 4-2. Wateridge Village Non-Residential Phasing Plan

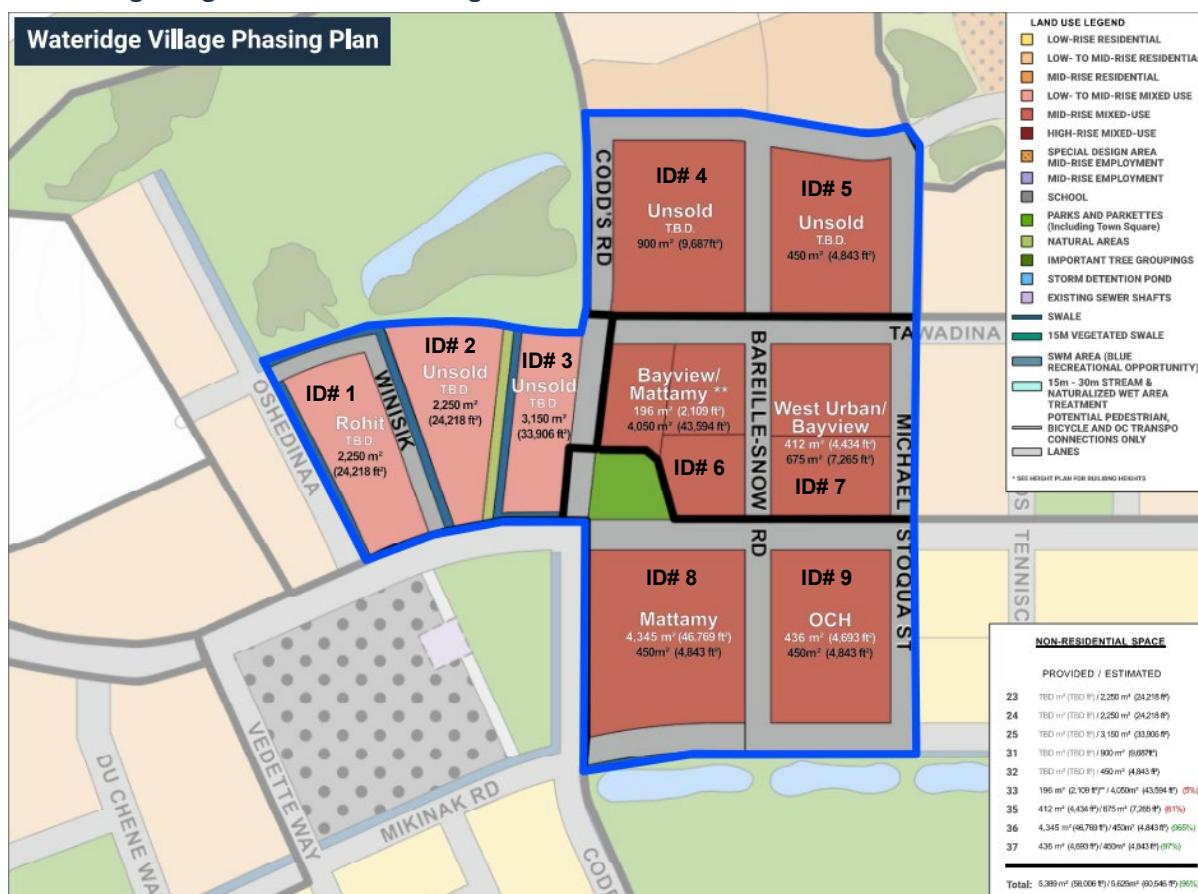


Table 4-5: Summary of Commercial Spaces in the Community Core of Wateridge Village

