



## **176 Nepean Street and 293-307 Lisgar Street**

Planning Rationale and Urban Design Brief  
Zoning By-law Amendment + Site Plan Control  
November 6, 2020

# FOTENN

Prepared for Richcraft

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# 1.0 Introduction

This Planning Rationale and Design Brief has been prepared by Fotenn Consultants Inc. ('Fotenn') on behalf of Richcraft Group of Companies, in support of Zoning By-law Amendment and Site Plan Control applications for a high-rise residential development at 176 Nepean Street and 293-307 Lisgar Street ('the subject property') in the Centretown community of the City of Ottawa.

The intent of this Planning Rationale and Design Brief is to assess the proposed development against the applicable policy and regulatory framework and determine if the development is appropriate for the site and compatible with adjacent development and the surrounding community. This review also includes an analysis of how the proposed development achieves the City's applicable design guidelines, including appropriate transition and building height within the established Downtown core and in close proximity to higher-order transit.

## Site Context and Surrounding Area

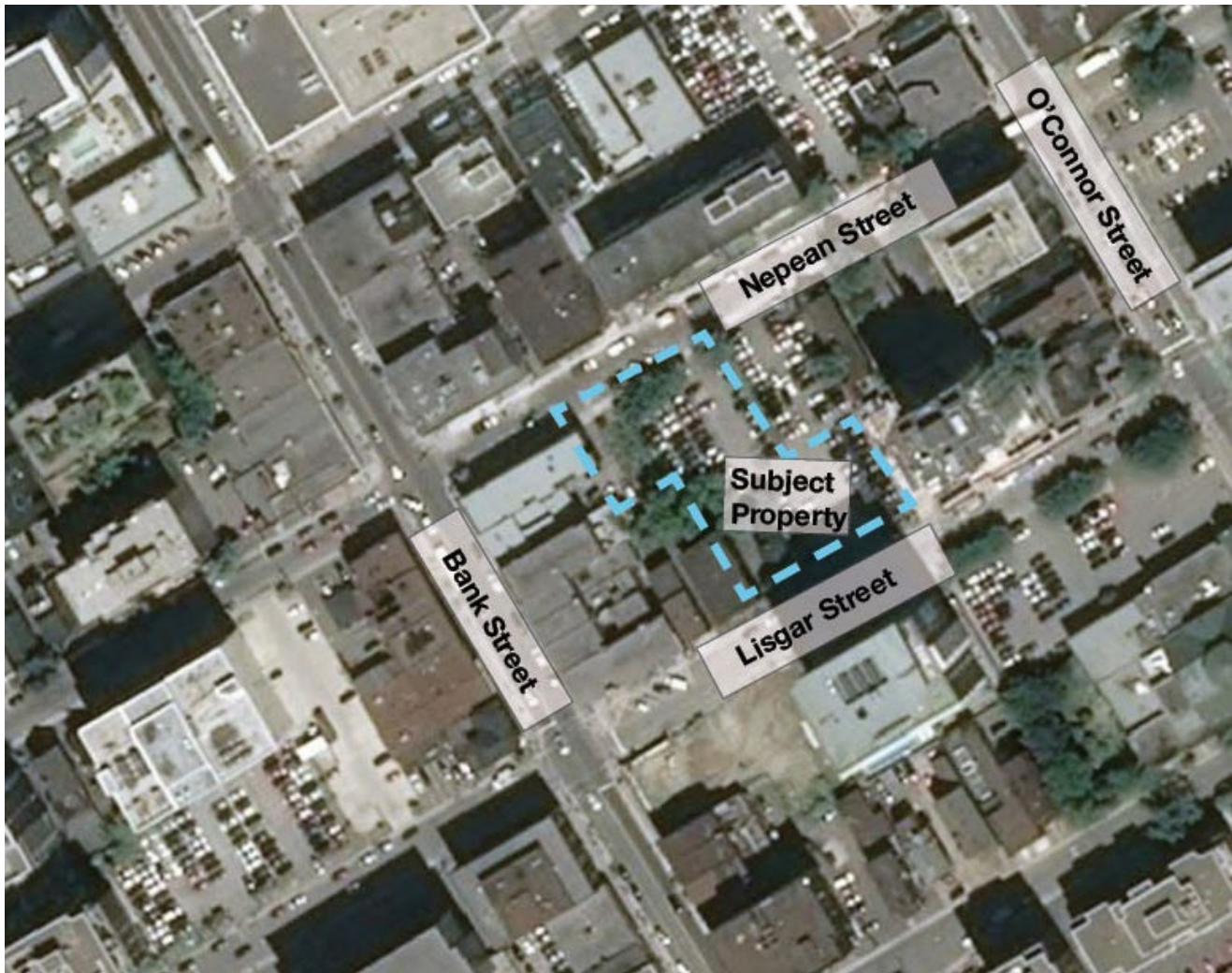


Figure 1: Location Map

### 2.1 Subject Property

The subject property is located on the north side of Lisgar Street between Bank Street to the west and O'Connor Street to the east in Somerset Ward (Ward 14). The subject property has frontage of approximately 50 metres along Lisgar Street and 41 metres along Nepean Street, a total depth of approximately 60 metres (30 metres to the centre of the block) and a total site area of approximately 2,800 square metres (Figure 1).

Along the Nepean Street frontage, the subject property currently displays the 'Off Bank' Community Garden, managed by the Centretown Citizens Community Association. Subject to a demolition control agreement, the Community Garden is temporary and will be removed as part of the redevelopment of the subject site.

Along the Lisgar Street frontage, the subject property is currently developed with a vacant single-detached two-storey residential building and a surface parking lot containing approximately 130 parking spaces. Vehicular accesses to the

parking lot are located on both Lisgar Street and Nepean Street. Overall, the subject property is largely hard surfaced and is generally underdeveloped given its location within the City's Downtown core.

Sidewalks are provided along both frontages of the property. Elevated hydro distribution lines are present in the public right-of way along the Lisgar Street frontage. The wooden poles also feature light standards. Two dedicated light standards are located in the Lisgar Street right-of-way along the south side of the property.

As the majority of the property is paved, vegetation on the property is limited to the frontages on Lisgar Street, Nepean Street and the community garden. Some medium-sized trees are present at the edges of the property.

## 2.2 Surrounding Area

As a through lot, the site has frontage on both Nepean Street and Lisgar Street, in the heart of Centretown. Bank Street, a major north-south mainstreet, is located approximately 40 metres west of the subject site. The area surrounding the site is characterized by a broad mix of uses and building typologies including low, mid and high-rise residential and mixed-use buildings, office buildings, commercial buildings and institutional uses, such as University faculty buildings and churches (Figure 2). Gradual infilling has occurred on small, medium and large sized lots over the last decade. Bank Street is designated a Traditional Mainstreet, with a range of daily goods and services while also providing more specialized functions and destinations that serve the needs of others living beyond the borders of the immediate neighbourhood. The site also benefits from close access (less than 600 metres) to the Confederation Line LRT Downtown Tunnel.



Figure 2: Surrounding Area

The surrounding uses vary and can be described as follows:

**North:** Immediately north of the subject site are several mid-rise buildings with residential, office and other uses located within the Central Area of the City of Ottawa. Further north, along Laurier Avenue are several high-rise mixed-use buildings featuring retail at grade and offices on upper floors, typical of the Central Area. Moreover, the Confederation Line LRT Downtown tunnel is also found less than 600 metres north of the site and provides efficient transit connections throughout the City to users.

**East:** Abutting the subject site to the east is a newly constructed 16-storey residential building. Further east, across O'Connor Street along Lisgar Street are several high-rise residential apartment buildings. Moreover, the Ottawa City Hall as well as Confederation Park are also found further east of the site.

**South:** To the south of the subject site across Lisgar Street is the SoHo Lisgar, a 16-storey residential building, and the Dominion-Chalmers Carleton University Faculty Building. Further south are other mid-to-high rise residential buildings and several bars and restaurants along Somerset Street West.

**West:** West of the subject site are several older low-rise buildings containing primarily residential uses, with some at-grade retail uses. These buildings wrap around Bank Street onto Nepean Street and Lisgar Street. Bank Street features a wide range of mainstreet uses including retail, restaurants, personal services and other uses typically found in a Downtown core. Further west are other mid-to-high rise residential and office buildings.

## 2.3 Transportation

The site is adjacent to Bank Street to the west and O'Connor Street to the east, which are both designated as Arterial roads pursuant to Schedule F in the City of Ottawa's Official Plan (Figure 3). Arterial roads are intended to move traffic through the city in conjunction with lower-order roads. As arterial roads, Bank Street and O'Connor Street provide efficient north-south vehicular connections within the Downtown core and to surrounding neighbourhoods.

The site is ideally situated with respect to proximity to transit. The subject property is located within 600 metres distance of two LRT Transit Stations – Parliament Hill Station to the north and Lyon Station to the northwest (Figure 4). Both stations are part of the Phase 1 Confederation Line which provides efficient connections between Tunney's Pasture at its west end and Blair Station at its terminus to the east.



Figure 3: Schedule F – Central Area/ Inner City Road Network, Official Plan.



Figure 4: Subject Property in relation to the existing Parliament Hill and Lyon LRT Stations.

Pursuant to Schedule D of the Official Plan, the portion of Bank Street adjacent to the subject property is designated as a Transit Priority Corridor with isolated measures (Figure 5). Further, there are several additional streets in close proximity to the site that are identified as Transit Priority Corridors in Schedule D including Elgin Street to the east and Somerset Street West to the south. OTranspo Bus Route #11 generally runs in an east-west direction providing a connection between the Downtown core at its east end and Bayshore Shopping Mall at its terminus to the west. OTranspo Bus Route #6 generally runs in a north-south direction providing a connection between the Downtown core at its north end and the Greenboro neighbourhood to its south. The nearest bus stop is located at the corner of Bank Street and Lisgar Street.



Figure 5: Rapid Transit and Transit Priority Network – Official Plan Schedule D

The subject property is well-served by the greater cycling network (Figure 6). Pursuant to Schedule C of the Official Plan, the portion of O'Connor Street adjacent to the subject property is identified as a cycling spine route and a cross-town bikeway route providing increased access to the greater cycling network. This allows cyclists to connect to various other routes throughout the city and rapid transit, promoting multi-modal transportation.

The site is also well serviced by city-wide and community-level multi-use pathways along the Rideau Canal Western pathway and along the Ottawa River, as identified on Schedule I of the City of Ottawa Official Plan.



