

FOTENN

1 & 19 SIR JOHN A. MACDONALD PARKWAY OFFICIAL PLAN AMENDMENT & ZONING BY-LAW AMENDMENT





Prepared for:

National Capital Commission
202-40 Elgin Street
Ottawa, ON.
K1P 1C7

Prepared by:

FOTENN Planning
+ Design

Fotenn Planning + Design
223 McLeod Street
Ottawa, ON K2P 0Z8
fotenn.com

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1.0 INTRODUCTION

This Planning Rationale has been prepared by Fotenn Consultants, on behalf of the National Capital Commission (NCC), in support of City of Ottawa Official Plan Amendment (Scott Street Secondary Plan) and Zoning By-law Amendment applications for the lands municipally known as 1 and 19 Sir John A. MacDonald Parkway. The purpose of this document is to assess the appropriateness of proposed “diplomatic mission” and “office” uses on the lands in the context of the surrounding community as well as the applicable City of Ottawa policy and regulatory framework.

1.1 Overview

The subject lands are located south of the Sir John A. MacDonald Parkway, between Slidell Street to the east and Forward Avenue to the west. Burnside Avenue is located to the south of the subject lands. Overall the subject lands are approximately 3.7 hectares in size and are vegetated with grassed areas and trees as shown in Figure 1 & 2. The lands do not include any programmed recreational space; however, they are being used informally by area residents for passive recreational uses (e.g. dog walking).



Figure 1: View of the Subject Lands from the Sir John A MacDonald Parkway

CONTEXT AND SURROUNDING AREA

2.1 Subject Lands Location

The subject lands are located in the Mechanicsville neighbourhood of Ottawa and are bound by Sir John A. MacDonald Parkway to the north, the Embassy of Indonesia to the west, Burnside Avenue to the south and Slidell Street to the east as shown in Figure 2. The lands are located in an evolving neighborhood which has a broad mix of uses including employment, recreation, retail, institutional, and neighbourhood services and facilities. The area is characterized by an eclectic mix and range of buildings, uses, densities, heights and architectural styles. Residential infill has occurred on small, medium and large sized lots over the last decade.

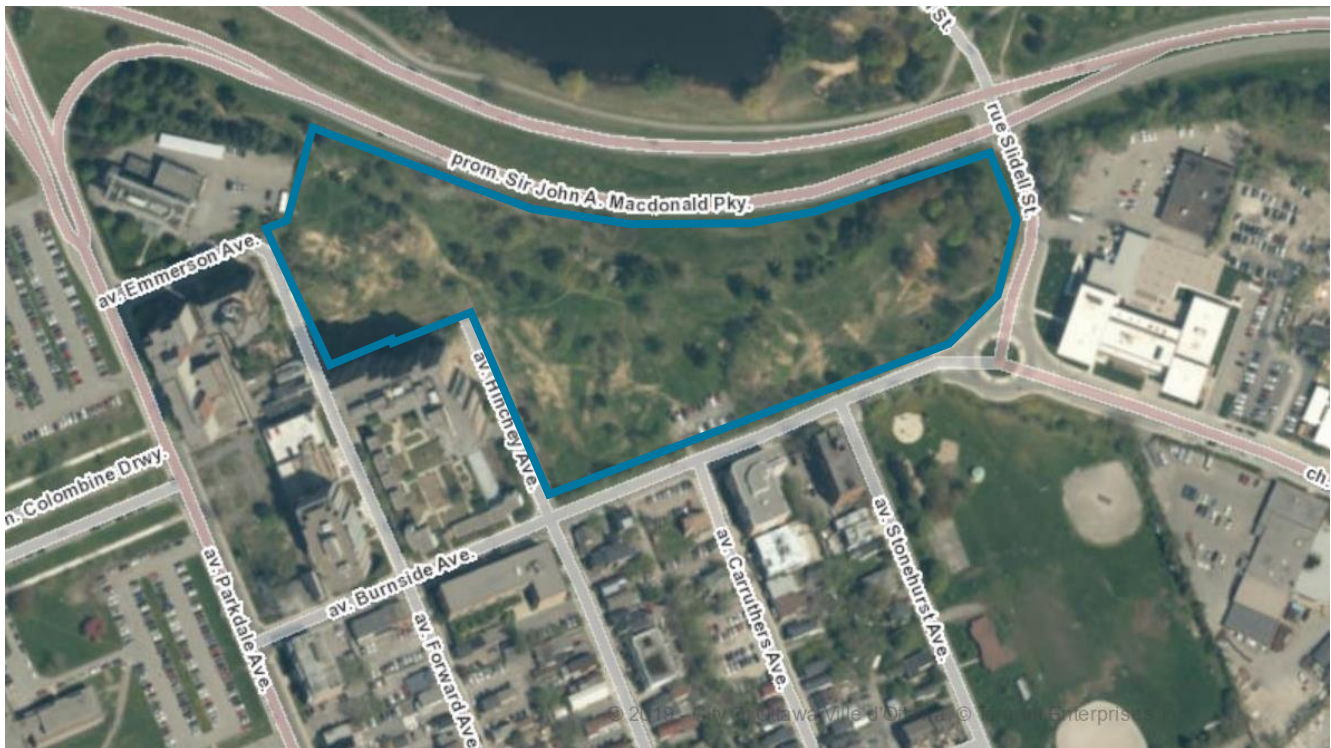


Figure 2: Subject Lands in Local Context

2.2 Surrounding Area

The surrounding uses vary and can be described as follows:

North

North of the subject lands lie NCC owned open spaces providing a soft buffer between the Ottawa River and the subject lands. The Trans Canada Trail to the north of the site provides scenic views of the Ottawa River and a connection to several parks including the Britannia Conservation Area and Deschenes Rapids. The Sir John A. MacDonald Parkway is also found north of the site and runs east-west providing a scenic vehicular connection to downtown Ottawa.

East

East of the subject site, across Slidell Street, lies Invest Ottawa which is a two-storey economic development agency complex and its associated parking lot. Further east is a municipally owned multi-purpose recreational complex known as the Tom Brown Arena.