ID #	Property Address	CDP Block Number	Projected Commercial GFA (m²)	Built or Site Plan Approved Commercial GFA (m²)	Employee Ratio	Job Yield
1	800 Winisik Road	24	2,250	2,250	28	107
2	1275 Hemlock Road	23	2,250	2,250	28	107
3	370 Codd's Road	25	3,150	3,150	28	150
4	No Address (Phase 6)	31	900	900	28	43
5	No Address (Phase 6)	32	450	450	28	21
6	1335 Hemlock Road, 375 Codd's Road, 1345 Hemlock Road, 1000 Tawadina Road	33	196	4,050	28	9
7	1375 Hemlock Road and 1050 Tawadina Road	33	412	675	28	20
8	681 Mikinak Road	36	4,345	450	28	207
9	715 Mikinak Road	37	436	450	28	21
Total Projected Job Yield						685
To-date Job Yield						257

Planning Response: A total of 1,600 jobs is targeted for the *High-Rise Employment* area of Wateridge Village and an additional 75 jobs for the school sites within the community representing 25 jobs per school site.

A Concept Plan for the remaining *High-Rise Employment* lands outside the of Subject Site, was prepared to demonstrate that the remaining lands retain the capacity to meet the projected job targets for the area and would not be compromised by added school as a permitted use to the Subject Site. Three scenarios were presented, Minimum Baseline, Maximum Potential, and a Flexible Development Pattern. The analysis demonstrates that following a flexible development pattern that leaves space for architectural expression, incorporation of surface parking and generous green space that the employment target for the area of 1,600 jobs can still be met by providing the opportunity for 1,724 jobs. The Subject Site for the proposed school will also exceed the target job rate for the school with a total of 31 jobs not considering the additional job opportunities provided by jobs that would also be supported through community activities such as sports, recreation, cultural or other programs that may be offered at the school as part of their community serving role.

CLC has also tracked the amount of commercial space provided to-date and expected in the future to contribute to the job targets for the community. To-date, the amount of commercial space has almost met the target of 355 jobs for the mixed-use community core with space for 257 jobs to-date with large amounts of opportunity still to be realized demonstrating that the development within Wateridge Village is realizing, and likely to surpass, the vision and targets of the CDP.

It is our opinion, that the proposed school on the Subject Site will not limit the ability for the remainder of the *High-Rise Employment* lands to meet the jobs target for the area as outlined in the CDP and further that the school itself is providing jobs above the target for the use.

5.0 LAND USE COMPATIBILITY ASSESSMENT

In accordance with Ministry of Environment, Conservation and Parks environmental land use planning guides (D-series guidelines) (MECP), a Land Use Compatibility assessment was undertaken in support of the proposed development applications. The purpose of this assessment is to evaluate compatibility between the existing NRC Campus and the proposed school use at 550 Wanaki Road, and to prevent and minimize any future land use problems due to the encroachment of the proposed school as a sensitive land use.

5.1 D-Series Guidelines

The D-series guidelines, including Guideline D-6, *Compatibility between Industrial Facilities*, are intended to provide recommended separation distances and other control measures for land use planning proposals to prevent or minimize adverse effects from the encroachment of incompatible land uses where a facility either exists or is proposed. Guideline D-6 specifically seeks to prevent and minimize adverse effects to sensitive land uses caused by existing or proposed industrial land uses that “*have the potential to produce point source and/or fugitive air emission such as noise, vibrations, odour, dust and others, either through normal operations, procedures, maintenance or storage activities, and/or from associated traffic/transportation*” (Section 1.2.2). *Sensitive land uses* include:

- *recreational uses which are deemed by the municipality or provincial agency to be sensitive; and/or*
- *any building or associated amenity area (i.e. may be indoor or outdoor space) which is not directly associated with the industrial use, where humans or the natural environment may be adversely affected by emissions generated by the operation of a nearby industrial facility. For example, the building or amenity area may be associated with residences, senior citizen homes, schools, day care facilities, hospitals, churches and other similar institutional uses, or campgrounds.* (Section 1.2.1)

Guideline D-6 provides recommended minimum separation distances between sensitive land uses and industrial uses to prevent and mitigate potential adverse effects based on the classification of the industrial facility. An industrial facility classification is determined through evaluation of the outputs, scale, processes, and operation/intensity of the facility, as shown in **Table 5-1**. Recommended minimum separation distances and potential influence areas for each classification are provided in **Table 5-2**.

