



# **OFFICIAL PLAN AMENDMENT ADDENDUM TO PLANNING RATIONALE**

**Parkway House - 2475 Regina Street**

**June 2023**



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## 1.0 Introduction

GBA Group “GBA” was retained by Windmill Development Group on behalf of Parkway House to prepare a Planning Rationale in support of a Zoning By-Law Amendment application for 2475 Regina Street. This application was submitted to the City on June 1 2022, and has progressed through the development review process to the point of proceeding to the Planning and Housing Committee. The purpose of the Planning Rationale was to assess the proposed zoning change to allow for the proposed development and ensure it is consistent with Provincial and Municipal policies and regulations. On May 26, 2023, City Staff advised that an Official Plan Amendment also would be required. This Planning Rationale Addendum has been prepared to respond to this request.

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

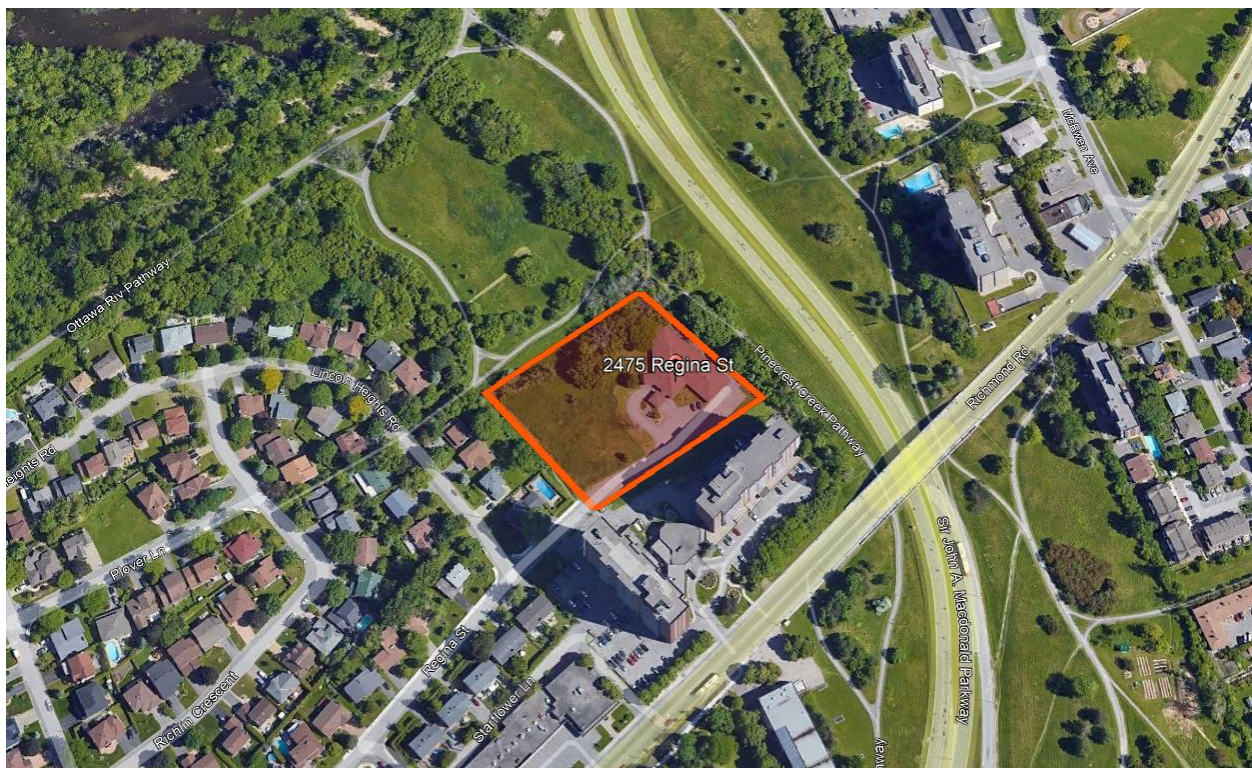


FIGURE 1 – LOCATION PLAN

## 2.0 Proposed Development

As noted in the initial Planning Rationale report submitted with the rezoning application, the subject site is the home of Parkway House that has been part of the neighbourhood for over 40 years. The facility is now in its stage in life that it has become uneconomical to maintain the building while caring for its residents. Every year the operating deficit is rising, and the time has

come to build a new building. Parkway House does not want to leave the site nor the neighbourhood so it has entered into a redevelopment agreement with Windmill Development Group to construct a new facility and establish an annuity that will cover the current deficit until the new building is constructed and an annuity going forward after the new facility is operational to ensure their continued operation. To accomplish this, in collaboration with Windmill Development Group, a rezoning application was filed to be followed by a Site Plan Control application to intensify the site given its proximity to Light Rail and adjacent high-rise buildings.