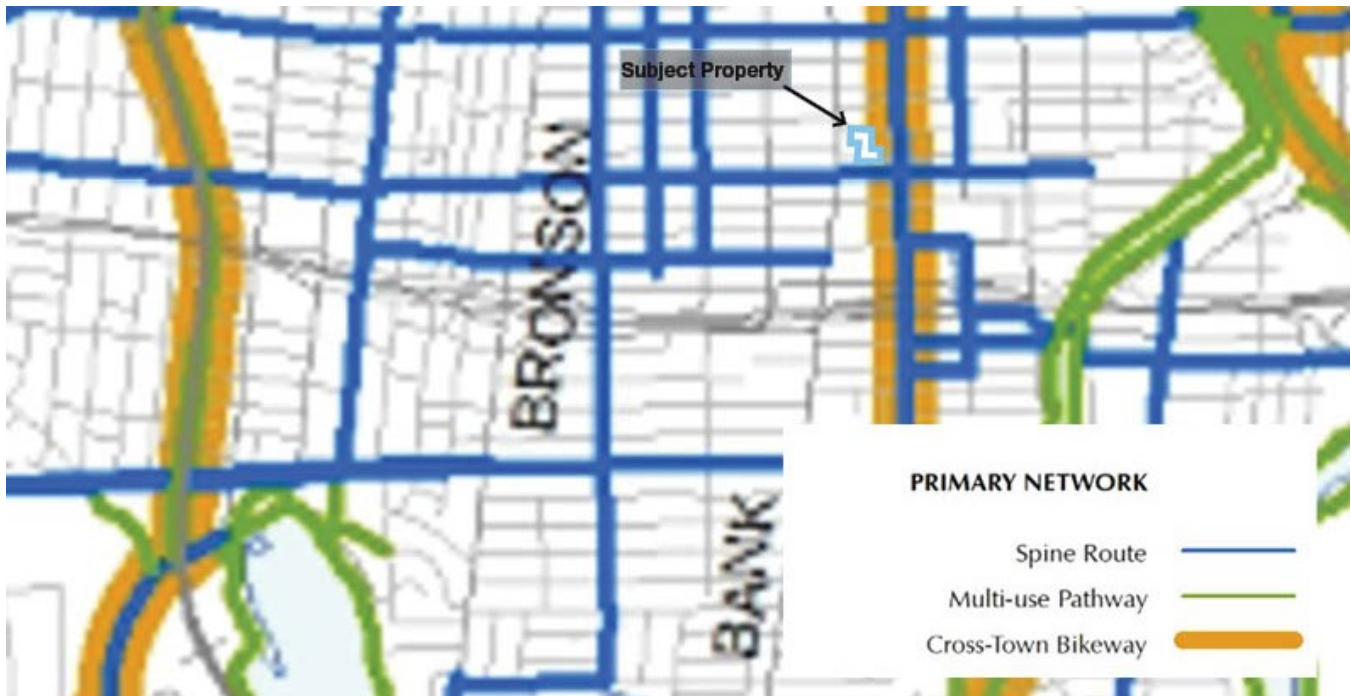


Figure 6: Schedule C - Primary Urban Cycling Network

## 2.4 Neighbourhood Amenities

As a site located in the established Downtown core, the subject property enjoys close proximity to many neighbourhood amenities including a variety of small and locally oriented commercial uses such as restaurants, retail shops, and coffee shops. The surrounding neighbourhood also benefits from access to two (2) large grocery stores within a 10-minute walk – Farm Boy at 193 Metcalfe Street and Independent Grocer at 296 Bank Street. The site is well-served with respect to parks and community facilities being within walking distance of Confederation Park to the east, the Ottawa Public Library to the northeast, and the YMCA to the west.

A detailed list of neighbourhood amenities including a wide range of uses is listed below:

- / Major commercial centres, including the CF Rideau Centre;
- / Recreational facilities including private gyms, community centres and the YMCA;
- / Parks including Confederation Park and several local parks, as well as greenspace along the Rideau Canal and Ottawa River;
- / Institutional uses such as City Hall, Dominion-Chalmers Carleton University Faculty Building, the Islamic Care Centre and the Bible House;
- / Tourist or Heritage buildings such as Parliament Hill; and,
- / Public Schools including Lisgar High School and Elgin Street Public School.

## 3.0

# Proposed Development and Design Brief

## 3.1 Proposed Development

Richcraft is proposing to construct two (2) residential towers 27 and 25 storeys tall, connected by a structure at the third storey, with shared amenity space and six (6) levels of underground parking (Figure 7).

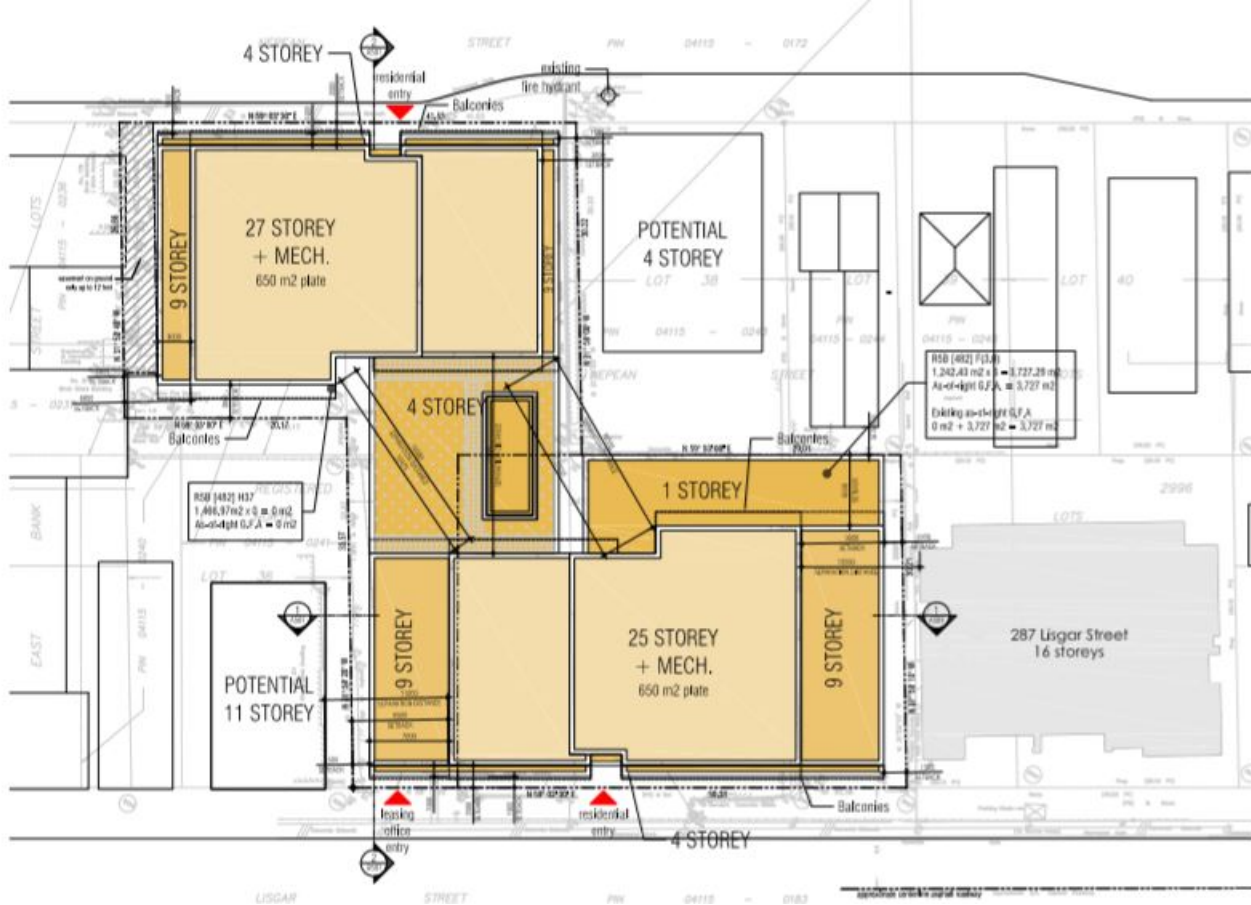


Figure 7: Site Plan

The North Tower along Nepean Street contains 252 residential units in 27 storeys on a floorplate of 650 m<sup>2</sup>, the South Tower along Lisgar Street contains 251 units in 25 storeys on a floorplate of 650 m<sup>2</sup>, while a structure adjoining both towers contains 18 residential units as well as a shared fourth storey rooftop amenity space, for a total of 521 units and a total GFA of 29,161 m<sup>2</sup>. A maximum potential total of 282 underground parking spaces are proposed on levels P1 through P6. A total of 470 bicycle parking spaces are also proposed. Residential access to the towers will be from lobbies via Lisgar Street and Nepean Street.

Regular vehicular access is provided along both frontages to account for the one-way nature of the streets. A two-way drive-aisle located between the two towers provides access to the underground parking garage. The entrance to the underground parking garage is located along the northern portion of the South Tower. In addition, a drop-off vehicle zone is offset along the western portion of the South Tower as well as along the eastern portion of the North Tower. The proposed lay-by adjacent to the South Tower will provide a total of two (2) spaces, while the lay-by proposed adjacent to the North Tower will provide a total of one (1) space. One loading bay is provided behind the North Tower and is screened thereby

reducing any potential negative noise and visual impacts on the surrounding residential uses. Storage, including waste removal storage for the proposed development, will be contained within the building to minimize any disruption to adjacent properties.

A combination of common amenity areas and private balconies is proposed for building residents, and a woonerf-designed street between the towers provides the opportunity for more intimate outdoor space on the ground floor. A total of 4,909 m<sup>2</sup> of amenity space is provided.

## 3.2 Building Design

### 3.2.1 Building Massing and Transition

The proposed building features two towers of 27 and 25 storeys, with an adjoining structure located at the third storey. The built form of the proposed development transitions from the North Tower (27 storeys) along Nepean Street to the South Tower (25 storeys) along Lisgar Street, consistent with the overall intent of the Centretown Secondary Plan to transition from the high-rise building heights of the Central Area just north of the subject site to the more mid-rise buildings towards Somerset Street West.



Figure 8: Perspective view of Lisgar Street looking east.

In addition to the use of various strategically placed setbacks, the mass of the building is further broken up through the use of differing materiality, fenestration and balconies (Figure 8). A one (1) metre setback above the fourth storey is provided along the Lisgar Street (Figure 9) and Nepean Street (Figure 10) frontages and is reinforced through the high-quality materials that compliment the existing streetscape. Moreover, a nine-storey podium contributes to a transition between the proposed development and neighbouring residential developments to the east and west.



Figure 9: Streetview along Lisgar Street

Both towers have been sensitively designed to provide sufficient tower separation distances to the recently constructed building immediately adjacent to the east along Lisgar Street as well as any potential developments on the neighbouring properties. In addition to the nine-storey podium, a one storey podium along the northern periphery of the South Tower ensures an increased tower separation distance between the proposed towers, the existing development to the east along Lisgar Street as well as potential developments to the north along Nepean Street. The north and south towers are offset and provided with a 16.5 m separation distance thereby ensuring privacy, minimizing any impacts related to overlook and shadowing while allowing for natural light and maximizing balcony space.