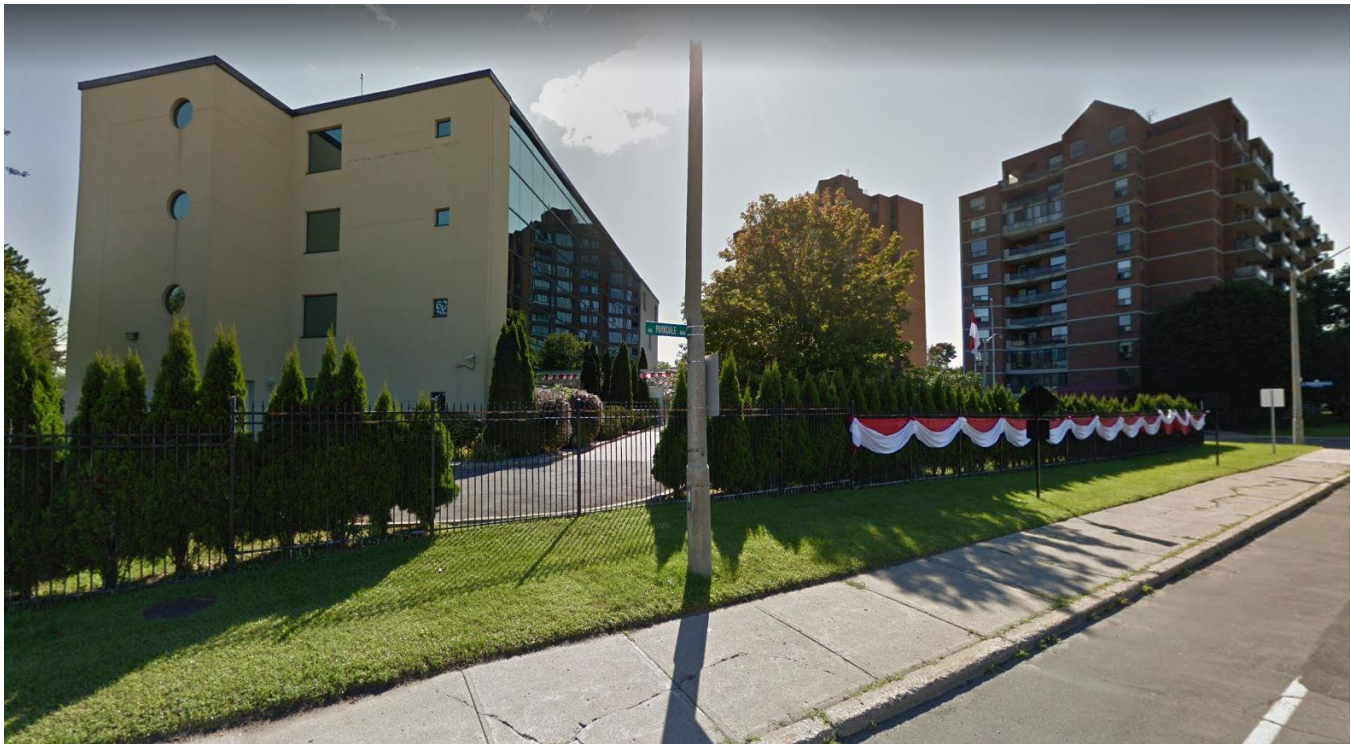


Figure 3: Surrounding context to the west of the subject lands including the Indonesian Embassy

West

Directly west of the subject lands is the Embassy of Indonesia, which displays a total height of four (4) storeys. The diplomatic building has frontage along both Parkdale Avenue and Emerson Avenue and features a large surface parking area which directly abuts the western periphery of the subject lands as shown in Figure 3. A total of four (4) additional high-rise condos are located on the same block. These include the Riverton Apartments, which are ten (10) and eleven 11 storeys in height and have frontage along Forward Avenue and Emerson Avenue and the Burnside Terrace which is ten (10) storeys in height and has frontage along Forward Avenue and Parkdale Avenue. Further west of the site, along the west side of Parkdale Avenue lies the Tunney's Pasture complex, which features several federal government office towers ranging in both height and density. The complex is also served by Tunney's Pasture station, a stop on the Transitway Bus Rapid Transit (BRT) system and the western terminus on the Confederation Line of Ottawa's forthcoming Light Rail Transit (LRT) system.



Figure 4: Surrounding context to the south of the subject lands along Hinchey Avenue

South

Across Burnside Avenue, the mostly low-profile residential neighbourhood to the south of the subject lands includes building heights ranging between two (2) to three (3) storeys (Figure 4). The neighbouring block to the south also includes a car garage, a park space and two (2) churches. Local bus stops to the south of the site are located on the north and south side of Scott Street and service routes that provide local transit service to the surrounding area. The Bayview O-Train station is located approximately one (1) kilometre to the south of the lands.

2.3 Community Amenities

The subject lands are located in an established neighbourhood with a wide range of residential and commercial uses. As the subject lands are in close proximity to both Parkdale Avenue and Scott Street, there are a number of community amenities located in close proximity to the subject lands. Some of the community amenities include:

- / Tom Brown Arena;
- / Parkdale Farmer's Market;
- / Laroche Park;
- / Ottawa Community Immigrant Services Organization;
- / The Origin Arts and Community Centre; and
- / Retail and commercial uses along Scott Street, Parkdale Avenue and Wellington Street.

2.4 Transportation Network

Roads

The subject lands are well serviced with respect to the existing road network and lie directly south of Sir John A. MacDonald Parkway, which is identified as a Federally-Owned Road on Schedule E of the City of Ottawa Official Plan. The parkway provides a scenic connection from the existing Lincoln Heights neighbourhood to the City's central area. The subject lands are also located approximately 100 metres east of Parkdale Avenue and 500

metres north of Scott Street, which are both identified as Existing Arterial Roads on Schedule E of the City of Ottawa Official Plan as shown in Figure 5. Additionally, the subject lands are located approximately two (2) kilometres north of the Highway 417 which can be accessed via Parkdale Avenue.



Figure 5: Excerpt from Schedule E: Urban Road Network in the City of Ottawa Official Plan

Transit and Active modes of Transportation

The subject lands are ideally situated with respect to proximity to transit. As shown on Schedule D of the City of Ottawa Official Plan, a portion of Scott Street will service the forthcoming LRT corridor. The site is located approximately one (1) kilometre north of the newly constructed Tunney's Pasture LRT station, offering efficient access to downtown and beyond. The site is also located approximately one (1) kilometre northwest of the existing Bayview O-Train station connecting transit users to and from Ottawa South. In addition, the subject lands are located in close proximity to several OC Transpo bus stops servicing routes offering access to the downtown.

The site is also well serviced by city-wide and community-level multi-use pathways along the Sir John A. MacDonald Parkway and along the Ottawa River, as identified on Schedule I of the City of Ottawa Official Plan. Furthermore, the site is well serviced by city-wide bicycle pathways are found along the Sir John A. MacDonald Parkway as identified on Schedule C of the City of Ottawa Official Plan, providing users with scenic viewpoints and connections to and from the central area of the City as well as the City of Gatineau.



Figure 6: Excerpt from Schedule D: Rapid Transit Network City of Ottawa Official Plan

3.0 PROPOSED DEVELOPMENT

3.1 Development Applications

The NCC is proposing to position the lands from a zoning perspective to allow for future embassies (a combination of diplomatic mission and office uses in the City of Ottawa Zoning By-law), akin to the Embassy of Indonesia located adjacent to the west. The development of embassies on the subject lands aligns with the 'Capital Function' of the lands as defined by the NCC and as represented in the Scott Street Community Design Plan. Although specific embassies have not been identified at this time, Figure 7 below presents a Conceptual Plan of potential lot and building layouts.

