

# Planning Rationale Addendum

## Stillwater Station Master Plan

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March 10, 2022

**Ms. Laurel McCreight**

Planner II, Development Review, West  
Planning, Real Estate and Economic Development Department  
City of Ottawa  
110 Laurier Avenue West  
Ottawa, ON K1P 1J1

Via Email: [laurel.mccreight@ottawa.ca](mailto:laurel.mccreight@ottawa.ca)

**RE: Planning Rationale Addendum  
Stillwater Station Master Plan  
1987 Robertson Road, Ottawa**

Dear Ms. McCreight,

The following Planning Rationale Addendum has been prepared in response to the first round review comments dated January 4, 2022 for the Official Plan Amendment and Zoning By-law Amendment (D01-01-21-0021 and D02-02-21-0120) applications submitted for the Stillwater Station Master Plan and 1987 Robertson Road in the City of Ottawa.

First, I would like to address Planning and Urban Design comment 5 which sought additional rationale for the proposed height and density at the subject property. In Fotenn's opinion, the proposed development is an appropriate and reasonable development proposal for several reasons. These include:

### The Subject Property is Within a Target Area for Intensification

Target Areas for Intensification are defined in Policy 2.2.2(3) Official Plan as the Central Area, Mixed Use Centres, Mainstreets, and Town Centres. Mainstreets include Robertson Road (an Arterial Mainstreet on Schedule B of the Official Plan) and policy 3.6.3(3) states that the Arterial Mainstreet Designation generally applies to the whole of those properties fronting on the road however for deep lots, the designations will generally be limited to a depth of 400 metres for an Arterial Mainstreet.

The subject property's current road frontage and front yard is Robertson Road and it is therefore designated Arterial Mainstreet in the Official Plan. The entirety of the subject property is located within 600 metres of Robertson Road, with approximately half of the property within the 400-metre buffer.

**The intent of the 400 metre limit is to avoid too much density being located within established neighbourhoods, and far from the Mainstreet Corridor. In the case of the subject property, the lands about the Greenbelt to the north, and the more sensitive lands are actually located closer to the Mainstreet, in the form of the Bellwood Estates community.**

**The proposed density will help the City of Ottawa achieve its strategic directions set out in the Official Plan by intensifying an underutilized development parcel in the existing built-up area, within a Target Area for Intensification where people will be able to walk and cycle to services, amenities, and employment opportunities. The development proposes a compact and efficient development form and is focused on creating a liveable community with a new public park, significant additional greenspaces, and excellent connectivity to the surrounding areas.**

**The proposed development also advances several of the City's "Big Moves" as published for the new Official Plan. This includes the creation of 15-minute communities where people can meet most of their daily needs within a 15-minute walk of their home. Bells Corners has a number of existing amenities and is fortunate to have excellent connectivity to the National Capital Commission's Greenbelt on all sides. The proposed development will inject new housing into the community in a compatible and sensitive way to further enhance the existing benefits of the community, adding greenspace and new connections.**

## The Proposed Development is Compatible with the Adjacent Development

As discussed in the Stillwater Station Master Plan dated October, 2021, the proposed development achieves the urban design objectives of the City as defined in Section 2.5.1 of the Official Plan, and is compatible, as assessed using the compatibility criteria of Section 4.11 of the Official Plan.

Compatibility, including transition to adjacent low-rise areas, will continue to be evaluated in the future through Site Plan Control applications that will be required for each phase of the development. These will provide significantly more detail on the building and site design for each of the blocks to ensure that the proposed developments are compatible with their surroundings, and reflect the urban design principles and guidelines established in the Official Plan and other Council-approved documents.

## The Proposed Development Conforms to the Policies of Section 2.2

Policy 14 of Section 2.2.2 notes that permitted building heights within each of the land use designations of the Official Plan are established in the land use policies of Section 3, and the following policies of Section 2.2.2. The policy notes that Secondary Plan may specify greater or lesser building heights than those established in Section 3 where those heights are consistent with the strategic directions of Section 2.

**Section 3 designates the subject lands as “Arterial Mainstreet” and “Urban Employment Area” on Schedule B of the Official Plan. Within the Urban Employment Area, the policies of Section 3 do not establish a maximum building height. Per policy 12 of Section 3, building heights up to 9 storeys are permitted as-of-right on Arterial Mainstreets, with high-rise buildings (up to 30 storeys) permitted at specific nodes. The policy notes that a Secondary Plan may specify alternative building heights.**

**The proposed development proposes heights greater than those in Section 3. The greater heights are consistent with the strategic directions of Section 2 in the following ways:**