Figure 10: Street view along Nepean Street

### 3.2.2 Views

Views along Lisgar Street, Nepean Street and Bank Street (Figure 11) show how the building stepbacks and materiality complement the existing context and provide transition. As shown in Figures 9, 10 and 11, the facades of the first three storeys showcase a darker materiality thereby complementing the existing character of the neighbouring buildings. The nine-storey podium reduces massing impacts for neighbouring residents, while ensuring that a sufficient tower separation distance is maintained (Figure 12). Terraces proposed on the tenth floor as well as the fourth floor of the adjoining structure provide opportunity for efficient use of the building while also animating the exterior facades. Proposed balconies and terraces also create visual interest and architectural articulation, while providing amenity space.



Figure 11: Perspective view of Lisgar Street looking west.



Figure 12: Perspective view of Nepean Street looking west.

The building design includes a range of materials and colours intended to create a unique and recognizable character for the development. Specifically, the materiality has been chosen to carefully break up the building façade. Ground level façades are heavily fenestrated to create a positive relationship and interface between the building and the public realm. The remainder of the building is heavily fenestrated to increase natural light for its residents. Further, the variety of material creates visual interest while articulating the podium and the tower (Figure 13).



Figure 13: Perspective view of Nepean Street looking east.

### 3.3 Streetscape and Public Realm

The proposed development includes improvements along the public right-of-way, including Nepean Street and Lisgar Street. The inclusion of new street trees and active at-grade uses advance the animation and pedestrian friendliness along both frontages. The introduction of a continuous wall along both frontages contributes to an enhanced rhythm of the street and pedestrian experience. These elements are in keeping with the character of mid-block development in Centretown. The generous fenestration provides visual transparency and improved safety for pedestrians in the area. The design of the access/egress to the parking garage has been located away from Lisgar Street and Nepean Street, avoiding any interruptions in the active frontages.

The frontages along Lisgar Street and Nepean Street feature entrances to the residential building. The façades will also include an entrance to the two-way drive aisle, which is intended to accommodate a parking lay-by area for each tower as well as an outdoor amenity space at the base of the building. The intentional use of different materiality, as well as traffic calming techniques along the proposed two-way drive aisle will ensure that conflicts between vehicles, pedestrians and cyclists are minimized. Landscaping is being proposed along both frontages to reconstitute the public realm and create a more pleasant environment for pedestrians. In addition to landscaping, the facades include generous glazing to improve sociability and safety through passive interaction and surveillance along both street frontages. Lastly, an increased floor to ceiling height ratio is proposed on the ground floor contributing to an enhanced public realm and streetscape.

The placement of the towers allows for natural light and balcony space to be maximized for all units, while allowing for an internal woonerf-designed space in the base of the buildings. This space, which will be linked through the central two-way drive-aisle that is accessed from both frontages offers a setting for passive and active recreation. Hardscape materials such as raised curbs, directional pavers and spherical bollards will ensure that pedestrians, vehicles and cyclists alike can safely

share this proposed amenity space. Softscape materials such as trees, shrubs and raised planter beds provide elements that will further animate the space and create an environment that is similar to an urban plaza (Figure 14).

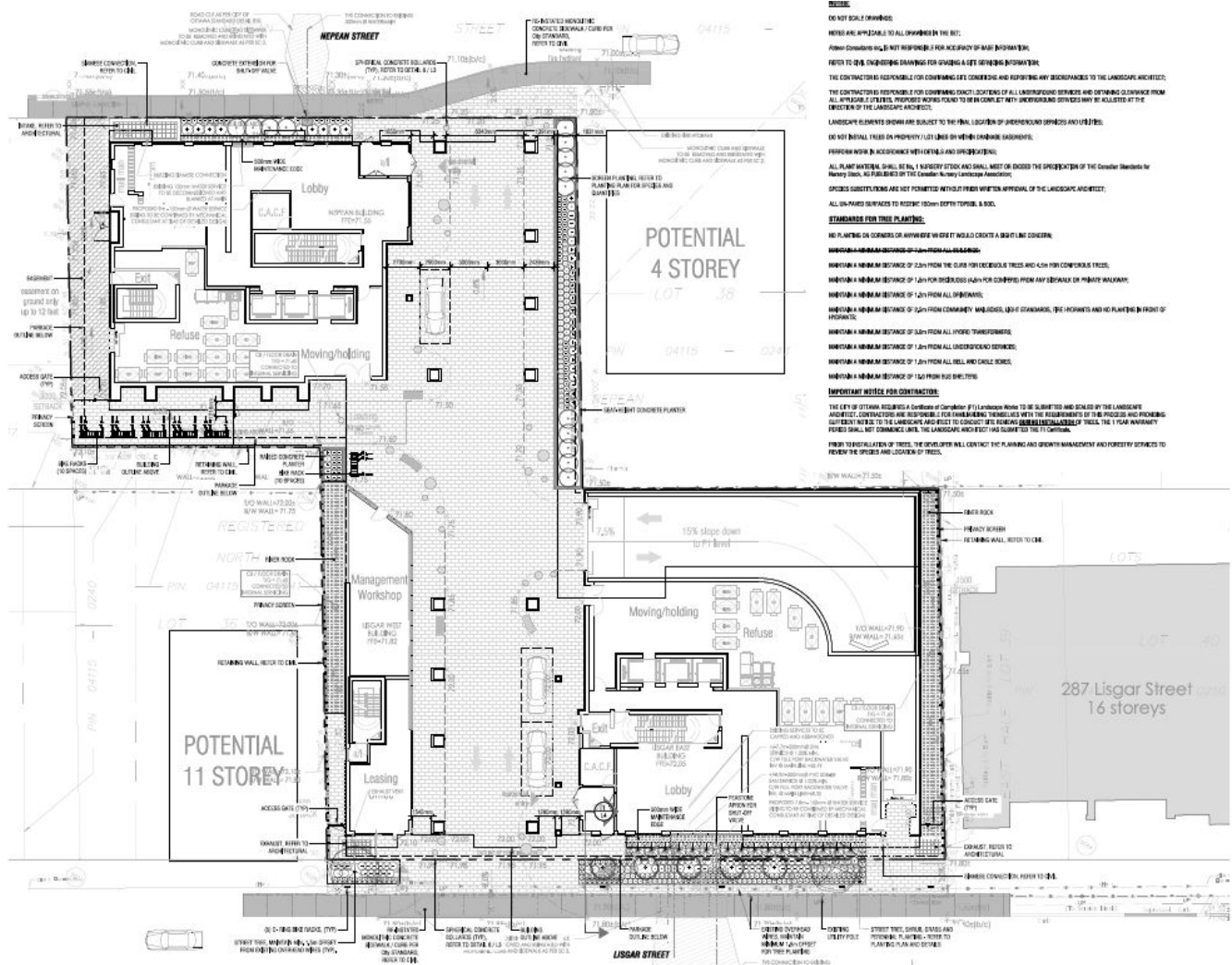


Figure 14: Landscape Plan



## 4.0 Policy and Regulatory Framework

### 4.1 Provincial Policy Statement, 2020

The Provincial Planning Statement (PPS) is a policy document issued under the Planning Act. It provides direction on matters of provincial interest related to land use planning and development. All decisions on planning matters “shall be consistent with” the PPS. Generally, the PPS recognizes that “land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns...”. In order to respond to current and future needs, a range of housing options is encouraged through new development and intensification.

Policies for achieving the vision of the PPS address efficient development and land use patterns; accommodating an appropriate range and mix of residential types to meet long-term needs; promoting cost-effective development patterns; and supporting transit and active transportation. Furthermore, the policies direct development to locations that have been identified for intensification and redevelopment by the municipality.

**The proposed development is consistent with the Provincial Policy Statement, 2020. As a site located in the Downtown Core and within proximity of Light Rail Transit, the redevelopment of an underutilized property advances the provincial goals of healthy, livable and safe communities that efficiently use infrastructure, improve the range and mix of housing types, and support transit use. This site possesses significant development potential in an area where infrastructure and public service facilities are available and abundant.**

### 4.2 City of Ottawa Official Plan

The City of Ottawa Official Plan provides the policy framework for strategic growth and development of the city to the year 2036. The City plans to meet Ottawa’s growth and development by managing it in ways that support liveable communities and healthy environments. Objectives and policies direct the creation of ‘complete’ communities where residents can live, work and play.

Ottawa’s population is projected to grow by up to thirty (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.

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.

#### 4.2.1 Managing Growth

Section 2.2 of the Official Plan addresses how growth is to be managed within Ottawa, including the urban area and village boundaries, managing intensification, and employment area policies.

The policies in Section 2.2.2 deal specifically with the management of intensification within the urban area. Residential intensification is defined as “the development of a property, building or area that results in a net increase in residential units or accommodation”. It is recognized that intensification is generally the most cost-effective pattern of development

for the provision of municipal services, transit and other infrastructure, and can be provided through redevelopment, the development of vacant or underutilized lots, infill development, and conversions.

The scale of intensification in the **General Urban Area** will depend 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.

Policy 10 of Section 2.2.2 recognizes 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 this plan or a secondary plan and will be implemented through zoning. Policy 11 further specifies that the distribution of appropriate building heights will be determined by:

- a) The location in a Target Area for Intensification or by proximity to a Rapid Transit station or Transit Priority corridor, with the greatest density and tallest building heights being located closest to the station or corridor; and
- b) The design and compatibility of the development with the surrounding existing context and planned function, with buildings clustered with other buildings of similar height.

Policy 12 and Figure 2.4 of Section 2.2.2 defines building heights as follows:

- / Low-Rise: 4 storeys or less
- / Mid-Rise: 5 to 9 storeys
- / High-Rise: 10 to 30 storeys
- / High-Rise 31+: 31 storeys or greater

Policy 14 of Section 2.2.2 states that permitted building heights are established in the land use designation policies of Section 3 of the Official Plan but notes that Secondary Plans may specify greater or lesser building heights where the heights are consistent with the strategic directions of Section 2.

Policy 16 of Section 2.2.2 states that the location of high-rise building is influenced by the need to provide adequate separation distance from other existing and potential future high-rise buildings. Separation distances are therefore to be considered when considering sites for development of high-rise and high-rise 31+ storey buildings.

**The subject site is located within a community characterized by a wide variety of land uses and building heights in the General Urban Area. Several high-rise buildings are located in the General Urban Area in close proximity to the subject site.**

**The proposed development comprises of residential intensification through the redevelopment of underutilized lots within an existing neighbourhood. Though not located within an identified Target Area for Intensification under Section 2.2.2, the subject property is located within 600 metres of Parliament LRT station as well as Lyon LRT station and is located one (1) block south of the Central Area, providing an opportunity for high-density, transit-oriented development within Ottawa's urban core. The development provides a design compatible with adjacent existing development and presents an appropriate building height and form as further discussed herein.**

**The proposed use for the site conforms to the intent of the Official Plan policies on managing growth within the City, where intensification in the General Urban Area is to relate to the existing community character and contribute to a balance of housing types and tenures. The proposed development is consistent with the scale and character of development in the area, and generally in keeping with the maximum building height of 27 seven storeys as identified in the Centretown Secondary Plan.**

Section 2.5.6, policies 13 through 15 set out specifics for high-rise, and high-rise 31+ storey buildings. Specifically, policy 13 states that the highest density of development should be located where rapid transit is being provided, generally resulting in the tallest buildings being located closest to the rapid transit station. High-rise buildings also require detailed attention to urban design and their impacts on the existing communities into which they are located. Building design and appropriate transition, such as those identified in Section 4.11 (discussed below), should be provided to reduce impacts on existing developed areas.