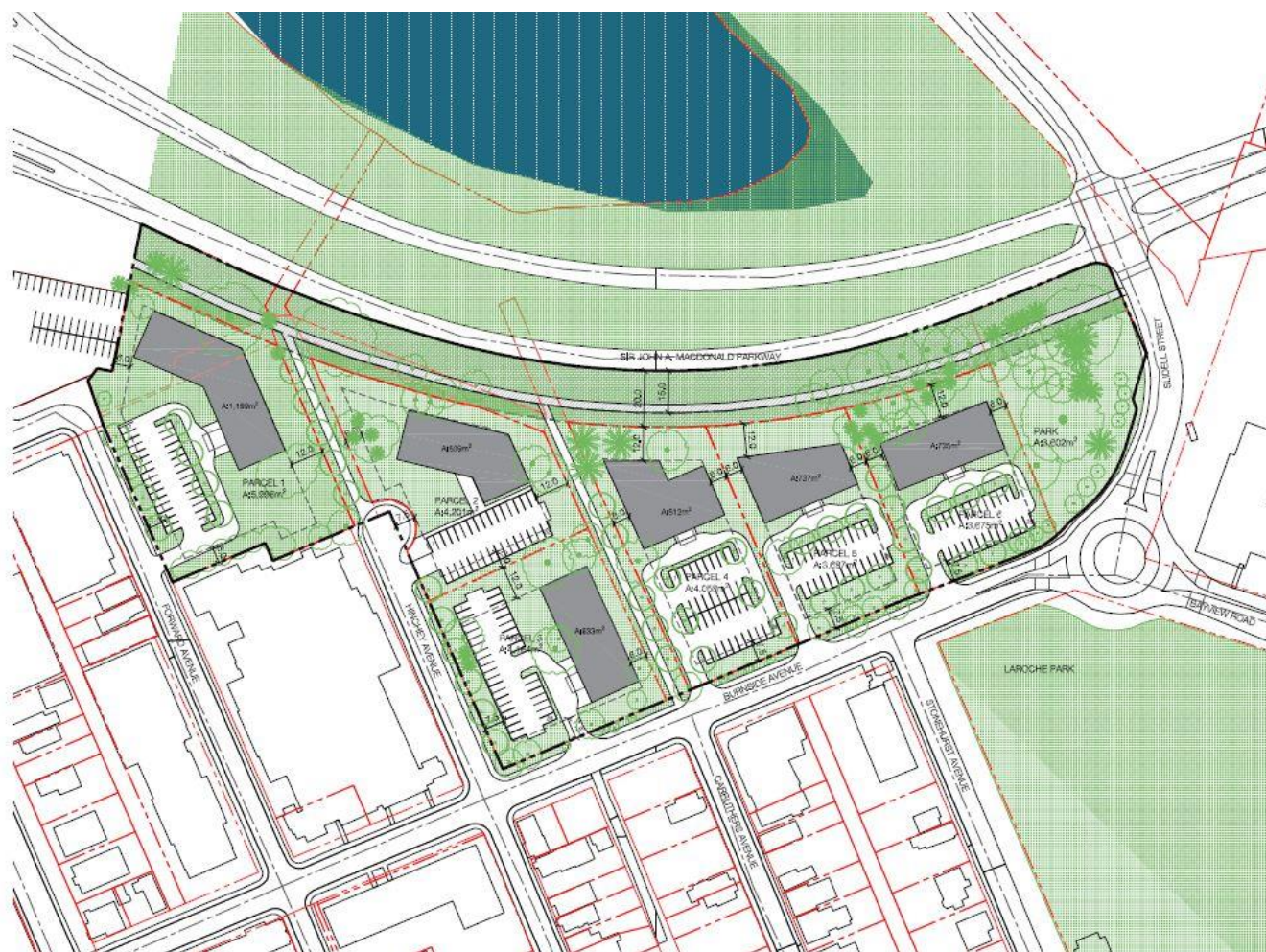


Figure 7: Proposed Concept Plan.

The proposed Concept Plan represents a development option for the subject lands, and is comprised of the following features:

- / Six (6) development parcels for future embassies based on the scale and layout of other existing embassy developments throughout Ottawa. Each future embassy parcel would include the primary structure and associated parking, as well as ample greenspace and landscaping. Vehicular ingress and egress would be provided via the local street network and not from the Sir John A MacDonalD Parkway.

- / A park block on the eastern portion of the subject lands adjacent to Slidell Street. The proposed park will provide a convivial space for the neighbourhood as well as a connection to the NCC owned parklands to the north and the existing Laroche Park to the south.
- / Two (2) publicly accessible pathways running in a north-south direction which are intended to provide a porous connection between the neighbourhood to the south and the NCC owned parklands to the north.

In order to facilitate the proposed concept, an Official Plan Amendment (Scott Street Secondary Plan) and a Zoning By-law Amendment are required. The Secondary Plan Amendment application seeks to maintain the **Open Space** designation on the subject lands, while adding a site-specific exception which would allow the development of the proposed embassies (diplomatic missions and office use). The Zoning By-law Amendment seeks to add “diplomatic mission” and “office” as permitted uses within both the R5B and O1L zones on the subject lands.

As part of the development applications review process the NCC will adhere to and support the City’s community and agency notification procedures as part of the overall public consultation strategy. In addition to the NCCs public engagement to date, described below (Section 3.2), the applicant will reach out to the Ward Councillor and the Mechanicsville Community Association to review the applications and proposal. An on-site sign will be posted on the subject lands, thereby providing notice to any and all members of the public in the direct vicinity. Further, and as part of the development application process, the City of Ottawa will circulate various public bodies as well as internal and external technical agencies. All comments, including public comments, will be provided to the applicant. Throughout this process, any issues identified by the Ward Councillor, community organization and/or public will be addressed by City Staff and/or the applicant prior to approval.

3.2 National Capital Commission & Federal Approval

Capital Urban Lands Plan

The National Capital Commission’s Capital Urban Lands Plan (the Plan) generally applies to federal lands inside the Greenbelt on the Ontario side and within the urban perimeter on the Québec side of the Ottawa River (excluding Gatineau Park). The Capital Urban Lands Plan provides detailed direction and guidance for the use and stewardship of federal lands for which the NCC has jurisdiction pursuant to the *National Capital Act* within the Study Area. The Plan also considers properties not under federal ownership where they are significant to the experience and perception of the Capital, such as areas located along the shorelines within the Study Area.

The Capital Urban Lands Plan was developed in conjunction with the Plan for Canada’s Capital, 2017 to 2067, which included a nationwide consultation component. “The Plan for Canada’s Capital holds a strategic role in the Capital Planning Framework and sets the main planning directions for the Capital Master Plan, of which the Capital Urban Lands Plan is a component.” Accordingly, the Plan for Canada’s Capital 2017-2067 establishes policy directions seeking to assist foreign missions to find appropriate spaces to enhance the international dimension of the Capital.

Within the Capital Urban Lands Plan, Land Designations are identified, including Government Site Designations which would include a Political Designation to perform certain political functions. Under the Political Designation these lands are to be “used to host state events and ceremonies” as well as accommodate sites not under federal ownership, such as foreign diplomatic missions. The Plan states that “in the future, certain parkway corridor lands may be redesignated in support of a future diplomatic precinct or other political land uses within the Urban Lands, should additional study identify the need for a dedicated land base.”

The development of the Capital Urban Lands Plan involved active public participation between 2010 and 2015. In March 2014, an online survey and two (2) public meetings invited participants to provide feedback on a draft version of the proposed plan. The public consultation report summarizing the results of consultation activities related to the Plan is available on the NCC’s website. During its development, the Plan was the subject of several presentations and workshops with the NCC’s Advisory Committee on Planning, Design and Realty, and Board of Directors who provided valuable feedback and played an important role in shaping the content of the final plan. The Capital Urban Lands Plan received NCC Board Approval on May 6, 2015.

Ottawa River South Shore Riverfront Park Plan

Subsequent to the Capital Urban Lands Plan, the NCC undertook development of the Ottawa River South Shore Riverfront Park Plan (ORSSRPP) in 2015. Aligning with the intent of the Plan for Canada’s Capital (2017-2067) and the Capital Urban Lands Plan, the Ottawa River South Shore Riverfront Park Plan sets the future vision and program elements for the riverfront park, while providing the National Capital Commission (NCC) with a tool to support implementation. Extensive consultations were undertaken with Indigenous communities, local residents, stakeholders and the general public.

The subject lands (1 & 19 Sir John A. MacDonald Parkway) are identified as forming part of Sector D (Parkdale to Nepean Bay) in the Ottawa River South Shore Riverfront Park Plan. In addition to identifying the Tunney’s Pasture federal employment node, the ORSSRPP notes that the Indonesian Embassy is located adjacent to the site south of the park boundary, east of Tunney’s Pasture. The Conceptual Plan illustrates the subject lands outside of Nodes 1 and 2 and labels the entire area as ‘Future Diplomatic Mission’.