Strategic Direction	Discussion
<b>Patterns of Growth</b>	<p>Ottawa’s population is projected to grow by up to 30 percent by 2031. At the same time, it is anticipated that the number of people per household will decline resulting in the need for approximately 145,000 new homes in Ottawa by 2031. One third of housing growth is anticipated to occur within the Greenbelt with much of the demand for new housing being in the form of smaller units such as apartments.</p> <p>The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. In other words, the City is striving to create complete communities in which residents do not need to drive for everyday activities and where jobs, shopping, recreation and social activities lie within walking or cycling distance.</p> <p>The Official Plan seeks to manage growth within Ottawa, including the urban area and village boundaries, managing intensification, and employment area policies. It is proposed that 90% of the City’s growth in population, jobs, and housing is proposed to be accommodated within the urban boundary to best utilize existing facilities and services and ensures that new development can be provided with urban facilities and services in the most efficient manner possible.</p> <p><b>The proposed development will help the City to achieve the target for 90% of growth to occur within the existing urban boundary by developing a currently under-utilized, largely vacant property within an existing community. While Bells Corners already offers services, greenspace, schools, employment opportunities, and amenities in proximity to residential, the proposed development will diversify the housing offerings in a form desired by the City (i.e. apartments) within the community and further support Bells Corners as a complete community.</b></p>
<b>Managing Growth</b>	<p>The Official Plan supports intensification throughout the urban area where there are opportunities to accommodate more jobs and housing and increase transit use. Intensification is directed to Target</p>

Strategic Direction	Discussion
	<p>Areas for Intensification which have the potential to develop at moderate to high densities in a compact form.</p> <p><b>The proposed development represents intensification as defined by Policy 1 of Section 2.2.2. As discussed above, Arterial Mainstreets such as Robertson Road, are Target Areas for Intensification as defined by policy 3 of Section 2.2.2.</b></p> <p>Policy 10 of Section 2.2.2 notes that intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met. Denser development, that often means taller buildings, should be located in areas that support the Rapid Transit and Transit Priority networks and in areas with a mix of uses. Building heights and densities for different areas may be established through the Official Plan or a Secondary Plan and will be implemented through zoning.</p> <p>Policy 11 of Section 2.2.2 states that the distribution of appropriate building heights will be determined by the location in a target area for intensification or by proximity to a rapid transit station or transit priority corridor. While the greatest density and tallest buildings are to be located closest to the station or corridor, the distribution of heights must also account for the design and compatibility of the development the surrounding context and planned function.</p> <p><b>The proposed development is located in an area that supports rapid transit. Robertson Road is a transit priority corridor and the proposed development will provide direct active transportation links to Robertson Road.</b></p> <p><b>The site is also located approximately 1.5 kilometres from the Moodie LRT station but is the closest potential development site south of the station given its location adjacent to a freeway and in the Greenbelt. Current transit routes provide direct connections between the subject property at the LRT station along Moodie Drive with 15-minute headways in the peak hours. As the LRT comes into service, it's expected that additional routes will provide connections along Moodie to the terminus station.</b></p> <p><b>Further to this, the proposed development has explored opportunities to provide a bus connection direct from the site to the LRT station. This has been accounted for in the design of the proposed development and will be further established through a future Plan of Subdivision application.</b></p> <p>As noted above, policy 14 allows Secondary Plans to consider greater building heights than those permitted in Section 3. Policy 16 notes that the location of high-rise buildings is influenced by the need to provide an adequate separation distance from other existing and potential future high-rise buildings. Finally, Policy 17 states that where an Official Plan Amendment seeks to increase building heights that are established in Section 3, the application must demonstrate:</p> <ul style="list-style-type: none"> <li>/ the impacts on the surrounding area (e.g. the community design plan study area) have been assessed comprehensively;</li> <li>/ the direction in policy 10 above is met (regarding intensification focused on transit);</li> <li>/ the requirements of Section 2.5.6 where the proposal involves a High-Rise or High-Rise 31+ building; and</li> <li>/ an identified community amenity is provided.</li> </ul> <p><b>The Master Plan submitted in October 2021 presented the comprehensive assessment of the surrounding area and the impacts of the proposed development and per the requirements of Section 2.5.6 with regards to high-rise buildings. As discussed above, the site is within proximity to both rapid transit (Moodie Station) and a transit priority corridor per policy 10. The proposed development will</b></p>