Policy 14 speaks to high-rise 31+ storey buildings and is therefore not applicable to the proposed development.

Policy 15 provides several items for consideration, including:

- a. A prominent location or locations fronting on streets, lanes, public open space and other public land preferably and good transportation access;
- b. Avoiding or mitigating negative shadow or microclimate impacts such as the creation of excessive wind and providing insufficient sunlight in adjacent public spaces;
- c. The provision of a mix of uses within the building or the surrounding area to service residents or business tenants within the building and the broader community;
- d. Conservation, retention and renovation of designated heritage buildings and significant heritage resources.
- e. Building transition and the mitigation of impacts on adjacent low-rise neighbourhoods through building design, massing as per Section 4.11.
- f. The identification of priority community amenities or public institutional uses that may be required and the mechanisms by which they will be provided.
- g. Mechanisms to encourage architectural excellence and sustainable design.
- h. Any specific requirements identified during the secondary planning process.

**The impacts to the surrounding community have been comprehensively evaluated through the studies and reports prepared in support of the current applications. As noted above, the direction of policy 10 has also been carefully considered in the design of the development.**

**With regards to Section 2.5.6, the proposed development is located within 500 metres walking distance of a rapid transit station (Parliament) and is in proximity to Transit Priority Corridors on Bank, Elgin, and Somerset Street West. As discussed in greater detail below, the proposed development has been diligently designed with respect to the urban design of the site and impacts on the surrounding community to provide an appropriate transition and to reduce impacts on the surrounding area. While Policy 13 states that the highest density of development should be located closest to the rapid transit station, opportunities at Parliament Station are generally limited due to the angular height plane for buildings in proximity to Parliament Hill under Annex 8B of the Official Plan. As such, transit-supportive intensification must occupy a broader area within the 600-metre radius, including the subject property. The considerations of policy 15 have also been assessed through this report and the supporting studies prepared for the current applications, including transportation, shadow and microclimate impacts, heritage, and design (transition, massing, architectural excellence).**

#### **4.2.2 Building Liveable Communities**

Section 2.5 of the Official Plan describes the basics of liveable communities – good housing, employment, ample greenspace, and a sense of history and culture – and proposes to create more liveable communities by focusing on community design and collaborative community building. Community design engages with the details of how buildings and landscapes relate. The design objectives and principles in Section 2.5.1 require that development:

- / Enhances the sense of community by creating and maintaining places with their own distinct identity;
- / Defines quality public and private spaces through development;
- / Creates places that are safe, accessible and easy to get to, and move through;
- / Ensures that new development respects the character of existing areas, and;
- / 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 meets the objectives as follows:

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

- / The architectural design of the proposed towers exhibits high quality materials and interesting architecture within the established Centretown urban fabric.
- / The proposed development will enhance the sense of community by locating attractive building façades along both the Nepean Street and Lisgar Street frontages.

**2. It defines quality public and private spaces through development**

- / The development proposal orientates the principal façades and main entrances of the building to the street frontages.
- / Along the street frontages, a minimum 2 m setback at ground level, as well as an additional 1 m setback above the fourth floor have been provided in order to create an appropriate pedestrian experience at grade. Active frontages and landscaping will further enhance the pedestrian experience across the site.
- / The development proposal uses architectural elements such as building massing, varied setbacks as well as landscape features such as trees, shrubs and spherical bollards to accentuate the main entrances.
- / The proposed parking area is concealed underground and within the building.
- / The proposed development provides occupants with quality amenity space in the shared ground floor space, outdoor terraces, a pool and private areas on the balconies.
- / The proposed building provides a slight stepback above the fourth floor along the Lisgar Street and Nepean Street frontages, thereby capitalizing on views, and decreasing the massing of the building at the pedestrian level. The proposed nine-storey podium also decreases the massing of the building.
- / The introduction of hardscape and softscape materials at the base of the building creates a quality public space that can be shared and enjoyed by all users of the proposed development.
- / Undesirable overlook and sun-shadowing impacts on existing properties are minimized by stepbacks above the fourth and ninth floor of both towers. Communal and private balconies have been strategically located such that there are minimal overlook impacts on the adjacent properties.
- / The north and south towers are offset and provided with a 16.5 m separation distance to protect the privacy of occupants of both towers.

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

- / The proposed development has been designed to be universally accessible.
- / The proposed development has been designed with active spaces such as the lobby and at-grade woonerf-designed space as well as with significant glazing into the living areas of units that will maximize overlook into the surrounding public spaces supporting the notion of 'eyes on the street'.
- / A cut through driveway is proposed to reduce the traffic impacts of the development and take advantage of the opposing one-way directions of Nepean and Lisgar Streets.
- / Directional pavers, various hardscape finishes, and raised curbs will ensure that the proposed two-way drive aisle is safe for all users.
- / Lighting for the proposed development will be strategically located and oriented to ensure safety for building residents at all points of ingress and egress.
- / The proposal makes efficient use of the existing Parliament Hill and Lyon LRT transit stations to encourage active transportation and transit use.

**4. It respects the character of existing areas**

- / The development proposal creates a sense of human scale through architectural massing and detailing to provide greater visual interest.
- / The base of the building has been intentionally designed with darker materiality to complement the existing character of the surrounding neighbourhood.

- / The proposed development integrates an increased floor to ceiling height ratio on the ground floor, street tree planting, fenestration and defined entrances to create a uniform and improved streetscape.
- / The design, with a twenty-seven (27) storey tower a twenty-five (25) storey tower provides an excellent transition from the high-rise buildings to the north, to the existing and planned mid-rise buildings to the south.

**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 Downtown core.
- / The development accommodates the needs of people within a broad range of income brackets and life stages.

**4.2.3 Land Use Designation**

The property is designated **General Urban Area** on Schedule B – Urban Policy Plan in the City of Ottawa Official Plan as shown in Figure 15. 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.

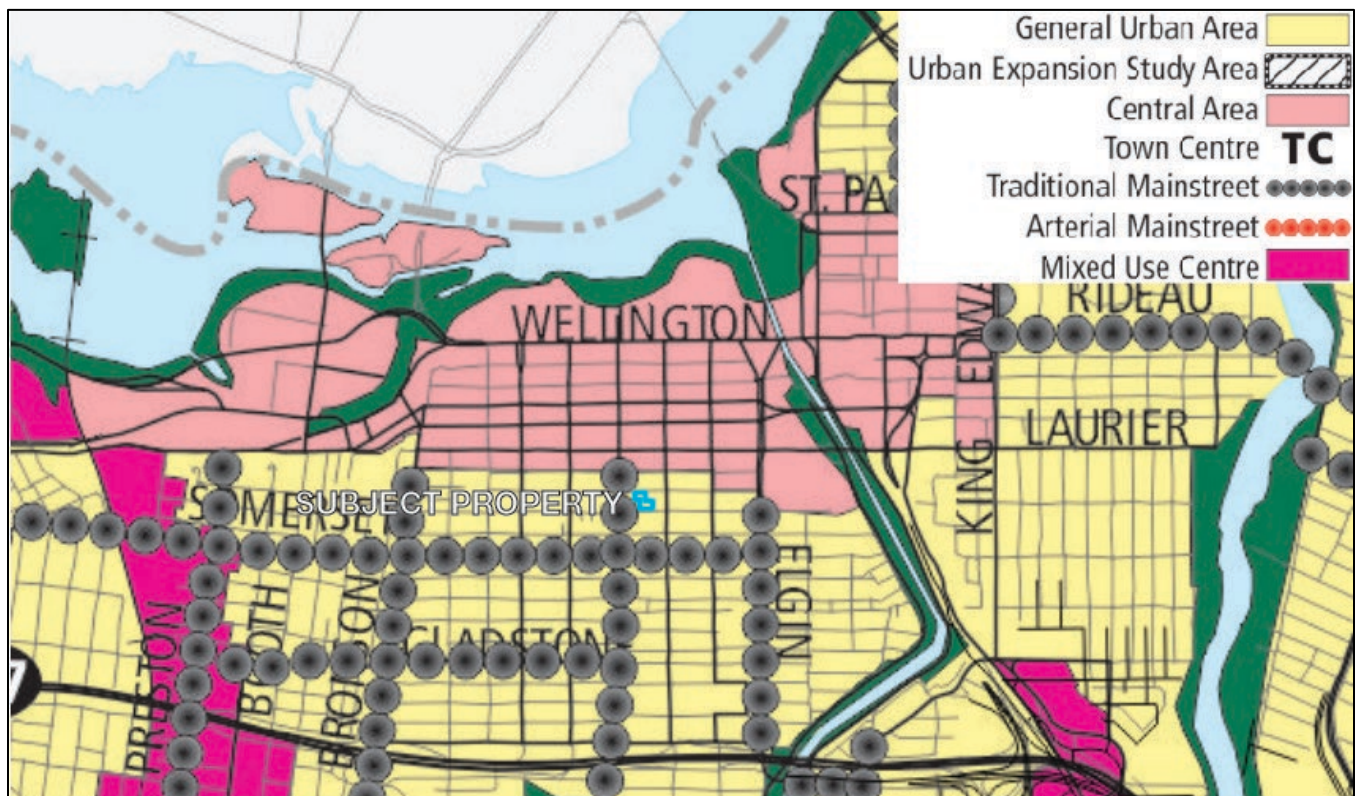


Figure 15: Schedule B – Urban Policy Area, Official Plan.

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. The policies maintain the low-rise limit within the general urban area with permitting multiple housing forms, such as duplexes, triplexes and fourplexes as a means of intensifying within established low-rise residential communities. Heights and uses within this range will be evaluated based on compatibility with the existing context and the planned function of the area. Policies within the Official Plan also indicate that the City will promote opportunities for intensification in areas that are within 600 metres of future or existing rapid-transit stations.

Intensification in the **General Urban Area** is still encouraged where it will complement the existing pattern and scale of development planned function of the area. The predominant form of development and intensification will ensure the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles.