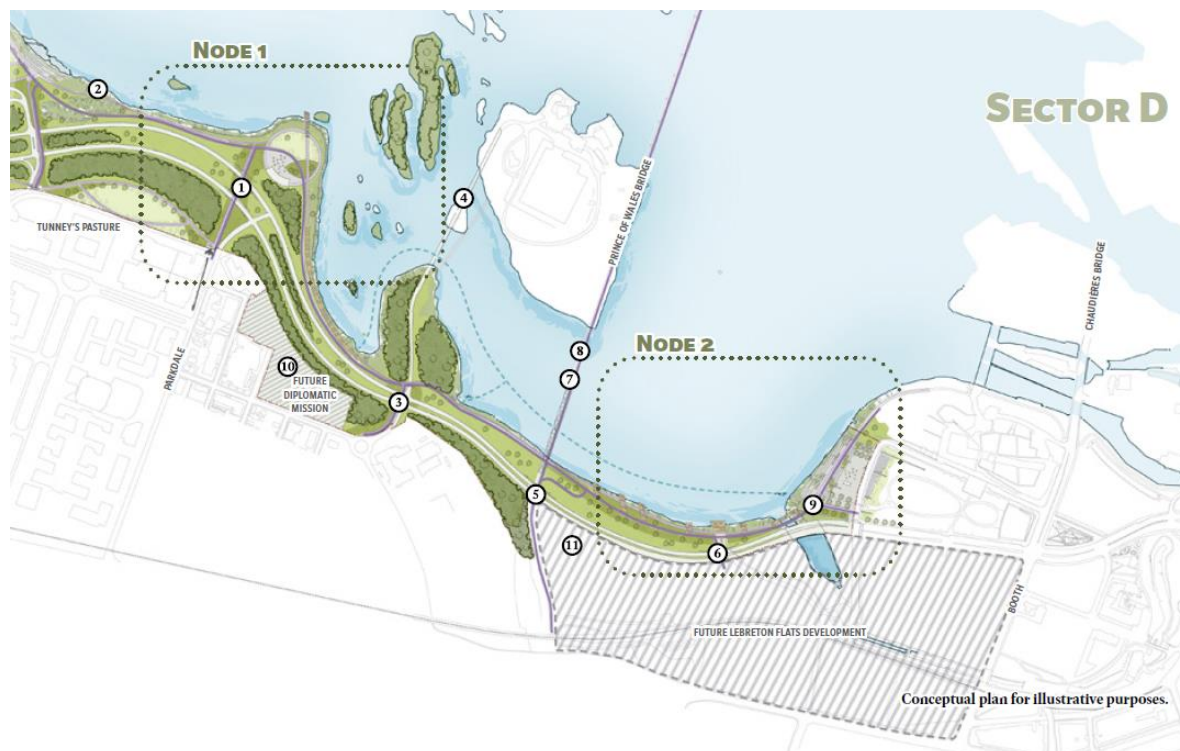


Figure 8: Excerpt from the Ottawa River South Shore Riverfront Park Plan (p. 116)

Action #10 for Sector D of the ORSSRPP states the NCC’s intent to use the subject lands for diplomatic missions: “Allocate NCC lands adjacent to the park along Burnside Avenue for potential future diplomatic

missions consistent with their Capital function, where direct access from the parkway to the site is prohibited under the NCC parkways policy, and include sufficient visual and security vegetative buffering between the site and parklands.”

The Planning Process and Public Engagement Program for the ORSSRPP was prepared in three (3) phases over three (3) years. The Plan benefited from extensive public engagement, with input considered in the development of the vision and principles for the document and the designs for each geographic sector. Public consultation panels prepared in 2015 illustrated the subject lands as a future diplomatic mission site. The 2015 Consultation Report noted the following:

What is the status of parcels of NCC land near Burnside and Forward avenues? According to the Capital Urban Lands Plan approved by the NCC Board in April 2015, the parcels of land at Burnside and Forward avenues [sic] are designated as Capital urban green space [sic] and part of the National Interest Land Mass. The site is part of the ongoing planning process for the Sir John A. Macdonald Parkway waterfront linear park. The adjacent site is used for the Embassy of Indonesia. The Capital Urban Lands Plan permits re-designation of the lands as a future diplomatic precinct or for other government land uses, if there is a need.

As part of the engagement and consultation program in 2016, the illustrative panels illustrated the subject lands as *Potential International Mission or Capital Functions* on the General Concept Plan (shown in purple below).

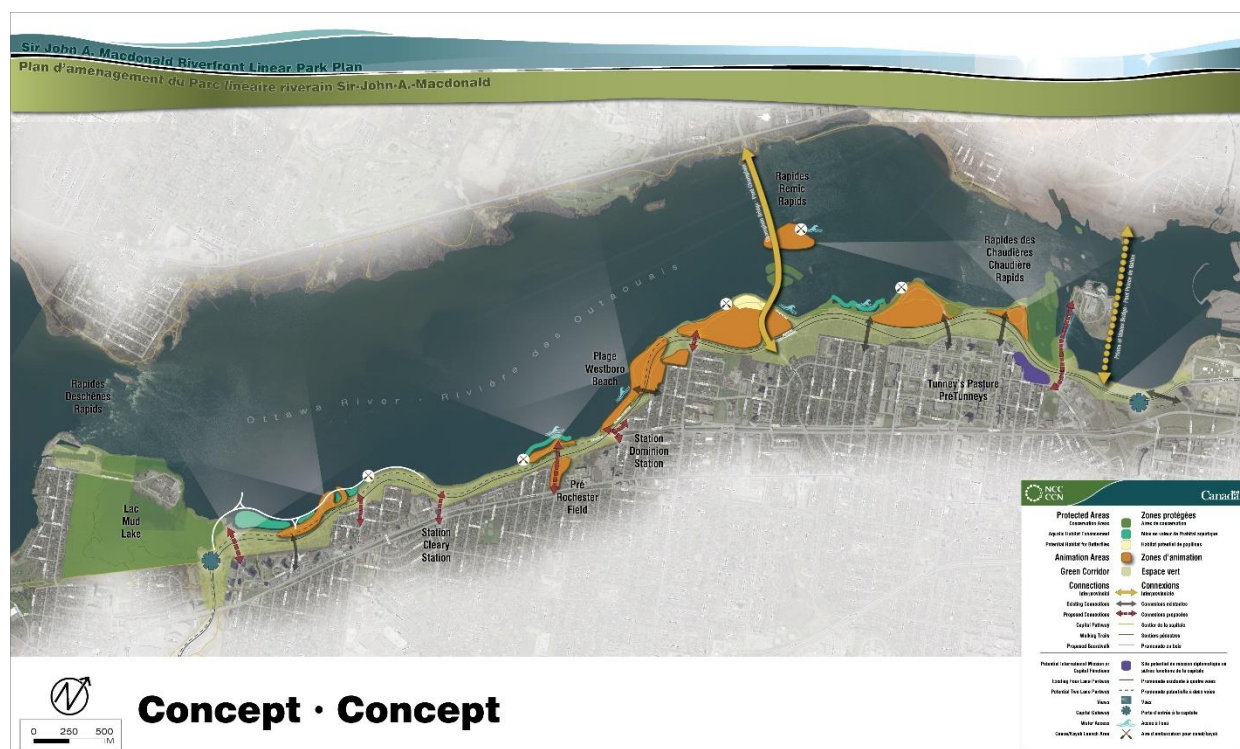


Figure 9: General Concept Plan for the Ottawa River South Shore Riverfront Park Plan (2016)

Section 4.2.2.6 of the final Draft and the sector plan (Sector D) were also made available online for public comment. Again, Sector D (Parkdale Avenue to Nepean Bay) identified the subject lands as ‘Future Diplomatic Mission’ on the land use map and made additional recommendations relating to these uses. For reference: Diplomatic mission is defined as “a foreign country representation to Canada’s Capital. It is a location to obtain

services and information about other countries. Diplomatic missions include embassies, high commissions, chancelleries and diplomatic residences.”

Over three (3) years of public consultation and engagement (2015, 2016 & 2018), the subject lands were consistently identified on land use mapping to serve this important Capital Function. The public consultation opportunities generated few comments on this aspect of the Plan; however, the majority of the comments were positive. Overall, the Ottawa River South Shore Riverfront Park Plan was a collaborative process by the NCC, its partners and the public.

The Ottawa River South Shore Riverfront Park Plan was approved by the NCC Board of Directors on July 23, 2018. Notable approval conditions include:

- 2.1 The *Ottawa River South Shore Riverfront Park Plan* shall be the document that provides detailed planning guidance for the federal lands within the study area. The Plan will guide development projects and activities on federal lands as well as federal land use, design and real estate transaction approval decisions.”
- 2.3 If any inconsistencies or contradictions between the *Ottawa River South Shore Riverfront Park Plan*, and the *Capital Urban Lands Plan (NCC, 2015)*, or *Canada’s Capital Core Area Sector Plan (NCC, 2005)*, the *Ottawa River South Shore Riverfront Park Plan* shall prevail.

Given the future land uses for the subject lands have been established in this Plan, the NCC has confirmed no modifications to the Plan are required as the proposal conforms to the objectives of the Ottawa River South Shore Riverfront Park Plan, as approved by the Board of Directors.