Section 4.4 of the guideline provides guidance for measuring separation distance from industrial land uses. This section notes that “measurement shall normally be from the closest existing, committed or proposed property/lot line of the industrial land use to the property/lot line of the closest existing, committed or proposed sensitive land use” (Section 4.4.2). Additionally, it is noted that “where site-specific zoning or site plan control precludes the use of the setback for any activity associated with the industrial use that could create an adverse effect... the setback can be included as part of the measurement, rather than measuring from the industrial property line” (Section 4.4.3). Further, the guidelines also provide that “there is merit in providing a required separation distance on the facility site” (Section 4.2.4).

Table 5-1. Guideline D-6 Industrial Categorization Criteria

Criteria	Class I	Class II	Class III
Outputs	<ul style="list-style-type: none"> Sound is inaudible off property Infrequent dust and/or odour emissions and not intense 	<ul style="list-style-type: none"> Sound occasionally audible off property Frequent dust and/or odour emissions and occasionally intense 	<ul style="list-style-type: none"> Sound frequently audible off property Persistent and intense dust and/or odour emissions
Scale	<ul style="list-style-type: none"> No outside storage Small scale plant or scale is irrelevant in relation to all other criteria 	<ul style="list-style-type: none"> Outside storage permitted Medium level of production 	<ul style="list-style-type: none"> Outside storage of raw and finished products Large production levels
Process	<ul style="list-style-type: none"> Self-contained plant or building which produces/stores a packaged product Low probability of fugitive emissions 	<ul style="list-style-type: none"> Open process Periodic outputs of minor annoyance Low probability of fugitive emissions 	<ul style="list-style-type: none"> Open process Frequent outputs of major annoyances High probability of fugitive emissions
Operation / Intensity	<ul style="list-style-type: none"> Daytime operations only Infrequent movement of products and/or heavy trucks 	<ul style="list-style-type: none"> Shift operations permitted Frequent movements of products and/or heavy trucks with the majority of movements during daytime hours 	<ul style="list-style-type: none"> Continuous movement of products and employees Daily shift operations permitted

Table 5-2. Summary of Guideline D-6

Industry Class	Definition	Potential Influence Area (m)	Recommended Minimum Separation Distance (m)
I	Small scale, self-contained, daytime only, infrequent heavy vehicle movements, no outside storage	70	20
II	Medium scale, outdoor storage of wastes or materials, shift operations and frequent heavy equipment movement during the daytime	300	70
III	Large scale, outdoor storage of raw and finished products, large production volume continuous movement of products and employees during daily shift operations	1000	300

5.2 Noise Study Results

A Noise Study was completed by Gradient Wind Engineers and Scientists to review the proposed addition of the school to the Subject Site and its proximity to the NRC Campus to review the potential environments noise impacts of the NRC Campus on the proposed school development.

The study notes that the NRC Campus itself has targeted Ontario’s Environmental Noise Guidelines (NPC-300 sounds limits) and Environmental Noise Guidelines of the City of Ottawa (ENCG) along the western property line which require a limit of 50 dBA during the daytime and 45 dBA during the nighttime. The study also reviewed long-term monitoring reports prepared by the NRC and concluded that the noise levels at the property line are expected to be 49 dBA during the daytime and 44 dBA during the nighttime, therefore in meeting the provincial and municipal targets and that it is feasible to design and construct a school in accordance with these requirements.

5.3 Sensitive Land Use Assessment

The NRC North Campus is a large research and development (R&D) facility that contains several buildings of various purposes and uses. The R&D facilities with potential encroachments on sensitive land uses are identified as buildings M-10, M-11, and M-45, as shown in **Figure 5-1**. These buildings are centrally located within the campus and are used for the developmental testing of turbines, particularly gas turbine engines using jet fuel, that have low level of noise and medium level of odour disturbances.