**The proposed development conforms to the policies of City of Ottawa Official Plan by encouraging development which takes advantage of existing infrastructure and is situated in an area that promotes a complete community with a good balance of facilities and services. Building upon desirable established patterns and built form, the proposal contributes to the variety of housing options available in the established Centretown neighbourhood. The proposed development is located on a large site surrounded by other high-rise residential and mixed-use buildings, thus presenting an opportunity for intensification that is consistent with the existing community character and established built form of Centretown.**

**As discussed, the proposal provides a transition from the high-density mixed-use buildings in the Central Area and northern Centretown to the medium-profile building heights contemplated in the middle of Centretown around Somerset Street West. As specified in the Centretown Secondary Plan, the medium-profile building heights are envisioned to include low- to mid-rise residential, small-scale office (professional services), minor retail, open spaces, institutional and public uses. Commercial uses should be accommodated in a mixed-use building, however, residential must be the dominant use within the building. As part of this transition, the height and form of the proposed development is appropriate for the northern edge of the Secondary Plan area, being predominantly residential and providing residents with access to amenities along maintstreets such as Bank Street and Somerset Street West.**

**Given its proximity to Traditional Maintreets and the Central Area, the proposed development provides an ideal location for intensification that will support existing and future services in the neighbourhood.**

**The proposal conforms to the policies of the Official Plan by encouraging concentrations of residential development in proximity to popular pedestrian and cyclist routes as well as the existing Parliament Hill and Lyon LRT stations.**

#### 4.2.4 Urban Design and Compatibility

Compatibility of scale and use are to be carefully understood to mitigate the design impacts of intensification. Similar to Section 2.5.1 of the Official Plan, Section 4.11 outlines a set of criteria that can be used to objectively measure the compatibility of a development proposal. At the scale of neighbourhoods or individual properties, consideration for views, design, massing, and amenity space, among others, are key factors for assessing the relationship between new and existing development. The following table provides an analysis of how the proposed development meets the applicable policies of Section 4.11.

Policy	Proposed Development
<b>Building Design</b>	
5. Design of the parts of the structure adjacent to existing buildings and facing the public realm will achieve compatibility through design of: <ul style="list-style-type: none"> <li>• Setbacks, heights and transition;</li> <li>• Façade and roofline articulation;</li> <li>• Colours and materials;</li> </ul>	The proposed development provides a consistent street wall along Lisgar Street and Nepean Street. The architectural articulation and setbacks to the building façade create visual interest and an appropriate building transition to surrounding development in the neighbourhood. Intentional setbacks along east-west interfaces of the two (2) towers

Policy	Proposed Development
<ul style="list-style-type: none"> <li>Architectural elements including windows, doors and projections;</li> <li>On site grading; and</li> <li>Elements and details that reference common characteristics of the area.</li> </ul>	<p>ensure that tower separation between existing and planned mid- and high-rise buildings are maintained. The north and south towers are offset and provided with a 16.5 metre separation distance to protect the privacy of occupants of both towers.</p> <p>Architectural treatments such as materiality, colours, and projections have been carefully chosen to be compatible with the surroundings while contributing to high-quality design. The building design creates visual interest in the area and reduces the impact of massing.</p>
<p>6. Orient the principle façade and entrances to the street, include windows on elevations adjacent to public spaces, and use architectural elements, massing and landscaping to accentuate entrances.</p>	<p>Principal entrances are oriented towards the abutting public streets, improving interaction with the public realm. Ground floor facades are intentionally designed with additional fenestration. All building walls are fenestrated to better interface with the street and improve safety through passive surveillance.</p>
<p>8. To maintain a high quality, obstacle free pedestrian environment, all servicing, loading areas, and other required mechanical equipment and utilities should be internalized and integrated into the design of the base of the building where possible. If they cannot be internalized these services are to be screened from public view (i.e. trees, landscaping, decorative walls and fences etc.) and are to be acoustically dampened where possible. The location and operation these areas and equipment should be designed to maintain a pedestrian friendly environment and not impede public use of the sidewalk.</p>	<p>Servicing, loading areas, and mechanical equipment are generally located internal to the site and away from the public realm.</p>
<p>9. Roof-top mechanical or telecommunications equipment, signage, and amenity spaces should be incorporated into the design and massing of the upper floors of the building.</p>	<p>The rooftop mechanical equipment has been incorporated as one penthouse level on each tower.</p>
<p><b>Massing and Scale</b></p>	
<p>10. Where a secondary planning process establishes criteria for compatibility of new development or redevelopment in terms of the character of the surrounding area, the City will assess the appropriateness of the development using the criteria for massing and scale established in that Plan. Where there are no established criteria provided in an approved Plan, the City will assess the appropriateness of the proposal relying upon its approved Design Guidelines, as applicable, and the following criteria:</p>	<p>The Centretown Secondary Plan provides general policies that direct a transition in height and density in a north-south direction. Building heights are encouraged to transition from the high-density mixed-use buildings in the Downtown core and northern Centretown to the medium-profile building heights contemplated in the middle of Centretown around Somerset Street West.</p> <p>The proposed development provides a height transition from twenty-seven (27) storeys proposed on the North Tower along Nepean Street to the twenty-five (25) storeys</p>

Policy	Proposed Development
<ul style="list-style-type: none"> <li>a. Building height, massing and scale permitted by the planned function of adjacent properties as well as the character established by the prevailing pattern of abutting development and development that is across the street;</li> <li>b. Prevailing patterns of rear and side yard setbacks, building separation and landscaped open spaces and outdoor amenity areas as established by existing zoning where that pattern is different from the existing pattern of development;</li> <li>c. The need to provide a transition between areas of different development intensity and scale as set out in policy 12 of this section.</li> </ul>	<p>contemplated on the South Tower along Lisgar Street. These heights ensure a transition between the high-rise area to the north and the mid-rise areas to the south.</p>
<p>11. Transition refers to the integration of buildings that have greater height or massing than their surroundings. Transition is an important building design element to minimize conflicts when development that is higher or has greater massing is proposed abutting established or planned areas of Low-Rise development. Proponents for developments that are taller in height than the existing or planned context or are adjacent to a public open space or street shall demonstrate that an effective transition in height and massing, that respects the surrounding planned context, such as a stepping down or variation in building form has been incorporated into the design.</p>	<p>As discussed above, the proposed development provides a north-south height transition from Nepean Street to Lisgar Street. The additional nine-storey podium proposed on both towers ensures transitions and sufficient tower separation distances to existing and future developments. Further, a one-storey podium along the north interface of the South Tower provides an additional transition to the newly constructed 16-storey residential building to the east along Lisgar Street as well as any potential development to the north along Nepean Street.</p> <p>As the proposed development is located on a large, yet irregularly shaped lot, the design has taken steps to balance the appropriateness of the envisioned high-rise development and compatibility with the existing neighbourhood. The separation from Bank Street and location adjacent to lots unsuitable for high-rise housing along with the proposed setbacks ensure that the development will not overwhelm or diminish the positive elements of the neighbourhood.</p>
<p>12. Building height and massing transitions will be accomplished through a variety of means, including:</p> <ul style="list-style-type: none"> <li>a. Incremental changes in building height (e.g. angular planes or stepping building profile up or down);</li> <li>b. Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);</li> <li>c. Building setbacks and step-backs.</li> </ul>	<p>Transition has been provided via increased setbacks above the ninth floor, along with 1 metre setbacks above the fourth floor.</p> <p>A variety of building materiality, colors and fenestration ensure that the building addresses the street and the existing character of the surrounding neighbourhood. Materiality and fenestration also contribute to address massing and ensure articulation of the podium and tower.</p>
<p><b>Outdoor Amenity Areas</b></p>	



Policy	Proposed Development
<p>19. Applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s). Design measures include the use of transitions or terracing and the use of screening, lighting, landscaping, or other design measures that achieve the same objective.</p>	<p>Balconies in the development are sensitively located to mitigate issues of overlook and privacy. Amenity areas for residents are being provided in the form of balconies, terraces, indoor amenity rooms and a rooftop patio with a pool located on the four (4) storey structure adjoining both towers. A significant stepback ensures that the terraces above the nine (9) storey podium mitigate any issues of overlook and privacy.</p>
<p>20. Applications to develop residential or mixed-use buildings incorporating residences will include well-designed, usable amenity areas for the residents that meet the requirements of the Zoning By-law, and are appropriate to the size, location and type of development. These areas may include private amenity areas and communal amenity spaces such as: balconies or terraces, rooftop patios, and communal outdoor at-grade spaces (e.g. plazas, courtyards, squares, yards). The specific requirements for the private amenity areas and the communal amenity spaces shall be determined by the City and implemented through the Zoning By-law and site plan agreement.</p>	<p>Amenity space is provided via a combination of private balconies, terraces, indoor amenity rooms and a rooftop patio with a pool. An internal woonerf-designed space is to be developed in concurrence with the proposed driveway. This space will promote community gathering and interaction.</p>
<b>Design Priority Areas</b>	
<p>22. The portion of the building(s) which are adjacent to the public realm will be held to the highest building design standards by incorporating specific building design features.</p>	<p>The site is located in the Centretown Design Priority Area. The proposal has been designed to meet high design standards, including building materials, continuous building lines, articulation, and fenestration, while helping to define and improve this section of both Lisgar Street and Nepean Street. Slight stepbacks above the fourth floor of both towers ensure continuous frontages as well as an animated street front that is pedestrian oriented. Sidewalks and landscaping elements are also provided adjacent to the building. The massing and scale of the proposed development is designed to define and enclose public and private spaces.</p>
<p>23. The portion of the development which impacts the public realm will be held to the highest site design standards and should incorporate enhanced public realm improvements.</p>	<p>As part of the development, streetscape improvements will be made including new street trees, increased fenestration, and articulated entrances.</p>
<p>24. The massing and scale of development will define and enclose public and private spaces (e.g. streets, parks, courtyards, squares) using buildings, structures and landscaping; and relate to the scale and importance of the space they define (e.g. street width to height ratios).</p>	<p>An internal woonerf-designed space is proposed as part of the development. This space will maintain sufficient space for a variety of activities. The rooftop patio proposed on the fourth floor of the adjoining structure provides a unique space for residents.</p>

**The proposed development conforms to the policy direction of Section 4.11. The proposed development will positively contribute to the established Centretown urban fabric and the surrounding neighbourhood through streetscape improvements and a high-quality design. The development has been designed in a manner that will minimize impacts to surrounding properties by providing appropriate height transition, intentional stepbacks, internalizing traffic and waste and sufficient tower separation distances.**

### 4.3 New Ottawa Official Plan (Anticipated 2021-2046)

The City of Ottawa is currently undertaking the preparation of a new Official Plan, to apply to a 25-year planning horizon from 2021 to 2046. The City has released key preliminary policy directions, which are oriented around the “Five Big Moves” that include:

- / Growth Management;
- / Mobility;
- / Urban and Community Design;
- / Climate, Energy and Public Health; and
- / Economic Development.

Preliminary policy directions applicable to the proposed development include:

- / Achieve an intensification target of 60%-70%;
- / Orient land use designations around nodes, corridors, and neighbourhoods;
- / Evolve to denser, walkable, 15-minute neighbourhoods;
- / A renewed emphasis on building form; and
- / Establishing minimum densities for new developments in proximity to important rapid transit stations.