4.0 POLICY AND REGULATORY CONTEXT

4.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act and in effect since April 30, 2014, provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS emphasizes intensification in built-up areas in order to promote the efficient use of land and existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. To achieve this goal, planning authorities must identify and promote opportunities for intensification and redevelopment.

Section 1.1.1 (Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns) of the PPS identifies the ways in which healthy, liveable and safe communities are sustained, including:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) Accommodating an appropriate range and mix of residential, employment, institutional (including places of worship, cemeteries, and long-term care homes), recreation, park and open space, and other uses to meet long-term needs; and

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- c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;
 - e) Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

Policy 1.1.3.1 requires that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Policy 1.1.3.2 states that land use patterns within settlement areas shall be based on:

- a) Densities and a mix of land uses which:
 1. Efficiently use land and resources;
 2. 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;
 3. Minimize negative impacts to air quality and climate change, and promote energy efficiency;
 4. Support active transportation;
 5. Are transit-supportive, where transit is planned, exists or may be developed.

Policy 1.1.3.6 requires that new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Policy 1.5.1 states that healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. Moreover, healthy and active communities should be promoted by planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources.

Section 1.6.6 of the PPS contains policies for sewage, water, and stormwater services. Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas.

Policy 1.6.7.2 of the PPS requires that efficient use of existing and planned infrastructure shall be made. Policy 1.6.7.4 further specifies that a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

Policy 1.8.1 of the PPS requires that planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which, among other things:

- a) Promote compact form and a structure of nodes and corridors;
- b) Promote the use of active transportation and transit in and between residential, employment, and institutional uses and other areas;
- e) Improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

The proposed development and uses are consistent with the policies of the PPS. The subject lands are located within a settlement area with access to existing services and community amenities and therefore constitute an appropriate location for growth. The developments proposed will make efficient use of the land, infrastructure and community amenities in the area. Furthermore, the proposed publicly accessible pathways as well as the dedicated park space is consistent with the policies of the PPS as it promotes a healthy, active neighbourhood that meets the needs of pedestrians, fosters social interaction and

facilitates active transportation and community connectivity. Lastly, the dedicated park space contributes to the provision of an equitable distribution of publicly-accessible natural settings for recreation.

4.2 City of Ottawa Official Plan (2003, as amended)

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City. The majority of the subject lands are designated **Major Open Space** with the balance of the lands being designated **General Urban Area** as shown in Schedule B of the City of Ottawa's Official Plan (Figure 8).

Section 2.2.2 - Managing Growth within the Urban Area

The policy direction of the City's Official Plan is to promote an efficient land-use pattern through intensification of locations that are strategically aligned with the transportation network and in particular the rapid transit network. This section discusses the opportunities that exist for intensification and generally that the City will support such intensification, although such opportunities generally occur at a much smaller scale in the **General Urban Area**.

The scale of intensification in the **General Urban Area** depends on factors such as existing built context and proximity to major roads and transit, although much of the major intensification will happen along Mainstreets, and within Mixed-Use Centres and Town Centres. To achieve compatibility between existing and planned built form, emphasis will be placed on good urban design and architecture.

Section 3.3 - Major Open Space

The **Major Open Space** designation includes large regional parks such as Andrew Haydon Park, open space corridors along the Ottawa and Rideau Rivers and the Rideau Canal, parkway corridors and other corridors reserved for rapid-transit and major roadways. This designation represents a key component of the Greenspace Network, which contributes to the quality of life in neighbouring communities as well as to the overall integrity of the natural environment.

The **Major Open Space** designation and policies generally protect the larger open spaces for public use and enjoyment. Provided they do not adversely impact the natural environment, cultural heritage and open characteristics of the area, the following activities and uses are permitted in the **Major Open Space** designation:

- / Sport, recreation, leisure and cultural facilities including water-oriented facilities and activities along shorelines;
- / Uses that involve scientific or educational study, conservation, interpretation or restoration of the elements of the natural and cultural heritage, archaeological resource of the area or waterways;
- / Roads and other infrastructure identified in the Official Plan where they maintain the overall quality and character of the open space, protect natural and cultural features, and enhance public access and opportunities for leisure use; and
- / Small-scale commercial activities and institutional uses that contribute to or are ancillary to a use permitted in the **Major Open Space** designation or the Zoning By-law.

The policies of the Official Plan encourage the City of Ottawa to work with partners, such as the National Capital Commission, on studies and plans for **Major Open Space** and the Ottawa River corridor.

Section 3.6.1 – General Urban Area

The **General Urban Area** designation permits the development of a range and choice of housing types to meet the need of all ages, incomes and life circumstances, in combination with conveniently located employment,

retail, service, cultural, leisure, entertainment and institutional uses. The purpose of this designation is to facilitate the development of complete and sustainable communities. A broad scale of uses is found within this designation, from ground-oriented single-purpose buildings to mid-rise buildings with a mix of uses along Mainstreets or Transit Priority Corridors; from a dwelling or corner store to a shopping centre or office.

The proposed policies of the **General Urban Area** seek to support building heights that are compatible with the existing or planned context. The City supports infill development and other intensification within the **General Urban Area** in a manner that enhances and complements the desirable characteristics and ensures the long-term vitality of the many existing communities that make up the city. Heights and uses within this range will be evaluated based on compatibility with the existing context and the planned function of the area.

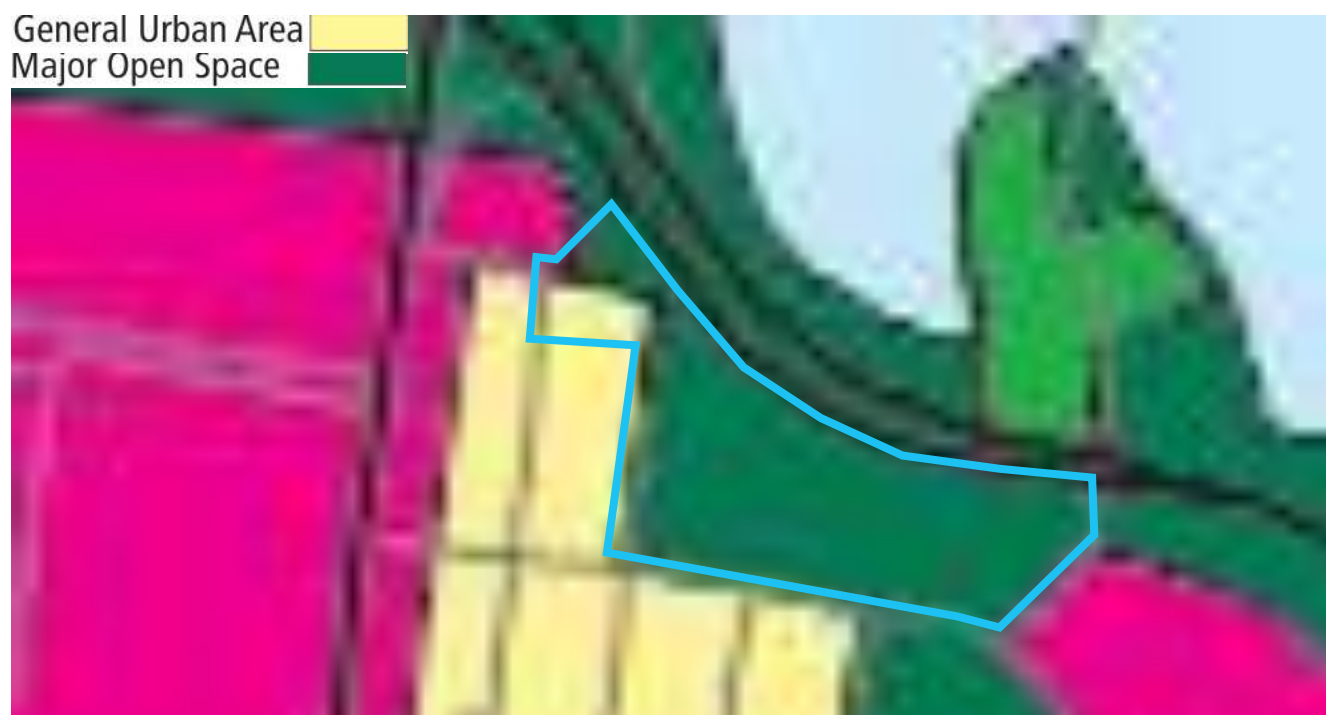


Figure 10: Excerpt from Schedule B: Urban Policy Plan in the City of Ottawa Official Plan.