Parkway House with Windmill Development Group is proposing to demolish the existing one-storey facility and construct a new facility and a residential development consisting of three buildings. The proposed structures consist of: one seven-storey Cross-Laminated Timber building incorporating Parkway House on the ground floor and six stories of residential units above; one 16-storey building providing residential units likely for rental purposes; and one 28-storey building consisting of market value residential units.

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

The development is planned to be completed in two phases. The new Parkway House facility and residential building, the 16-storey tower and the western portion of the underground parking garage is to be constructed in the first phase while the existing Parkway House facility remains operational. The 28-storey tower and the eastern portion of the underground parking is planned as the second phase.

In support of the proposed development, the original Planning Rationale delved, in detail, into the community context and amenities, analyzed the planning framework and reports and studies were submitted related to urban design, environmental assessment, traffic impact and servicing. All of this data can be reviewed in the Planning Rationale for the Zoning Bylaw Amendment that can be reviewed on the City's Devapps website.

The next section will provide the rationale in support of an amendment to the Official Plan to create Area Specific Policies for the site.

### 3.0 Proposed Amendment to the Official Plan

As noted, City staff through the processing of the rezoning application determined that an Official Plan Amendment (OPA) would also be required to allow for the proposed development of the Parkway House site to include mid rise and high rise residential development. While GBA is of the view that the rezoning could have been processed without the need for an OPA, an application has been submitted to ensure that the proposal along with the rezoning could be

considered by Planning and Housing Committee and Council without a question being raised related to any need for an OPA given the sites location with an area designated Neighborhood with an prevailing direction that heights be predominately low profile.