**In summary, the new proposed Official Plan policies trend toward a greater focus on transit-oriented development, intensification, and urban design. The proposed development is consistent with these directions.**

### 4.4 Centretown Community Design Plan

The Centretown Community Design Plan (CDP), approved by Council in 2013, is a plan that further guides development within the Downtown core. The Core Study Area is generally square in shape and is bounded by Elgin Street to the east and Kent Street to the west, with Highway 417 marking the southern edge and Gloucester Street acting as the northern boundary. The Core Study Area is dissected by several major commercial streets, including Bank Street, Elgin Street and Somerset Street. The property is located within the Northern Character Area of the CDP as shown in Figure 16. The CDP’s key objectives are to:

- / Prepare a community vision for Centretown;
- / To identify and protect the characteristics that make Centretown successful and special in the City of Ottawa;
- / To identify potential areas for redevelopment, including what type of uses are most appropriate and what buildings should look like;
- / To prepare recommendations for the form and quality of new buildings;
- / To identify improvements for, and guide future design of, parks and streets;
- / To provide a strategy to preserve and protect the best of Centretown’s heritage assets;

- / To provide directions for creating a more walkable and cycleable neighbourhood that reinforces the importance of active transportation; and
- / To identify priority ‘city building’ initiatives and actions that will make Centretown an even stronger and more sustainable urban community.



Figure 16: Character Areas – Centretown Community Design Plan

The CDP identifies that the Northern Character Area should generally have larger, taller building form, including residential, commercial and retail that provide transition to the traditional Downtown area / Central Area. The Land Use Plan in the CDP designates the subject property as Apartment Neighbourhood. The CDP encourages larger scale developments within the Apartment Neighbourhood designation, specifically on underutilized sites (large surface parking lots). Pursuant to Policy 6.2, compatible intensification is encouraged and where appropriate, buildings can be as tall as 27 storeys (83m) within this zone (Figure 17).

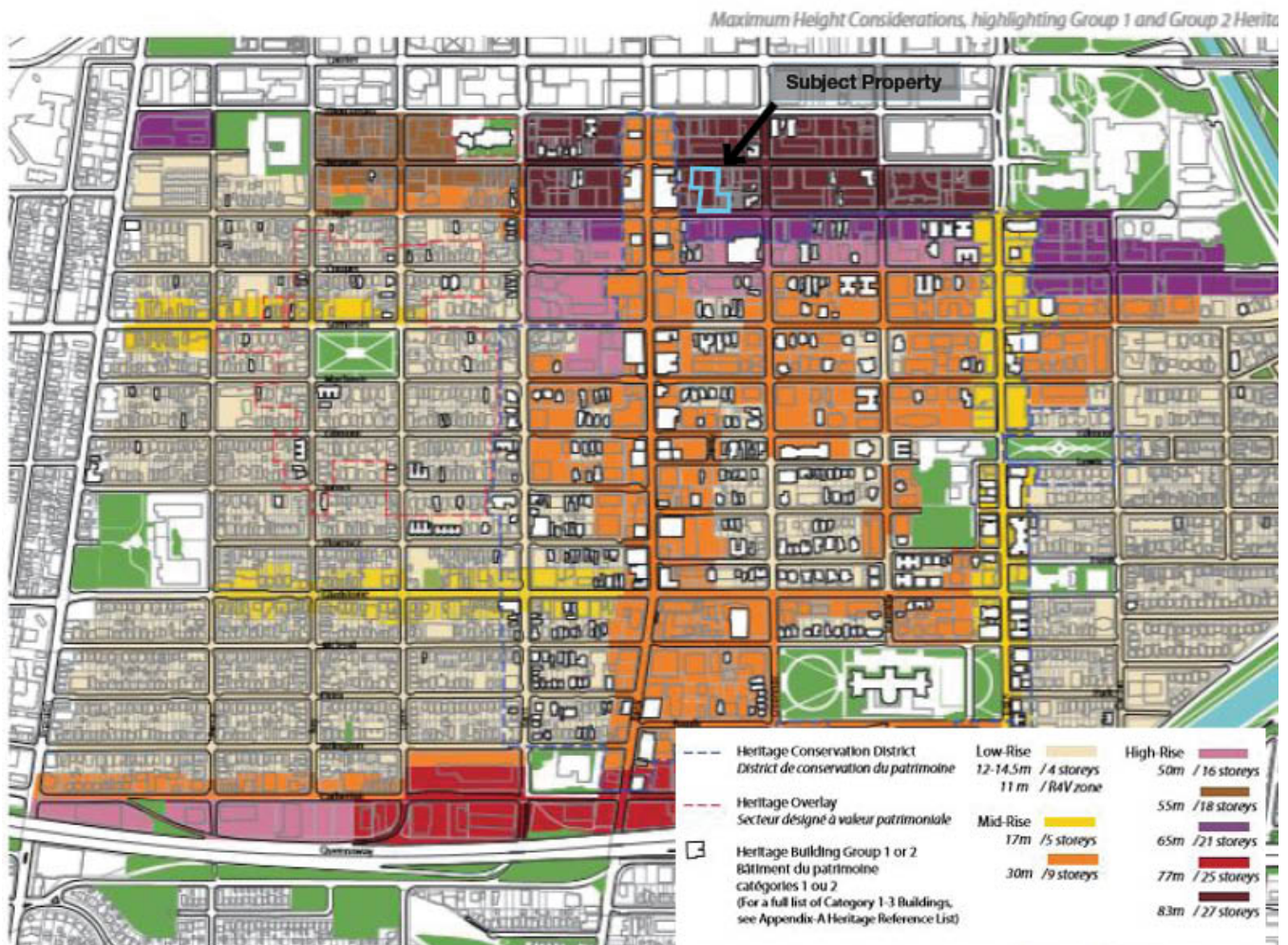


Figure 17: Maximum Height Considerations – Centretown Community Design Plan

The CDP further specifies design guidelines for building typologies. The most relevant guidelines to the proposed development are found in Section 6.4.4 – Tall Buildings, and listed below:

- / The podium street facade(s) should be well articulated and large blank areas or walls are to be avoided.
- / The top portion of a tower or the last few storeys, should contribute to the city skyline with a difference in articulation or special architectural treatment.
- / Towers shall sit on a podium. Within the podium section, strategic stepbacks may be appropriate where the tower meets the ground or at entrances to create architectural interest.
- / The maximum floor plate of the tower should be approximately 750 square metres.
- / The tower should step back, generally a minimum of 1.5m further from the podium façade. Where blocks are very narrow (less than 63m), instead of a stepback, the transition between the base and the tower will be permitted to be achieved through various design techniques such as creating a gap, varying building materials or articulation where the tower meets the podium.
- / Towers must be set back a minimum 10 metres from side and rear property lines. A slightly reduced setback from the rear property line of 9m minimum may be considered only on narrow blocks north of Lisgar.
- / Towers should be staggered from one another, within a same block, property or when situated across a public street.

- / Tall buildings directly facing each others (not staggered) must be at least 20m apart and should not overlap by more than 15-20% of the lengths of facing facades.
- / Towers must be setback 20 metres from adjacent low-rise areas.
- / Sites that cannot meet the above tower setback requirements on all sides are not appropriate for tall buildings.

**The proposed development is consistent with the CDP's objectives to enable appropriate and compatible intensification and a built environment that provides a north-south transition, is aesthetically pleasing and pedestrian-friendly. The development proposes to intensify an underutilized lot in a location which is already zoned for high-rise residential development. While the proposal exceeds the maximum building height of 83 metres in the CDP, it is consistent with the specified maximum building height of 27 storeys in the Secondary Plan. It is also important to note that the Centretown Secondary Plan exclusively indicates a maximum building height of 27 storeys.**

**The proposed development is consistent with the general intent of the tall building guidelines outlined in Section 6.4.4 of the CDP. Strategic setbacks above the ninth-floor podiums of both towers are proposed thereby creating architectural interest. As the proposed development is located on a through lot north of Lisgar Street, the towers are setback 8.25 metres each from the "rear lot line" which divides the block in half. This creates a tower separation of 16.5 metres, which provides for sufficient tower separation on narrow blocks given that the subject property abuts and has similar conditions to the MD zone, which requires 15 metres as per the new high-rise regulations. The unique configuration of the landholdings as well as the total size of the property allow for a non-overlapping strategy and tower footprints totalling 650 square meters. This is well below what is typical and recommended for high-rise buildings. These elements work in tandem to mitigate for the slight reduction in requested separation and also contribute to a more reasonable condition to accommodate two towers on what are prototypical shallow blocks in Centretown.**

**Further, it is important to note that the nature of the abutting uses significantly limits their development potential and renders the subject property as the only high-rise opportunity remaining on the block thereby mitigating for the reduction in requested setbacks. The property to the west of the proposed development with frontage along Lisgar Street has a total area of 500 square metres as well as a maximum permitted height of 37 metres, as specified in the Zoning By-law. As a result of its constrained size and maximum permitted height it can be contemplated that a building with a maximum height of 11 storeys could be developed on this site. The proposed 8.5 metre setback from the South Tower, the four-storey adjoining structure and the proposed 3 metre setback from the North Tower mitigates any possible impacts. The corner lot directly west of the site with frontage along Bank Street and Nepean Street features a significant depth of 34 metres, is subject to the Traditional Mainstreet zone with a maximum permitted height of 19 metres (6 storeys) and is designated under Part V of the Heritage Conservation District. Redevelopment of a high-rise building on this site is therefore unlikely and the significant depth of the site allows for a sufficient setback mitigating any possible impacts from the proposed 6 metre setback from the North Tower. The property to the east of the proposed development with frontage along Nepean Street has a total area of 500 square meters. As a result of its constrained nature, it can be anticipated that a high-rise building would not be located on this neighbouring site. The property to the east of the proposed development along Lisgar Street is currently occupied by a recently constructed 16-storey residential building. The setback above the second floor of the existing building as well as the proposed one-storey podium along the north side of the South building mitigate possible impacts due to the reduced setback. Further, the proposed development provides a 9 metre setback from the South Tower, which is approximately four times the distance that is provided by the recently constructed residential building. It must also be noted that similarly to this neighbouring residential building, most high-rise buildings within the Central Area exhibit reduced setbacks.**

## 4.5 Centretown Secondary Plan

The subject property is located within the Centretown Secondary Plan area and, specifically, within the 'Northern Character' character area pursuant to Annex 1 of the Secondary Plan (Figure 19). General policies for the entire Secondary Plan area are detailed below, as well as policies for the Northern Character area.

### 4.5.1 Objectives

The purpose of the Centretown Secondary Plan is to guide future growth and change in Centretown, based on the Community Design Plan (CDP), turning key aspects of the CDP into policy. The primary objectives of the plan are to:

- / Maintain and respect the character of Centretown's neighbourhoods;
- / Accommodate residential growth;
- / Accommodate a diverse population;
- / Reinforce and promote commercial activity;
- / Enhance the public realm;
- / Encourage walking, cycling and transit use; and,
- / Promote Design Excellence.