Strategic Direction	Discussion
	<p><b>provide community amenities in the form of a new public park, multi-use pathways, and greenspace within the new development. The proposed development will provide community amenities in the form of a new public park, multi-use pathways, and greenspace within the new development.</b></p>
<p><b>Providing Infrastructure</b></p>	<p>Policies regarding the provision on infrastructure to support intensification include supporting the creation of complete streets with facilities for all modes, promotion of active transportation, and support for transit.</p> <p><b>The proposed development proposes a series of new complete streets and active transportation connections through the development area and will provide connections for residents to the mainstreet and to other areas of Bells Corners. As the network continues to evolve over time, these connections will be part of a broader network to connect destinations within and around the community.</b></p> <p><b>With regards to servicing, the proposed development makes use of existing sewers and servicing connections that are within the built-up area and which have sufficient capacity to accommodate the proposed development.</b></p>
<p><b>Maintaining Environmental Integrity</b></p>	<p>The Official Plan seeks to reduce greenhouse gas emissions (GHG) in the development and building sector by promoting compact urban form and an energy efficient pattern and mix of land uses through the managing growth strategic direction, encouraging energy efficient and sustainable site and building design through subdivision and site plan approval, and facilitating and encouraging use of renewable sources in development. In terms of transportation, the City provide opportunities for the use of energy efficient transportation modes to increase walking, cycling and transit, establishing aggressive modal split targets and transportation demand management programs, and supporting the rapid transit network through intensification near transit stations.</p> <p>Beyond reducing GHGs, the Official Plan seeks to protect natural features and functions, the groundwater, and greenspaces.</p> <p><b>The proposed development advances several objectives of the Official Plan, specifically with regards to a compact built form and efficient site layout, and the creation of active transportation connections and connections to rapid transit. The proposed development also protects the Stillwater Creek corridor and will open this area up to residents for enjoyment, while maintaining its natural function.</b></p>
<p><b>Building Liveable Communities</b></p>	<p>The City seeks to create liveable communities built on the basis of good housing, employment, ample greenspace, a sense of history and culture but also by focusing on community design. Section 2.5.1 of the Official Plan provides objectives and policies for achieving compatibility between form and function when introducing new development into existing areas. This Section is discussed in detail in the original Master Plan submission dated October 2021, concluding that the proposed development is compatible with the surroundings and advances the City’s urban design objectives.</p> <p><b>The proposal also includes a new public park, intended to provide parkland for new and existing residents north of Robertson Road, where no public park currently exists. The public parkland will be complimented by a network of greenspaces within the development that will be privately maintained but provide access through the site for residents and visitors to the site.</b></p>

### The Site is a Major Underutilized Parcel within the Settlement Area

The subject property has an area of nearly 8 hectares that is serviced, in proximity to existing amenities, and can be intensified with a new compact, mixed-use development. The new residents will support existing services and amenities within Bells Corners and will bring additional amenities, like a new public park, to the area. The proposed development will

advance the City's objectives to manage growth through intensification while also creating a liveable community where people are able to walk, cycle, and take transit for most of their daily trips.

### The Site is the Most Significant Opportunity for New Development and Intensification in Proximity to the Moodie LRT Station

The subject property is located approximately 1.5 kilometres from Moodie Station. Moodie Station is the planned western terminus station of the Stage 2 LRT system, currently under construction. Moodie Station is also located immediately adjacent to a limited access freeway, and within the National Capital Commission's Greenbelt. As a result, there is little to no opportunity new development or intensification in proximity to the transit station. The southwest corner of Crystal Beach is the only residential area within 600 metres of the transit station with the balance of the lands being freeway onramps and Greenbelt lands.

The proposed development provides direct access to the station via Moodie Drive. Existing bus routes provide 15-minute headways during the peak periods and direct connections to the station, which are only expected to improve as transit service is revised once the LRT is in-service and after the COVID-19 pandemic.

Stillwater Station Ltd. has also been exploring opportunities to provide bus service within the proposed development and the Concept Plan anticipates buses looping through the site and providing direct service for residents to Moodie Station. The details of this sort of service would be further explored through future applications but is the intention to ensure that people are able to easily access Moodie Station in the future.

I would also like to address Planning and Urban Design Comment 6 which relates to Section 37 for the lands. Our calculation is as follows:

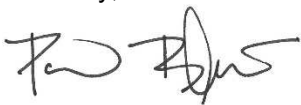
<b>Current Zoning</b>	Business Park Industrial Subzone 2 (IP2)
<b>Maximum Floor Space Index (FSI)</b>	2.0
<b>Site Area</b>	95,882 square metres
<b>As-of-Right Developable Area (2 x Site Area)</b>	191,764 square metres
<b>Efficiency Deduction (17% per S.37 Guideline)</b>	N/A per FSI*
<b>Total As-of-Right Gross Floor Area</b>	191,764 square metres
<b>Proposed Gross Floor Area</b>	173,194 square metres
<b>Increase (Decrease) of Gross Floor Area</b>	(18,570 square metres)

\*Floor Space Index (FSI) is defined as "the ratio of the gross floor area of a building to the total area of the lot on which the building is located". As a result, there is no efficiency deduction to determine gross floor area.

**Per the City's Section 37 Guidelines, Section 37 is only triggered when the proposed gross floor area exceeds the as-of-right density by more than 25%. As shown above, the proposed development represents a 10% reduction in total gross floor area as compared to what is permitted as-of-right and therefore Section 37 does not apply.**

Should you have any questions, please don't hesitate to reach out to the undersigned at [black@fotenn.com](mailto:black@fotenn.com).

Sincerely,



Paul Black, MCIP RPP  
Associate