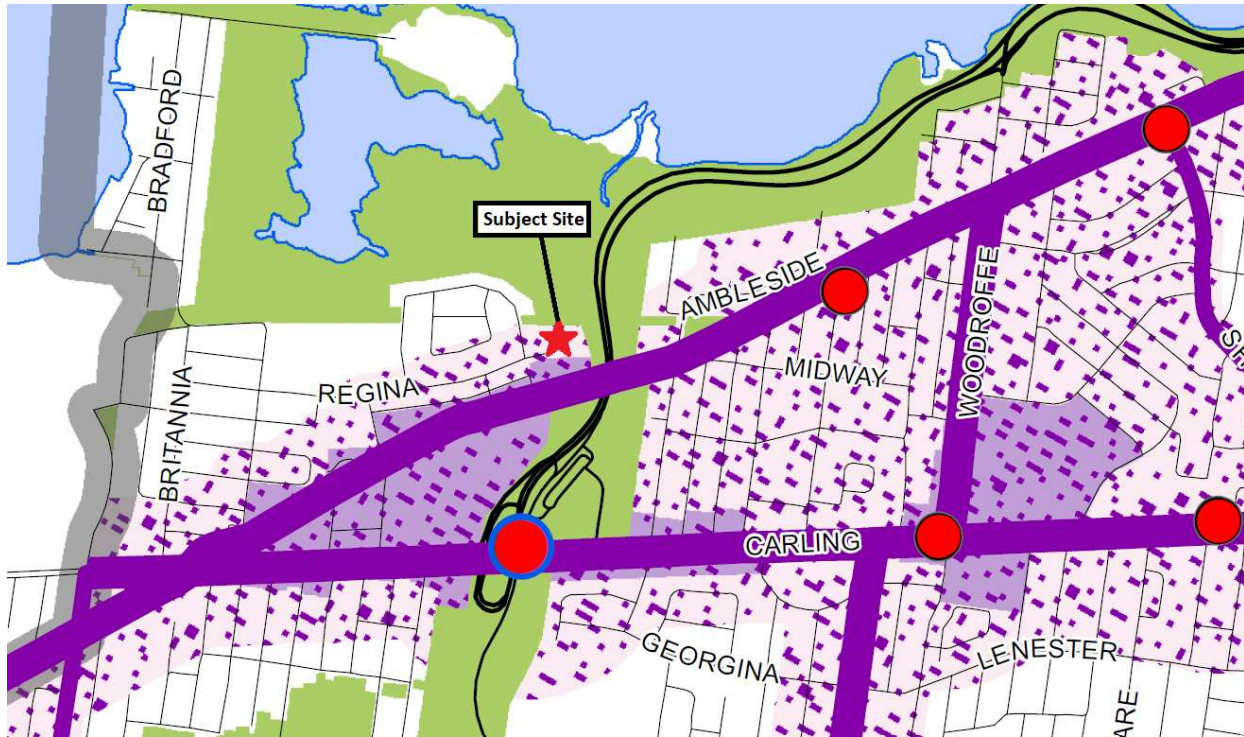


Figure 2 - OFFICIAL PLAN SCHEDULE B: INNER URBAN TRANSECT POLICY AREAS

By way of background and to restate the Official Plan policy framework applicable to the site, the Parkway House property is located within the “Inner Urban Transect” and is designated “Neighborhood” with an “Evolving Neighborhood Overlay”. Lands along Richmond Road immediately south of the Parkway House are designated Mainstreet Corridor with the area generally around the Lincoln Fields Transit Station (shown as a Transfer Station) being designated as a “Hub”.

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

Section 5.2 of the Official Plan as modified provides support for development of large sites into urban districts and encourages infilling of tower in the park sites. The existing towers on Regina Street abutting the south side of the Parkway House site and the concentration of high-rise apartments along the east side of the Kichi Zībī Mīkan in conjunction with the Parkway House

site can be considered a tower in the park site given the opportunity that exists for further infilling within what can be considered an existing high-rise node focused around the Lincoln Fields Light Rail Station.

Policy 3 in Section 5.2 specifically provides for the Inner Urban Transect to be planned for mid to high density development subject to a sites proximity to transit and limits that may be placed on sites associated with an underlying designation or that may be established through a Secondary Plan or site- specific policy and subject to assessments against the urban design policies in Section 4.6. The site- specific policy to provide for more intense and higher profile development for the site responds to the site's ability to achieve more intense development in walking distance of the Lincoln Fields LRT station.

In this regard, it is further noted that the specific policy direction set out for Neighborhoods in the Inner Urban Transect provides direction that sites/locations within walking distance of Hubs and Corridors accommodate residential growth to meet the growth management framework of the Official Plan as set out in Section 3.2 Table 3 and that the Zoning By-law implement the density thresholds that meets the built form requirements in Section 5.6.1 and that allows for and supports a variety of housing types. The proposed development meets this direction.

Section 3.2 is specially focused on setting out directions in support of intensification and while the most significant intensification is directed to Corridors and Hubs, direction is also provided to support more significant intensification within portions of neighborhoods (as highlighted above) within a short walk to Hubs and Corridors with Table 3b providing for targeting five percent of lots within neighborhoods for mid rise or taller buildings. The Parkway House site is located immediately north of the Richmond Mainstreet Corridor and the Lincoln Fields Hub around the Lincoln Fields Transit Station and will provide for achieving this target.

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

Section 6 of the Official Plan deals specifically with Urban Designations including areas designated Neighborhood. For Neighborhoods, the overarching direction is to provide for ongoing gradual integrated and sustainable and context sensitive development. Section 6.3.1 provides for building heights to be low rise but provides for higher rise development in areas already characterized by taller buildings such as the condition adjacent to the Parkway House

where there are currently high-rise apartments. Policy 3 in Section 6.3.1 provides further specific direction for proposals seeking more height and provides that such requests can be assessed through a Zoning By-law amendment without requiring an Official Plan amendment where a site is located where high-rise development exists. Policy 5 further provides for allowing higher densities and heights in areas close to rapid transit stations. The site specific policy formally recognizes that the site is consistent with these directions for higher profile development.



**Figure 3: PERSPECTIVE FROM PARKWAY FACING SOUTH**

Recently, City staff notified the applicant that an Official Plan Amendment is required in addition to the Zoning Bylaw Amendment for the development to proceed. Notwithstanding, staff has confirmed the appropriateness of a high-rise typology in the area given the overarching policy directions of the Official Plan. In this regard the Official Plan strengthens the emphasis for concentrating development and growth within the urban area and sets out directions for significant growth to be accommodated in key locations well supported by transit such as hubs and corridors. The Official Plan is focused on maintaining the core of established residential areas as predominately low profile while also recognizing that there are opportunities and locations where higher profile development can be considered. This includes locations in walking distance of Hubs and Corridors and in proximity to transit and identifies such areas as Evolving Areas of Neighborhoods. The Official Plan also provides for allowing high profile development in locations where there currently exists higher profile development.