The proposed development is in keeping with these objectives, as described in the discussion below.

### 4.5.2 Land Use and Site Development

Section 3.9 of the Secondary Plan addresses the use and redevelopment of land in relation to Schedule H1 – Land Use and Schedule H2 – Maximum Building Heights. Further, as Centretown features several distinct areas or neighbourhoods, Annex 1 identifies “character areas” to reflect the different physical characteristics of the various areas of Centretown.

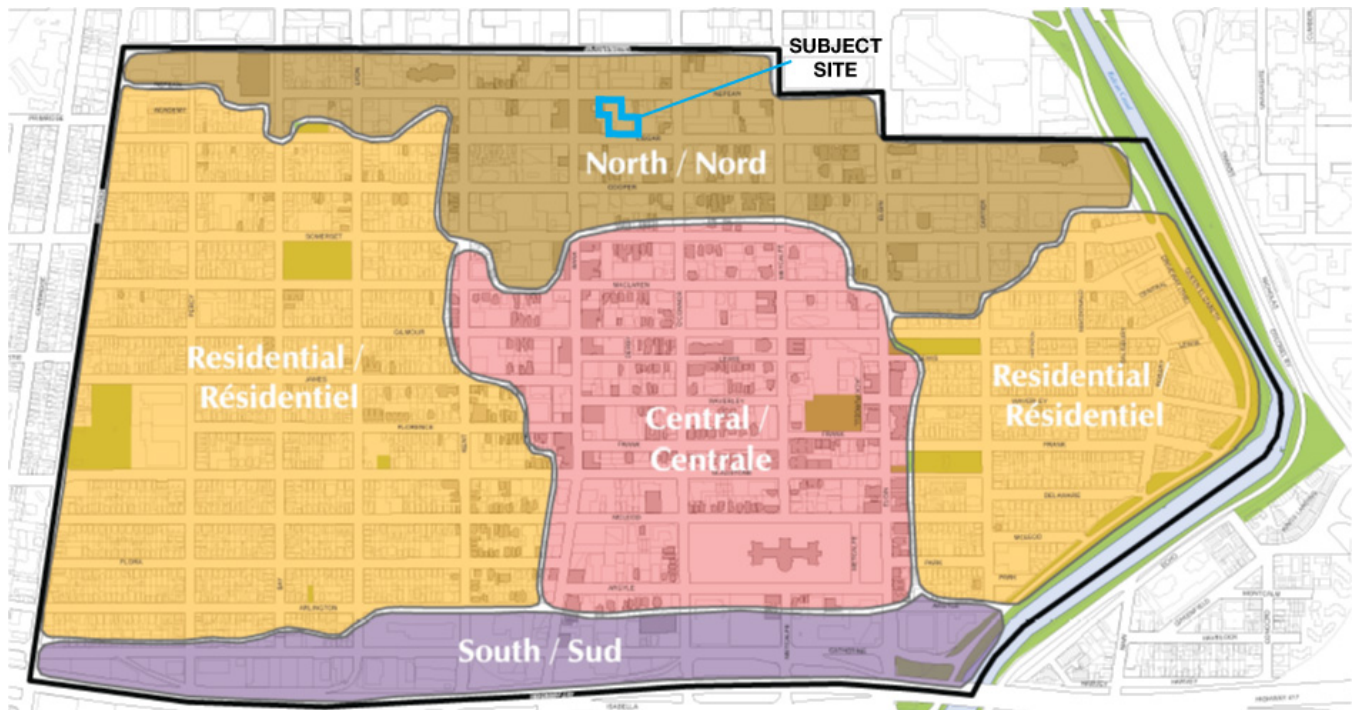


Figure 18: Annex 1, Centretown Secondary Plan

The subject site is located within the Northern Character Area, as identified in Annex 1 (Figure 18). The Northern Character Area is defined as “an area of high-density development that is planned for more residential and mixed-use intensification

in mostly tall buildings that frame and enliven adjacent streets.” The policies of the Northern Character Area relevant to the proposed development are as follows:

- / **3.9.2.1:** The predominant land use designation in the Northern Character Area is Apartment Neighbourhood, as identified in Schedule H1. This designation permits apartment buildings and townhouses as well as public open spaces. Small-scale, neighbourhood-oriented commercial uses are also permitted. Non-residential uses are restricted to the first two floors of a building and cannot occupy more than 50% of its gross floor area in R4 and R5 zoned areas.
- / **3.9.2.3:** Buildings of varying heights shall be encouraged in the Northern Character Area. The maximum heights, identified in Schedule H2, are intended to achieve a transition to the mid-rise and low-rise areas to the south. Proposals for development in the Northern Character Area shall be guided by the Built Form Guidelines in the Centretown CDP. These guidelines, together with other applicable Council approved Design Guidelines, provide the framework to ensure better quality architecture, appropriate building design and the creation of a positive sense of place in Centretown. The guidelines are meant to be general and may not apply equally in all circumstances. The site context may inform the application of, and the emphasis on, the various guidelines.

The following general policies of the Secondary Plan also apply to the proposed development:

- / **3.9.5.3:** The implementing zoning by-law shall establish appropriate maximum building heights within the ranges shown on Schedule H2. These maximum building heights are intended to help ensure compatibility between existing buildings and new development and between areas of different building heights, which together with other applicable zoning provisions ensure new development achieves an appropriate built form transition to adjacent areas of lower height.
- / **3.9.5.4:** Where the existing maximum building heights in the Zoning By-law are lower than those shown on Schedule H2, any increase in height and/or density deemed suitable by the City through a rezoning process will be subject to Section 37 of the Planning Act in accordance with the Council-approved Section 37 Guidelines and Policy 8 in Section 5.2.1 of the Official Plan.
- / **3.9.5.6:** To maintain attractive and pedestrian-friendly streetscapes, the impact of off-street parking shall be minimized in Centretown. In designated Residential areas and Residential Mixed Use areas, front yard parking for existing houses and apartment buildings shall be discouraged and generally shall not occupy the front yard beyond an existing driveway. Parking for new buildings in these areas shall be located at the rear of the building. In all other land use areas, parking for apartment buildings, office buildings and mixed-use buildings generally shall be located at the rear of the building or underground.

As mentioned, general maximum building height ranges for the Secondary Plan area are outlined in Schedule H2 of the Secondary Plan. The subject property is contemplated for development at heights of 27 storeys as shown below (Figure 19).

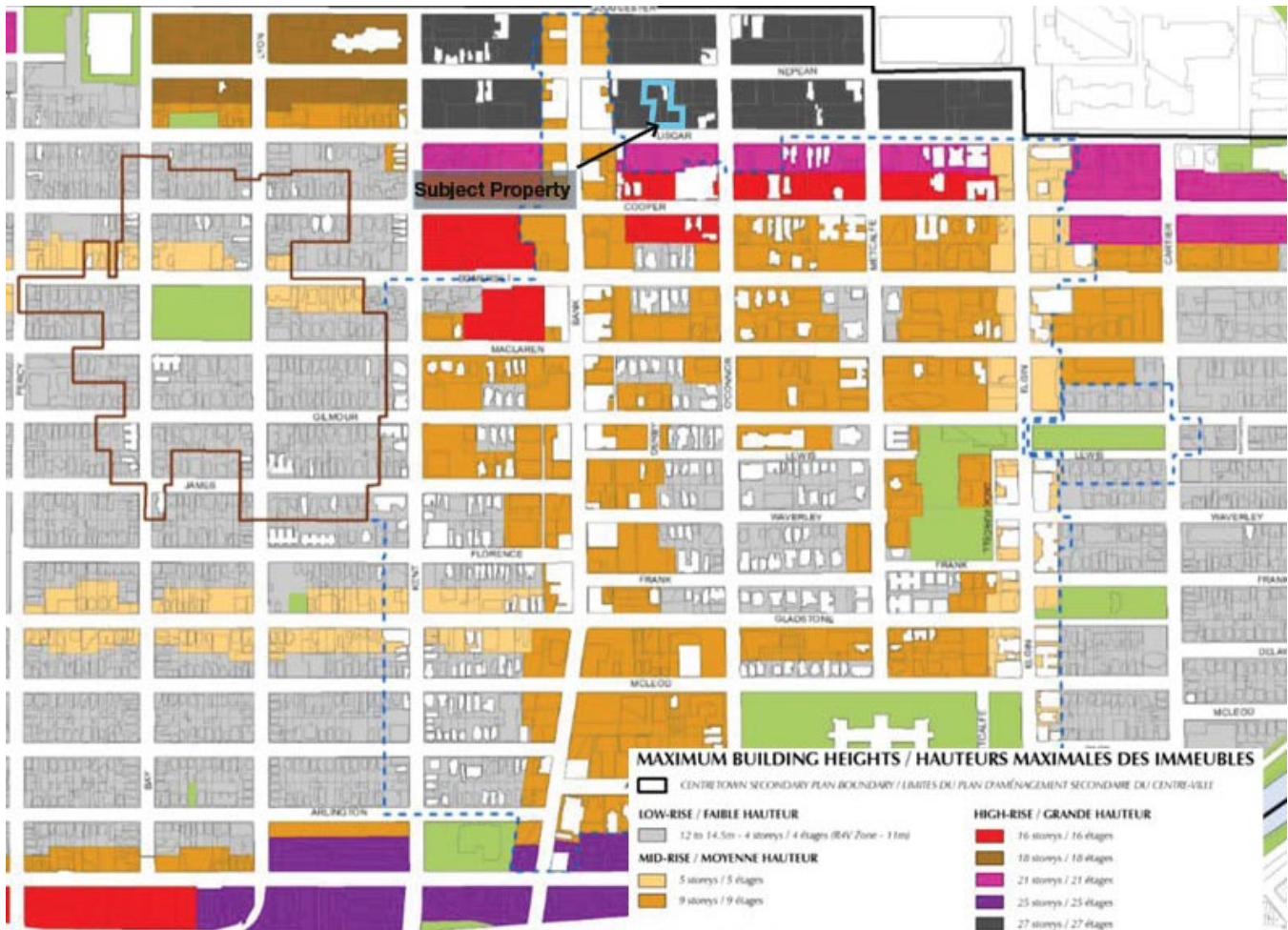


Figure 19: Annex H2, Centretown Secondary Plan

Policy 3.9.5.7 states that in addition to the built form policies listed above, all new development in Centretown shall respect the guidelines in Sections 6.2-6.4 of the Centretown CDP. A discussion regarding the project's conformity to these guidelines is found in Section 4.4 (above) of this report.