Based on the D-6 guidelines and understanding of the uses of these adjacent NRC facilities, the NRC campus is identified as an industrial land use and can be categorized as a Class II facility as highlighted in the **Table 5-2**. Based on this classification, it is recommended that incompatible developments should not be located within 70 metres of the campus. While minimum separation distances are typically determined from the lot line of the property designated for industrial uses to the lot line of the sensitive land use, Section 4.2.4 of the D-6 Guideline provides that required minimum distances can be accommodated partially or entirely on-site which would be appropriate for a campus like setting such as the NRC. For the purposes of this assessment, the required minimum separation distance has been measured from the internally located block of buildings containing the R&D facilities (**Figure 5-1**), as no other facilities on the campus were found to represent potential sources of adverse effects to the Subject Site.

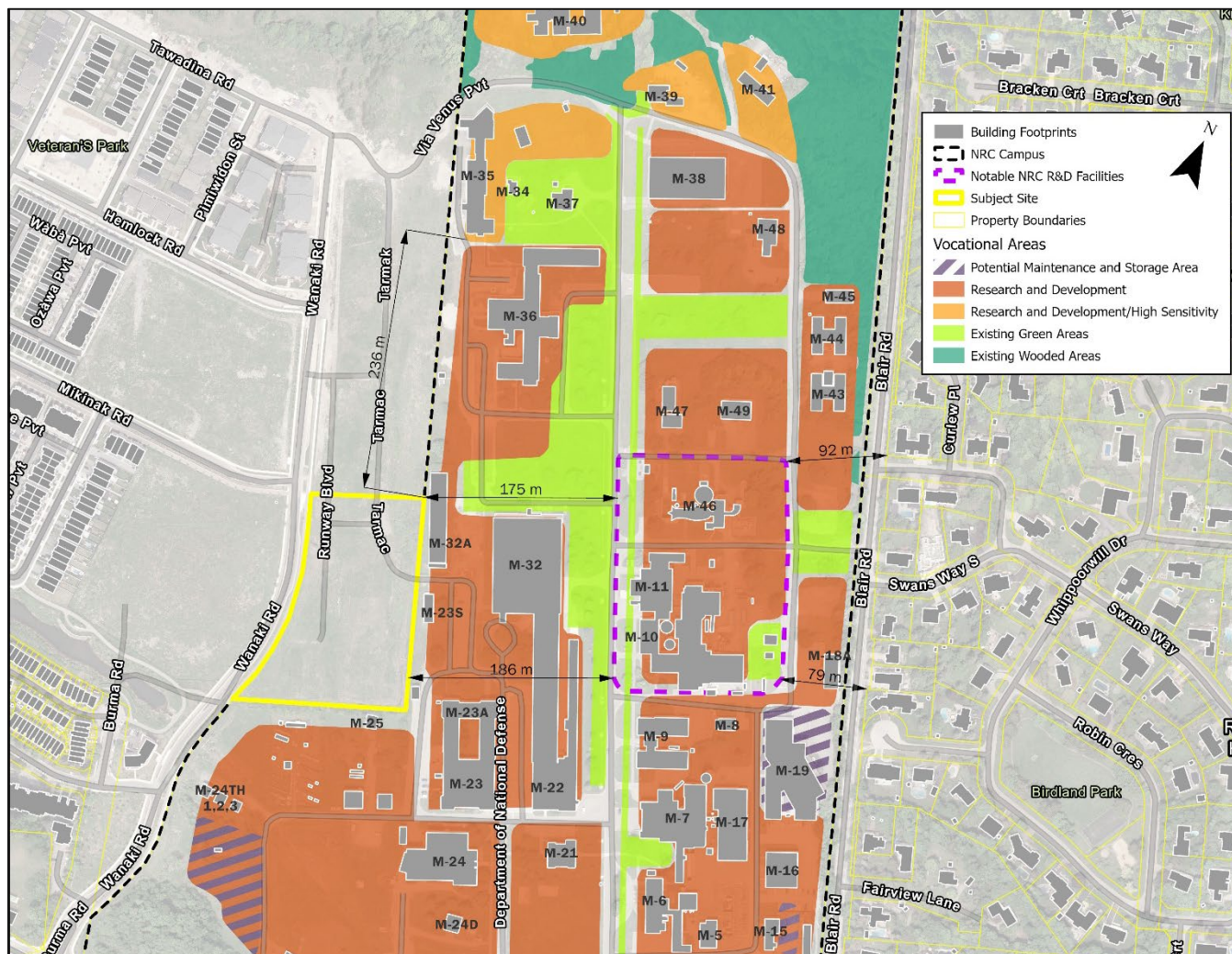
These properties are located approximately 175 metres from the Subject Site, which is outside of the recommended 70 metre Minimum Separation Distance for Class II facilities. The Subject Site remains within the 300-metre potential influence area. Despite the Subject Site location within the potential influence area, no potential adverse effects from the R&D facilities are anticipated as outlined in the accompany Noise Study and as noted in Section 5.2.