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



rise development could proceed without an OPA. Staff however, determined that the limitation set out in the Official Plan related to building heights in neighborhoods being predominately low profile, and that high profile development was not located on lands designated neighborhood in the immediate area required a site specific OPA to allow for the proposed high profile development.

The Official Plan in Section 12, ‘Local Plans Subsection 12.3’, provides criteria to amend the Plan to create an area-specific policy. In support of amending the Official Plan to establish an area-specific policy for 2475 Regina Street, the following matrix has been established to respond to the criteria.

Table 1 – Criteria in Support in Area-Specific Policy

	12.3.1 Policy	Compliance
a)	Demonstration of conformity with applicable transect and overlay policies with respect to built form, other than building height	As was noted in the initial Planning Rationale submitted with the rezoning application and as again highlighted in this addendum, the proposal to allow for high rise development of the site aligns with the overarching directions of the Official Plan related to intensification, and various built form considerations including transitioning for high rise development of the site.
b)	The proposed type, scale and phasing of development of the site in its entirety is provided	The project is residential in nature consisting of three buildings. A seven-storey cross laminated building incorporating the new home for Parkway House and six residential stories above, a 16 storey residential building and a 28 storey residential building. The development will contain 510 units.  The project will be constructed in two phases with the first phase consisting of the seven-storey building and the 16 storey building.
c)	A plan for development that is consistent with all applicable urban design policies of Subsection 4.6, including provisions relating to the transition of the proposed built form on the development site to adjacent low-rise residential uses and a completed urban design brief and presentation for a focused design review	An urban design brief was prepared and included in the original Planning Rationale. A thoughtful built form was considered recognizing a transition from the low-rise housing to the west, a consideration of the existing high-rise residential development to the east on the opposite side of Kichi Zībī Mīkan, and a building placement mindful of the views from the high-rises to the south. To the north is open space transitioning down to the Ottawa River pedestrian and cycle pathways.





d)	<p>A description of how the development is supportive of and contributes to healthy and inclusive communities and walkable 15-minute neighbourhoods as per Subsection 2.2.4</p>	<p>The project is supportive and contributes to a healthy community and walkable 15-minute neighborhood as discussed in the initial planning rationale submitted for the rezoning.</p>
e)	<p>A description of access points and circulation for all modes of transportation, with priority given to pedestrians, cyclists and transit over private automobiles</p>	<p>The project has direct access to open spaces to the north that provide connection to the National Capital Commission pathways system and the City of Ottawa cycling and pedestrian networks. A Light Rail Station is within a 600m walk from the site that provides connection to the downtown and the expanded light rail system.</p> <p>Access will be provided through the site for use by the surrounding neighborhoods for year round access to the NCC pathway system leading to the LRT station, shortening the trip time considerably for area residents in the neighborhood.</p>
f)	<p>A housing approach that meets the intent of Subsection 4.2</p>	<p>The Project Team is currently working through the feasibility of the site to understand the proposed mix of residential rental versus condominium units. In the case of residential rental, the intention is to utilize the Canada Mortgage and Housing Corporation (CMHC) MLI Select financing program to incorporate affordable rental housing into the program. In the case of condominium units, the minimum intention is to provide affordable home ownership units subject to partnership with a group such as Trillium Housing or CMHC for a second mortgage program.</p> <p>A mix of unit sizes will be provided from three, two and one units and a small number of studio units.</p>
g)	<p>A landscape concept plan that demonstrates that the existing trees are retained and that incorporates the retention of existing trees into the development and new tree planting and meets the urban forest canopy cover policies in Subsection 4.8</p>	<p>There are a few trees on the site. A landscape plan has been prepared to meet City requirements and will be finalized through the Site Plan Control process.</p>