Throughout the **General Urban Area**, a variety of uses that complement adjacent residential land uses are encouraged where it will complement the existing pattern and scale of development planned function of the area. The City will ensure that these uses take advantage of pedestrian and cycling patterns while facilitating interaction among residents and contributing to a sense of community.

Lands designated **General Urban Area** can accommodate a range of uses and users, including diplomatic missions and offices; whereas lands designated **Major Open Space** generally form part of the City's Greenspace Network.

The proposed development conforms to the policies of City of Ottawa Official Plan in the following ways:

- / **The proposal achieves development that takes advantage of existing infrastructure and is situated in an area that promotes a complete community with a good balance of facilities and services.**
- / **The proposal builds upon desirable established patterns and built form while contributing to the variety of uses in the neighbourhood.**

-
- / **The proposed concept plan provides an ideal location for intensification that will support existing and future services in the neighbourhood.**
 - / **The proposal includes the introduction of open space by providing a park at the eastern periphery of the lands thereby contributing to the overall quality and character of the surrounding neighbourhood.**
 - / **The proposal includes an expanded pedestrian network which provides a 'greenway' pedestrian extension to three (3) streets; Hinchey Avenue; Carruthers Avenue and Stonehurst Avenue. The greenway also improves pedestrian and bicycle connections to the NCC's riverfront lands.**
 - / **The proposal is conveniently located with respect to concentrations of residential development and popular pedestrian and cyclist routes.**
 - / **The proposed development is ideally located with respect to the planned Tunney's Pasture and Bayview LRT Stations connecting users to the Central Area and beyond.**
 - / **The portion of the subject lands designated Major Open Space have existing zoning permissions to permit a wide range of institutional uses subject to the removal of a Holding Zone based on compliance with the City of Ottawa Scott Street Secondary Plan.**

As shown in Figure 9, limited uses including City of Ottawa Fire Stations, the Canadian Geographic Offices, numerous privately-operated restaurant establishments and the Embassy of the United States of America are found within the Major Open Space Designation. The proposed use is similar in character to these permitted uses. Furthermore, the conservation of a Major Open Space designation on the subject lands ensures that the proposed and future development on the subject lands will be limited and appropriate in character and scale with the Open Space designation.



Figure 11: Precedent Land Uses Within Major Open Space Designation as Shown on Schedule B of the Official Plan (Fotenn Consultants Inc.)

Section 2.5.1 – Building Liveable Communities

In support of lively and complete mixed-use communities, the City's growth management strategy includes intensification of development in the urban area over the next 20 years. The Plan recognizes that introducing new development in existing areas that have developed over a long period of time requires a sensitive approach and a respect for a community's established characteristics.

Compatible developments are developments that, although not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhance the established character of a community and coexist with existing development without causing undue adverse impact on surrounding properties.

The City influences the built environment through the use of design objectives set out in Section 2.5.1 that are broadly stated and intended to apply to new development.

The evaluation of development applications, studies, other plans and public works undertaken by the City will be in accordance with Section 2.5.1 and Section 4.11 of the Official Plan. Section 2.5.1 of the Official Plan contains a set of Design Objectives and Principles for development across the City. Given that the proposal is largely conceptual at this stage, the design objectives and principles within Section 2.5.1 and Section 4.11 of the Official Plan can only be measured against the use and general design. The proposed embassy uses (diplomatic mission and office) and conceptual design meets the objectives as follows:

1. It enhances the sense of community and creates a sense of identity:

- / The proposed extension of the pedestrian network ensures a sensitive design at the intersection of public streets and a pedestrian gateway into the NCC parkway.
- / The proposed diplomatic mission and office use is compatible with the surrounding mixed-use neighbourhood and contributes to a complete community.
- / The proposal builds upon desirable established patterns and built form while contributing to the variety of uses in the neighbourhood.

2. It defines quality public and private spaces through development

- / The proposed developments have been designed to feature a connected network of streets and a park that provide areas for gathering, socializing, recreation, and other activities.
- / The proposed green space provides occupants, as well as the surrounding community with quality amenity space

3. It creates places that are safe, accessible, and are easy to get to, and move through

- / The expanded pedestrian network ensures accessibility and continuity through the subject lands.
- / The proposal makes efficient use of the existing and planned public transportation along Scott Street to encourage transit use.
- / The proposal makes efficient use of the existing bicycle and pedestrian networks along the Trans Canada Trail to encourage active modes of transportation.

4. It respects the character of existing areas

- / The low-density scale of the proposed developments is compatible with the character of the existing areas to the south.
- / The proposed expanded pedestrian network provides a 'greenway' pedestrian extension to three (3) streets; Hinchey Avenue; Carruthers Avenue and Stonehurst Avenue. The greenway connections would improve pedestrian and bicycle connections to the NCC's riverfront lands, while respecting the character of the existing areas.

5. The proposal considers adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice

- / The proposed development helps to achieve a more compact urban form by developing within the built-up area.
- / The proposed street network and dedicated parkland contribute to the achievement of a complete community by meeting the needs of pedestrians, fostering social interaction and facilitating active transportation and connectivity.

Section 4.11 – Urban Design and Compatibility

Compatibility of scale and use requires a careful design response that appropriately addresses impacts generated by infill or intensification. Section 4.11 provides criteria that can be used to objectively evaluate the compatibility of infill or intensification.

The proposed development meets the compatibility objectives established in Section 4.11 in the following ways:

- / **Amenity Areas:** The inclusion of a proposed park space on the eastern periphery of the subject lands, ensures that an outdoor green space is provided for the community at large. The introduction of this green space also ensures a linear connection between Laroche Park to the south of the subject lands and the NCC owned parklands to the north. The proposed park space therefore provides greater connectivity between existing amenity areas and destinations.

- / **Parking:** The proposed developments will provide parking to serve the intended use, with no anticipated spillover onto public streets
- / **Microclimate:** No significant microclimate impacts are anticipated as a result of the proposed development.
- / **Lighting:** Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no significant impacts on adjacent properties.
- / **Sunlight:** The proposed developments are not anticipated to have significant shadow impacts on surrounding properties.
- / **Supporting Neighbourhood Services:** The existing and planned transit along Scott Street provides convenient access to Ottawa's Central Area. There is one (1) primary school within approximately one (1) kilometre of the proposed development. The area is well served by parks, including the Ottawa River Parkway directly to the north and Laroche Park to the south. A community centre, as well as a sports arena is also located in close proximity to the subject lands and part of Laroche Park.

The proposed application is consistent with policies 2.5.1 and 4.11 of the Official Plan.

4.3 Official Plan Amendment (OPA) 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013. The amendment was approved by the Ministry of Municipal Affairs and Housing (MMAH) in April 2014, with appeals. For the purposes of this Planning Rationale, the policies of the City of Ottawa Official Plan (2003, as amended) have been reviewed and analyzed for the proposed development, as discussed above. In addition, the new policies of OPA 150 which are relevant to the proposed development have been taken into consideration, although they remain under appeal and not in full force and effect.

A pre-hearing held in early 2018 resolved several outstanding appeals, bringing into full force and effect some policies of OPA 150. Other policies remain under appeal at the time of application submission.

New design criteria are also incorporated into the revised policies of Section 4.11, many of which relate to high-rise buildings. None of the changes have an impact on the proposed developments.

The proposed development conforms to the policy revisions proposed through OPA 150.

4.4 Scott Street Secondary Plan

In 2015, City of Ottawa Council approved the Scott Street Secondary Plan and Community Design Plan to help guide the development of the Scott Street area. The policies of the Secondary Plan are based on the Community Design Plan (CDP) for Scott Street, translating many key aspects of the CDP into statutory policy. The purpose of the Secondary Plan is to direct greater intensification to certain areas while maintaining the low-rise character in other areas. The Neighbourhood Line provides a clear distinction between the low-rise areas of the communities and the other areas within the Secondary Plan that are anticipated to undergo significant change.