It should be noted that additional sensitive residential land uses are located closer to the identified facilities to the east of the NRC North Campus. Given that these residential uses exist closer to the identified R&D facilities, it can be expected that the Subject Site will not be exposed to greater adverse effects as it is located further away at greater distance.

The Master Plan for the NRC Campus identifies the requirement for security fencing between the campus and Wateridge Village. As noted previously, a fence does currently exist at the border of the NRC Campus adjacent to the Subject Site, replacement of the fencing can be incorporated into future planning for the school site.

A new NRC Campus Master Plan was approved in 2024, outlining the 30-year vision and plan for updates to the campus buildings and infrastructure that reflect changes to the surrounding site context and land uses, current and future functional requirements, and sustainability strategies. The Master Plan highlights laboratory facilities to the northern most part of the campus, identified as *Research and Development/High Sensitivity (Secure)* in **Figure 3-4**. These buildings may require additional security and may be associated with potential nuisances due to noise and odors. These uses are located over 236 metres from the Subject Site also meeting the setback recommendations in the guidelines.

Figure 5-1. Separation Distance between NRC Research and Development Facilities and Surrounding Sensitive Land Uses (GeoOttawa)



Planning Response: Based on the results of this Land Use Compatibility assessment and supported by the accompanying Noise Study, a proposed school use on the Subject Site would be compatible with the existing adjacent conditions of the NRC North campus R&D facilities. The proposed development is appropriately setback from the potential source buildings, and any potential adverse effects can be mitigated through the existing distance between the land uses and good site design including any updated requirements for fencing along the NRC Campus limits.

It is our opinion, that the proposed school on the Subject Site will not result in potential conflicts with the existing industrial uses at the adjacent NRC Campus.

6.0 PUBLIC CONSULTATION STRATEGY

A Pre-application Consultation Meeting took place on July 4th, 2025, that included representatives from the Canada Lands Company, Parsons, the City of Ottawa Central Area Planning Team, and the Wateridge Village Community Association. A subsequent Pre-Consultation Meeting was convened on July 23rd, 2025, that included representatives from the French Catholic School Board to further discuss the proposal, application requirements, and schedule. An outcome of the meeting was the confirmation of the reports/studies/assessments that are required to accompany the applications. Additional meetings have been held Canada Lands Company and the National Research Council to discuss the application. Additional meetings with stakeholders can be convened on-request throughout the application process.

CLC meet regularly with Ward 13 Councillor King to discuss on-going developments in the Wateridge Village Community, including this application.

The City of Ottawa has a comprehensive policy on public consultation and engagement for planning applications, emphasizing early and ongoing community involvement throughout the development process. This policy aims to ensure transparency, gather public input, and address concerns before decisions are made. Once applications are made, a decision will be made with respect to the need for a Community Information Session.