h)	Identification of locations, sizes and shapes of future parks	There are no future parks contemplated in proximity to the project. As noted above, landscaping will be provided on site. The project will be providing a cash-in-lieu of parkland payment to the City.
i)	Demonstration that, where a mid-rise building is proposed, that the site is located within 600 metre radius or 900 metres walking distance, whichever is greatest, of an existing or funded rapid transit station	There are no non-residential land uses on the property. A new Parkway House will be constructed in the first phase of the project and will be located in a mid rise development. The site is within 600 meters of the Lincoln Fields Transit Station.
j)	Demonstration that, where a High-rise building is proposed, that the site is within 300 metre radius or 400 metres walking distance, whichever is greatest, of an existing or funded rapid transit station, and of sufficient dimension to allow for a transition to abutting areas in built form massing	The proposed development is within 400 metres of a Light Rail Station. As noted in item c) an urban design brief was included in the original Planning Rationale and speaks to building form, massing and transitioning. This is discussed in detail in the initial Planning Rationale report.
k)	Where taller building height is proposed, demonstration that the proposed development adequately integrates in scale, size and consideration of proposed land uses, with the surrounding existing or planned land uses	Please refer to the rationale provided earlier in this Section for the policy that demonstrates the integration of the site with it's surrounding area.
l)	Demonstration that, where a mid-rise building is proposed, that the site is located within 600 metre radius or 900 metres walking distance, whichever is greatest, of an existing or funded rapid transit station	The proposed seven-storey building on the site is located within 600 metres of a Light Rail Station.
m)	Reduced private automobile ownership strategies to encourage new residents to use public transit, for example reduce parking areas, car-sharing	The project has deliberately reduced the number of vehicle parking spaces for the project given the proximity to the Light Rail Station. A one per unit provision for bike parking will be provided. Vehicle sharing spaces will be allotted for the project.



	services and transit pass subsidies	Details on these matters will be further developed through the site plan approval process.
n)	Demonstration that the development exceeds the large dwelling unit requirement and provides development types which contribute to missing middle housing in accordance with Subsection 3.2	The project will provide a variety of housing typologies including retaining the Parkway House on site as a Group Home for disabled adults, some studio and a variety of one, two and three bedroom units that will be made available as rental accommodation and condo ownership to provide a mixed residential community on site.

In summary, the establishment of a site-specific policy for the subject site will recognize that the Parkway House site is uniquely positioned with respect to its urban context relative to the overarching policy directions of the Official Plan. It is situated in an area where existing high profile development is located immediately to the south and across Kichi Zībī Mīkan to the east, it is adjacent to vast open space areas to the north and along the Kichi Zībī Mīkan and it is located within 400 m of the Lincoln Fields LRT Station. The site also is of a size that allows the proposed three building development to be arranged in a manner that will respond to transitioning requirements to the low profile neighborhood to the west and provide for integration of the site into the surrounding urban fabric.

#### 4.0 Public Engagement Strategy

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

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

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

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

The Project Team was notified by City Staff on May 26 2023 that an Official Plan Amendment was required to finalize the development review process.

A meeting took place with Councillor Kavanagh on June 23, 2023 to advise her of the need for the Official Plan Amendment near the end of the development review process.

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

## 5.0 Conclusion

The initial application and now this application for an OPA is more than a rezoning and an Official Plan Amendment of the Parkway House site to gain an appropriate density increase with high profile development given its geographic location in proximity to a Light Rail Station. The application is the means for Parkway House to remain on the site and in the neighbourhood which is familiar to its residents. It will provide a new modern facility for Parkway House replacing the quickly deteriorating current facility and guarantee its operation now and into the future.

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

The proposed Official Plan Amendment that staff has determined is required aligns well with the intentions of the Inner Urban Transect, Evolving Overly and Neighbourhood designation of the new Official Plan as it provides infill that maximizes residential density. It contributes to the goals of the Growth Management Framework for Neighbourhoods by increasing the density of the site and providing transit-supportive land uses within a 400-metre radius of the Light Rail Station. This development is already located in an area characterized by tall buildings to the east across the Kichi Zibī Mīkan and to the south and in GBA's view can be evaluated through only a Zoning Bylaw Amendment.

The Official Plan Amendment for the proposed development is seeking an area specific policy to accommodate the proposed development and in particular the proposed mid rise and high rise elements of the proposed project. This amendment, with the rezoning, will support the City's Official Plan policies for intensification.

June 2023

2475 Regina Street  
Planning Rationale



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

GBA would like to acknowledge the contribution of John Smit, RPP, to this report.

A handwritten signature in blue ink that reads 'J. Moser' followed by a period. The signature is written in a cursive style.

John Moser, MCIP, RPP  
COO and Vice President, Planning  
GBA Group