The Mechanicsville neighbourhood is noted as being one of the city's most eclectic neighbourhoods, providing a range of housing choices from detached dwellings to high-rise apartments. In addition to these residential uses, the area includes a range of other uses such as: place of worship, small-scale commercial uses, and parks and open space (Laroche Park). The Secondary Plan notes there are strategic sites for redevelopment and a number of opportunities to improve the neighbourhood for existing and future residents. The provision of the Neighbourhood Line is employed to stabilize the centre core of this neighbourhood and appropriately direct varying degrees of intensification to the northern and western edges of the area.



Figure 12: Snapshot of Schedule A – Land Use (Scott Street Secondary Plan)

The Scott Street Secondary Plan designates the entire NCC parcel as **Open Space – Existing** as shown on Schedule A. Curiously, the 0.45-hectare square-shaped parcel designated General Urban Area in the Official Plan is designated Open Space in the Scott Street Secondary Plan. This discrepancy is also consistent with the existing R5 zoning for these lands. The Scott Street Secondary Plan also includes the existing Indonesian Embassy, which neighbours the subject lands, as **Open Space**.

The **Open Space** designation identifies areas that are existing open space areas and generally allow the range of uses permitted in the **Major Open Space** designation of the City's Official Plan.

The Secondary Plan promotes improved mobility and connectivity to the City's sidewalks and multi-use pathway system as a means to expand cycling and walking facilities. The Secondary Plan further states that the City of Ottawa will work with the NCC to enhance the north/south greenway between the Ottawa River and the GDP area.

As discussed, the permitted uses within the Secondary Plan's **Open Space** designation is quite broad and the subject lands zoning designation allows multiple permitted institutional uses. Generally, the range of uses permitted are similar to those in the **Major Open Space** designation of the City's Official Plan. The existing designation, as defined in the Secondary Plan, does not explicitly capture the proposed use (diplomatic mission and office) as one that is permitted. As such, the Secondary Plan Amendment application seeks to maintain the **Open Space** designation on the subject lands, while adding a site-specific exception which would allow the development of embassies (diplomatic missions with associated office use).

As demonstrated earlier in this report, a range of permitted uses including City of Ottawa Fire Stations, the Canadian Geographic Offices, numerous privately-operated restaurant establishments and the Embassy of the United States of America are found within the Major Open Space Designation in the City's

Official Plan. Given that the proposed uses are similar in character to these permitted uses and is also identified in the Scott Street Community Design Plan (as outlined in Section 4.5 below), the Open Space designation as defined in the Secondary Plan is appropriate for the proposed development. Furthermore, this would ensure that the lands generally remain as open space with a low-density use that encourages a complete community, active transportation and a connection to the NCC owned parklands to the north. The proposed expanded pedestrian network also provides a 'greenway' pedestrian extension to three (3) streets; Hinchey Avenue; Carruthers Avenue and Stonehurst Avenue, which is consistent with what is envisioned in the Scott Street Secondary Plan as shown on Schedule A (Figure 11).

Overall, the amendment seeks to introduce low-intensity uses with a proposed publicly accessible open space which respects the character of the existing areas, while maintaining accessibility to valuable parklands along the Ottawa River.

4.5 Scott Street Community Design Plan (CDP)

The Scott Street Community Design Plan (CDP) was prepared in conjunction with the Scott Street Secondary Plan to help guide future change in the area surrounding the Tunney's Pasture Transit Station. In addition to guiding private development, the CDP also includes important public initiatives that will improve the area and support intensification.



Figure 13: Snapshot of the Scott Street CDP Demonstration Plan

The Overall Demonstration Plan identifies the subject property as NCC lands and identifies two green corridors connecting Burnside Avenue to the Sir John A. MacDonald Parkway. It also provides further detail on how the subject lands could be developed over time with Open Space/Park uses on an approximate 0.6-hectare parcel of land north of Burnside Avenue. These lands, identified as the Laroche Park extension, would improve connections to the river and would be comprised of mostly landscaped green space and pathways with benches.

The Proposed Height Map in the CDP does not attribute any building heights to the subject properties.

The majority of the subject lands are identified as **Capital Function** in the CDP's Proposed Land Use Plan as shown in the figure below. Although the proposed functions of "Capital Function" lands are not explicitly defined in the CDP, the CDP contemplates future embassies as a land use for the subject lands, as described in Section 4.4.2 of the Plan. Specifically, the CDP states:

The pathways will help define parcels **for future embassies** or **other development** and ensure such uses do not create a barrier to the riverfront. Until development occurs, the NCC should be encouraged to make their lands publicly accessible by removing the fence along the south edge.

The easternmost portion of the subject lands are designated for **NCC Open Space**, as shown in the figure below.



Figure 14: Snapshot of the Scott Street CDP Proposed Land Use Plan

The CDP sets out a strong vision with respect to connectivity, open space and street network. The recommended Street and Laneway Network includes one new local street linking the terminus of Hinchey Avenue to Forward Avenue, which could be built when the NCC lands are developed, as shown in Figure 13.

In addition to expanding the street network, the CDP includes an expanded Pedestrian and Cycling Network with potential connections through NCC lands to the Sir John A. MacDonald Parkway as shown below. These potential connections are reflected in the Public Realm Plan, which includes a number of initiatives to create tree-lined multi-use pathways to and from the transit station and between Scott Street and the riverfront. The

Proposed Public Realm Plan identifies pathways extending from Hinchey and Carruthers to the Sir John A. MacDonald Parkway and the extension of Laroche Park at the north side of Burnside on NCC lands.



Figure 15: Snapshot of model of Apartment Neighbourhood Area in the Scott Street CDP

The proposed development is compliant with the Community Design Plan. The proposed embassies are a “Capital Function” land use, and this type of development is clearly contemplated by the CDP for the majority of the subject lands. The proposed open space parcel fulfills its intended function as a connector between Laroche Park and the open space along the Ottawa River. The redevelopment of the subject lands also advances the connectivity and open space goals of the CDP by creating new, green pedestrian/active transportation connections from the Mechanicsville neighbourhood to a new pathway along the Sir John A. Macdonald Parkway. Existing barriers to movement, including the existing fence, would be removed as part of future development.



Figure 16: Snapshot of Aerial Plan showing development on NCC lands.

4.6 Comprehensive Zoning By-law 2008-250

Existing Zoning

As illustrated on Figure 15, the subject lands are zoned: Residential Fifth Density, Subzone B, Maximum Building Height 37 (R5B H(37)) and Parks and Open Space Zone, Subzone L, Exception 310, with a 'holding' (O1L[310]-h) in the City of Ottawa's Comprehensive Zoning By-law (2008-250). While the majority of the lands are zoned O1L, a square shaped 0.46-hectare parcel of is zoned R5, a zoning that permits high-rise residential uses (approximately 12 storeys). The entire area is covered by the Mature Neighbourhood Overlay.