The full submission package will be posted on the City of Ottawa Development Applications Search page (<https://devapps.ottawa.ca/en/>) where members of the public can access supporting studies including this Planning Rationale. Subsequent submission materials will also be posted on the City's Development Applications Search page to ensure on-going engagement with the wider community and provide opportunities for comment.

The applications will be presented at a public meeting as part of the City's Planning and Housing Committee. Stakeholders including community members have the opportunity to present their comments to staff and committee members to be considered in the recommendation from Committee to Ottawa City Council.

The applications are also subject to a 20-day appeal period to the Ontario Land Tribunal.

7.0 PLANNING CONCLUSION

This Planning Rationale has been prepared on behalf of Canada Lands Company in support for an Official Plan Amendment and Zoning By-law Amendment for the properties at 550 Wanaki Road, in the City of Ottawa. Approval of the requested OPA and ZBA is recommended on the following basis:

IT CONFORMS TO THE FEDERAL GUIDANCE DOCUMENTS

The proposed development demonstrates general conformance with the Federal policy context of the Plan for Canada's Capital (PFCC) and Capital Urban Lands Plan (CULP) and considers the vision and principles of the Montreal Road Master Plan for the NRC Campus.

IT IS CONSISTENT WITH THE PROVINCIAL POLICY STATEMENT

The proposed school on the Subject Site supports the goals of the Provincial Planning Statement. The proposed school represents appropriate development by locating an important public service facility within a compact mixed-use community that will support quality employment and access to services and recreation as part of a complete community. The Subject Site is located in an existing built-up area and will be serviced by existing municipal systems. The design of the school considers the existing area and compatibility with the facilities of the National Research Council's Montreal Road campus.

IT CONFORMS TO THE CITY OF OTTAWA OFFICIAL PLAN

The proposed school on the Subject Site conforms with the intent and policies of the Official Plan by permitting a school use within an urban designation that permits a school while maintaining compatibility with the surrounding areas. The required OPA to the Secondary Plan reflects the desired uses of the land within Wateridge Village and aligns with the objectives of the *Neighbourhood* and *Inner Transect* designations applicable to the Subject Site, as well as the objectives of the adjacent *Mixed Industrial* designation of the NRC Campus.

IT CONFORMS TO THE WATERIDGE VILLAGE SECONDARY PLAN

The requested OPA to amend the Wateridge Village Secondary Plan to permit a school on the Subject Site conforms with the intentions and policies of the Wateridge Village Secondary Plan while accommodating desired changes to the intended use of the lands. The request to allow a school on the Subject Site aligns with the intentions of the *High-Rise Employment* designation in that the proposed development would provide employment opportunities that are compatible with the surrounding land use context. The proposed school use does not impact the ability for the remaining *High-Rise Employment* lands to meet employment targets as set out in the Secondary Plan and contributes jobs in pursuit of this target. This is demonstrated in the completed Employment Capacity Analysis, which highlights that a flexible development approach for the remainder of the *High-Rise Employment* lands can exceed employment targets for the area while providing an appropriate built form and density that complements the surrounding area.

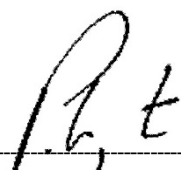
IT CONFORMS TO THE PROVISIONS OF THE ZONING BY-LAW

The proposed school requires a ZBA, site-specific exception, to add school as an additional permitted use on the Subject Site. The proposed school is supported by Official Plan that permit a school in the *Neighbourhood* designation and the Concept Plan for the school demonstrates conformity with the development standards of the existing zone. The proposal for a school also considers compatibility between the proposed land use and the adjacent NRC Campus and concludes that there will not be any issues of compatibility between the proposed school and the campus.

On this basis, it is our professional opinion that approval of the Official Plan and Zoning By-law amendment will result in good land use planning and is recommended for approval.

Respectfully Submitted,

Parsons Inc.



Pamela Whyte, MCIP, RPP
Manager of Planning – Parsons Ottawa



Ivan Ho, MPlan
Planner – Parsons Ottawa