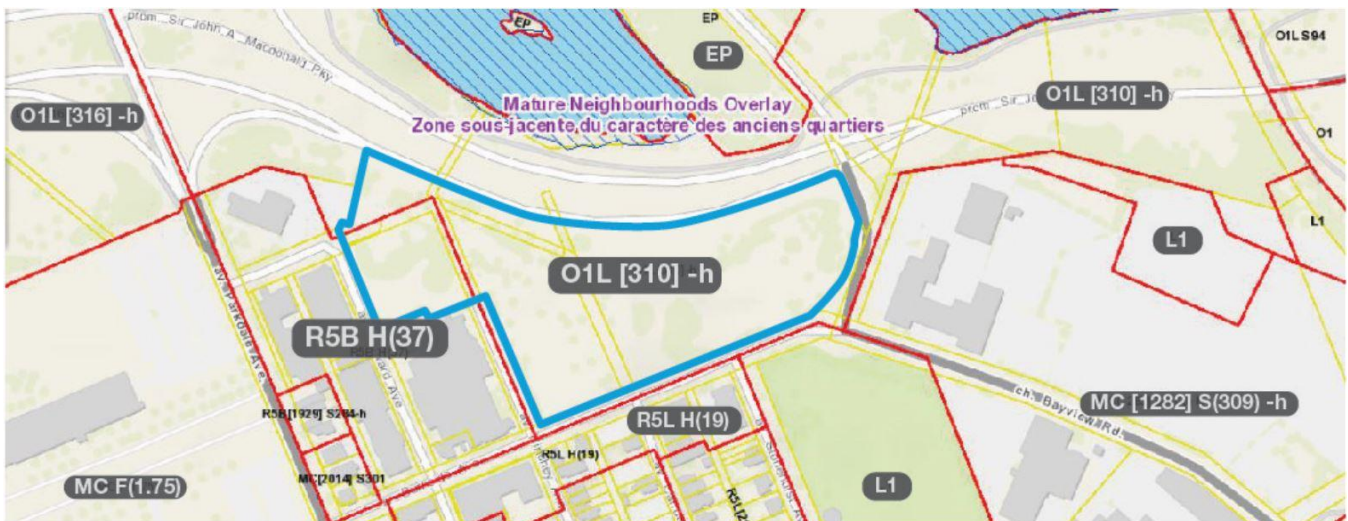


Figure 17: Snapshot from GeoOttawa showing the existing zoning

The purpose of the **Parks and Open Space Zone** is to permit parks, open space and related compatible uses in areas designated Major Open Space, among others. The existing zoning is meant to ensure that the range of permitted uses and applicable regulations are in keeping with the low scale, low intensity open space nature of the lands.

In the O1 Zone and L Subzone, the following uses are permitted:

- / Environmental preserve and education area;
- / Park;
- / Urban agriculture; and
- / Marine Facility.

In addition to the above permitted uses, the site-specific exception [310] permits the following additional uses:

- / Cemetery;
- / Community centre;
- / Community health and resource centre;
- / Court house;
- / Retirement home;
- / Place of worship and dwelling unit;
- / Emergency service;
- / Residential care facility;
- / Hospital and ancillary dwelling units;
- / Correctional facility;
- / Municipal service centre;
- / Storage yard limited to a municipal yard;
- / Recreational and athletic facility;
- / School;
- / Post-secondary educational institution and ancillary dwelling units; and
- / Utility installation.

Exception 310 also contains the following site-specific provisions:

- / Holding symbol which applies only to the additional permitted uses may only be removed upon completion of the secondary planning process;
- / In case of municipal service centre, no parking is required but if parking is provided parking must be located in garage, carport or any open space on the lot;
- / In case of a storage yard limited to a municipal yard:
 - a) yard must be wholly or partly within completely enclosed building, and use must not become obnoxious, offensive or dangerous by reason of presence or emission of odour, dust, smoke, noise, gas fumes, vibrations, radiation, refuse matter or water carried waste;
 - b) any operation, except employee parking, carried on outside building must be completely enclosed by opaque or translucent screen having height of not less than 1.8 m, and such exterior operations must not be carried on in that part of front yard situated between main wall of building and front lot line; and,
- / In case of a utility installation, no goods, materials or equipment may be stored in open, and no operations may be carried on which cause dust, smoke, noise or odour likely to be offensive to persons.

Interestingly, Exception [310] allows for additional uses that are not characteristic of the **Major Open Space** or **Open Space** designation in the Official Plan and Secondary Plan. Some high-intensity or non-compatible (to

surrounding residential uses) uses are listed. It should be noted a 'dwelling unit' is permitted, however, 'office' is not a permitted use in Exception 310.

An approximate 0.45-hectare parcel of land is zoned R5B H(37) in the City's comprehensive Zoning By-law (2008-250). The purpose of the R5 Zone is to allow a wide mix of residential building forms ranging from detached to high-rise apartment buildings in areas designated **General Urban Area** in the Official Plan. In addition, ancillary uses and limited commercial uses are also permitted in the R5 Zone.

In the R5 Zone the following uses are permitted:

- | | |
|--------------------------------------|-------------------------------|
| / apartment dwelling, low rise; | / residential care facility; |
| / apartment dwelling, mid-high rise; | / retirement home, converted; |
| / bed and breakfast; | / retirement home; |
| / detached dwelling; | / rooming house, converted; |
| / diplomatic missions ; | / rooming house; |
| / duplex dwelling; | / secondary dwelling unit; |
| / dwelling unit; | / semi-detached dwelling; |
| / group home; | / shelter; |
| / home-based business; | / stacked dwelling; |
| / home-based daycare; | / three-unit dwelling; |
| / linked-detached dwelling; | / townhouse dwelling; and |
| / park; | / urban agriculture. |
| / planned unit development; | |

In addition to the above permitted uses, the R5B Zone permits several conditional uses and zone provisions specific to these permitted uses. Residential uses, such as low, mid- and high-rise apartments are subject to their own distinct provisions which are further specified in the City of Ottawa Zoning By-law. Given the size and shape of the **R5B** zoned parcel, a high-rise apartment (approximately 12 storeys) is permitted and could be developed on these lands. The existing high-rise context, its proximity to Light Rail Transit (Tunney's Pasture LRT Station) and recreational activities along the Ottawa River would allow this site to be developed for higher density residential uses.

Proposed Zoning By-law Amendment

In the City of Ottawa Zoning By-law, a **diplomatic mission** is defined as a "residential use building of the accredited head or member of the diplomatic mission of a recognized foreign or Commonwealth state having diplomatic or official status in Canada," and may include: (By-law 2015-190)

- / an **office accessory** to and in conjunction with the diplomatic residence; and
- / a **security hut**. (mission diplomatique).

Although the R5B zone permits diplomatic mission uses, the Zoning By-law Amendment proposes to add "office" as a permitted use, with a residence accessory to and in conjunction with the diplomatic mission. Therefore, the existing zoning does not fully represent the proposed use. Given the above, it is Fotenn's recommendation that the **office** use be added as a permitted use within both zones (R5B and O1L). As such, the Zoning By-law Amendment application is two-fold.

Within the portion of the subject lands which are zoned O1L[310]-h, the Amendment seeks to:

- / Lift the holding zone;

-
- / Remove all permitted uses within exception 310; and
 - / Create a new exception exclusively permitting **diplomatic missions** and **office** uses.

Within the portion of the subject lands which are zoned R5B H(37), the Amendment seeks to:

- / Add **office** use as a permitted use.

Generally, by proposing these additional uses the relief from the By-law is minor in nature. As discussed above, Exception 310 allows for non-compatible uses that are not characteristic of the Major Open Space or Open Space designation in the Official Plan and Secondary Plan. These include a 'correctional facility', 'emergency service' and 'post-secondary educational institution.' It is important to note that this office space would have a much lower impact than some of the permitted high-intensity uses such as a correctional facility or post-secondary educational institution.

5.0 CONCLUSIONS

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

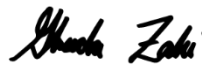
- / The proposed development is consistent with the PPS which promotes efficient development of serviced, underutilized lands located within settlement areas. The redevelopment of the site will add density in a location that is well-served with current and proposed transit as well as active transportation networks.
- / The proposed development conforms to the Official Plan in terms of the use proposed. In accordance with the Official Plan, the development proposes to intensify an underutilized site.
- / The proposed concept generally conforms to the Scott Street Secondary Plan and advances key objectives within the Open Space designation through the extension of a pedestrian network and the introduction of a park space.
- / The proposed development conforms to the Scott Street CDP and advances objectives for compatible intensification at a key site with redevelopment potential while maintaining the park space as outlined in the CDP.
- / The proposed development generally complies with the City of Ottawa Zoning By-law by proposing the diplomatic mission and office use.

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels. It optimizes the use of serviced lands within the existing Urban Boundary by adding significant residential intensification of a site in close proximity to transit, active transportation networks, and other public services.

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



Matthew McElligott, MCIP RPP
Principal, Planning and Policy



Ghada Zaki
Planner