**The proposed development is consistent with the plan's objectives for redevelopment and infill within the Northern Character Area and consistent with the contemplated Apartment Neighbourhood land use designation. The development proposes to intensify an underutilized lot in a location which is already zoned for high-rise residential development. Pursuant to Policy 3.9.2.1, the proposed high-density residential development is consistent with the vision for buildings within the Apartment Neighbourhood designation.**

The proposed development will contribute to the evolution of a more coherent, visually-pleasing and pedestrian-oriented environment. It will also soften the transition between the high-rise area to the north and the mid-rise and low-rise areas to the south. The buildings propose ground floor glazing, pedestrian entrances to both towers via Lisgar Street and Nepean Street providing an improved street definition and alignment. The design of the ground floor and stepbacks also create an engaging environment for pedestrians while introducing interesting architecture to the urban fabric. Finally, as outlined in Policy 3.9.5.4, Section 37 of the Planning Act is applicable to the proposed development and will be discussed and negotiated as part of the approvals process.



## 4.6 Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-rise Buildings were approved by City Council in 2018 and serve to “provide urban design guidance...to promote and achieve appropriate high-rise development”. The objectives of the guidelines are:

- / Address the compatibility and relationship between high-rise buildings and their existing or planned context;
- / Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site;
- / Encourage a mix of uses and open spaces that contribute to the amenities of urban living;
- / Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- / Promote high-rise buildings that contribute to views of the skyline and enhance orientation and the image of the city;
- / Promote development that responds to the physical environment and microclimate through design.

These objectives are achieved by meeting the various guidelines, including the following that are applicable to the proposed development:

- / The north tower (27 storeys) is taller than the south tower (25 storeys), creates a transition from the high-profile building heights of the Central Area just north of the subject site to the more modest high-profile and medium-profile buildings towards Somerset Street West that are contemplated in the Centretown Secondary Plan (Guideline 1.11);
- / Intentional stepbacks above the fourth floor along both the Lisgar Street and Nepean Street frontages enrich the urban fabric as well as the overall pedestrian experience (Guideline 2.1);
- / The facades of the podium and tower have been articulated to vertically to break up the overall mass (Guideline 2.2);
- / Stepbacks above ninth floor ensure that the proposed high-rise towers include distinctive and integrated parts thereby enriching the urban environment (Guideline 2.3);
- / The building is oriented to the street. The majority of the ground floor façade is comprised of glazing (Guideline 2.20);
- / Balconies have been strategically located to avoid close balcony-to-balcony contact (Guideline 2.29);
- / Walls enclosing the parking garage have been articulated with active spaces, materials, rhythm and high-quality design
- / Canopies along both frontages have been provided at the front entrance to protect pedestrians from wind, rain, snow and intense sun and to moderate the microclimate and facilitate year-round use (Guideline 3.2);
- / Roof-top mechanical spaces have been integrated into the design and massing of the upper floors.
- / Landscaping has been between the sidewalk and the building face to allow for public- private transition (Guideline 3.3);
- / Street trees have been located adjacent to the sidewalk (Guideline 3.4);
- / The main pedestrian accesses to the buildings face Lisgar Street and Nepean Street and are directly accessible from the public sidewalk. The entrance is clear and inviting (Guideline 3.11);
- / Proposed parking spaces are enclosed and located underground (Guideline 3.14);
- / Utility equipment is located out of view (Guideline 3.18); and
- / Garbage enclosures are located away from the public street (Guideline 3.19).

**The proposed development respects the Urban Design Guidelines for High-rise buildings by providing a building that includes a high level of architectural detail, including glazing, active entrances, and appropriate building massing, siting, and stepbacks.**

## 4.7 Transit-Oriented Development Guidelines

The Transit-Oriented Development Guidelines, which were approved by City Council in 2007, are to be applied throughout Ottawa for all development within a 600-metre walking distance of a rapid transit station or stop. As the proposed development is within 600 metres of one transit station, these guidelines apply. The following is a summary of how the proposed development meets the various guidelines for transit-oriented development.

- / The proposed development provides residential intensification, as well as new commercial opportunities, on an underdeveloped lot within close proximity to a rapid transit station (Guideline 1);
- / The commercial uses within the development are small allowing them to be oriented to local businesses and encourage pedestrian travel over vehicle travel (Guideline 2);
- / The proposed development creates an active street front along Nepean Street and Lisgar Street, which connects to Bank Street and the greater street network supporting connections to the rapid transit network and stations (Guideline 7);
- / The building includes stepbacks at the fourth storey along both the Lisgar Street and Nepean Street frontages, as well as a nine (9) storey podium (Guideline 11); and
- / The ground level units include a high level of fenestration to provide an active streetfront (Guidelines 14 and 15).

**The proposed development responds to the Transit-Oriented Development Guidelines by providing a building that provides intensification as well as a range of housing choices within close proximity to two rapid transit stations within the City's established Downtown core.**

## 4.8 Zoning By-law 2008-250

The subject property is currently subject to two existing zone categories as follows:

- / **176 Nepean Street:** 'Residential Fifth Density, Subzone B, Urban Exception 482, with a site-specific maximum building height of 37 metres (R5B [482] H(37)).
- / **293-307 Lisgar Street:** 'Residential Fifth Density, Subzone B, Urban Exception 482, with a site-specific floor space index of 3.0 (R5B [482] F(3.0)).



Figure 21: City of Ottawa 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 mid-high rise apartment dwellings in areas designated as General Urban Area, Mixed Use Centre or Central Area in the Official Plan;
- / allow a number of other residential uses to provide additional housing choices within the fifth density residential areas;
- / permit ancillary uses to the principal residential use to allow residents to work at home and to accommodate convenience retail and service uses of limited size;
- / ensure that residential uses predominate in selected areas of the Central Area, while allowing limited commercial uses; and
- / regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced.

The R5B Subzone permits **high-rise apartment dwellings**.

Urban Exception 482 further specifies permitted uses as follows:

- / personal service business limited to barber shop, beauty parlour, or dry cleaner's distribution station;
- / place of assembly limited to a club;
- / retail store limited to a drug store, florist shop, news stand and restaurant; and
- / additional permitted uses other than place of assembly limited to a club restricted to ground floor or basement of residential use building.

The site is located within the Mature Neighbourhoods Overlay. The intent of the overlay is to regulate the character of low-rise development including front door location, driveway width, and parking. The provisions of the overlay do not generally apply beyond low rise-built form and are therefore not applicable to this application.

In addition, the proposed development is subject to the, new regulations related to the development of high-rise buildings in the City of Ottawa. The new regulations provide minimum lot areas for corner and interior lots, as well as minimum distance separations to property lines and other towers on the same property. The regulations are currently under appeal by the owner of the subject lands (and others) and the appeal remains active and unresolved. The subject property is located within Area A, being outside of the MD zone but within the Greenbelt. However, Lisgar Street to the north of the subject property is the existing boundary of the MD zone.

The applicant is also seeking to add the use of “parking garage” to the list of permitted uses for the purposes of allowing a number of parking spaces within the project, to be determined at a later date, to be allocated for paid use by the public. This proposed use is consistent with the existing use of the property, being a paid surface public parking lot.

#### 4.8.1 Zone Provisions and Analysis

The proposed Zoning By-law Amendment for the subject property is to rezone it entirely to Residential Fifth Density, Subzone B with site-specific provisions to address the proposed development (R5B [X] H(XX)).

The following table provides a summary of the Residential Fifth Density, Subzone B as detailed in Zoning By-law 2008-250 as well as the High-Rise zoning regulations. The table demonstrates how the development meets the provisions. The proposal’s compliance with the current zoning. Areas of non-compliance are noted with an ‘✘’.

Table 1: Zoning Summary

Zoning Mechanism	Requirement	Proposed	Compliance
<b>Minimum Lot Area (High-Rise regulations)</b>	1350 m <sup>2</sup>	2,709m <sup>2</sup>	✓
<b>Minimum Lot Width</b>	22.5 m	41.53 m along Nepean Street	✓
		50.38 m along Lisgar Street	✓
<b>Minimum Front Yard Setback (Section 123)</b>	1.5 m	1 m along Nepean Street increasing to 2 m above the fourth floor	✘
		1 m along Lisgar Street increasing to 2 m above the fourth floor	✘

Zoning Mechanism	Requirement	Proposed	Compliance
<b>Minimum Interior Side Yard Setback</b>	For the first 21 m from the street: 1.5 m	North building (west): 3m increasing to 6 m above ninth floor	✓
		North building (east): 1.5 m increasing to 3 m above ninth floor	✓
		South building (west): 1.5 m increasing to 8.5 m above ninth floor	✓
		South building (east): 1.5 m increasing to 9 m above ninth floor	✓
	If located further than 21 metres from the front lot line: 6m	North building (east): 1.5m increasing to 3m above ninth floor	✗
		North building (west): 3m increasing to 6 m above ninth floor	✗
		North building (south): 3m	✗
		South building (east): 1.5 m increasing to 9 m above ninth floor	✗
		South building (west): 1.5 m increasing to 8.5 m above ninth floor	✗
		South building (north): 0m increasing to 6m above first floor	✗
		Four storey adjoining structure (east): 1.5m	✗
		Four storey adjoining structure (west): 1.5m	✗

Zoning Mechanism	Requirement	Proposed	Compliance
<b>Min. Interior Side Yard and Rear Yard Setbacks for a Tower (High-Rise regulations)</b>	10 metres	North Tower (west): 6 m above ninth floor North Tower (east): 3 m above ninth floor North Tower (south): 3 m above the ninth floor South Tower (west): 8 m above ninth floor South Tower (east): 9 m above ninth floor South Tower (north): 6 m above the ninth floor	✘ ✘ ✘ ✘ ✘ ✘
<b>Minimum Separation Distance between towers on the same lot (High-Rise regulations)</b>	20 metres	16.5 metres	✘
<b>Landscaped Area</b>	30% of the lots area must be provided as landscaped area	45%	✓
<b>Min. width of landscaped area</b>	When abutting a residential area: 3m – may be reduced to 1 m where a min. 1.4m high opaque fence is provided All other cases: No minimum	North building (east): 13.6m North building (south): 3.8m South building (west): 1.5m with a fence that is >1.4m South building (east): 1.5m with a fence that is >1.4m	✓ ✓ ✓ ✓
<b>Maximum Building Height</b>	37 metres	90 metres	✘
<b>Maximum Floor Space Index</b>	3.0 (Nepean Street)	10.8	✘
<b>Amenity Area</b>	Total min. 6m <sup>2</sup> /unit= 521 x 6 = 3126m <sup>2</sup> , a minimum of 50% of the required total amenity area	Total: 4,909m <sup>2</sup> Communal: 857m <sup>2</sup> Balconies: 4,052m <sup>2</sup>	✓ ✓

Zoning Mechanism	Requirement	Proposed	Compliance
	(1,563 m <sup>2</sup> ) must be communal and aggregated into areas up to 54 m <sup>2</sup>		
<b>Aisle and Driveway Provisions</b>	Minimum width of a driveway providing access to a parking lot or parking garage is 6 m for a double traffic lane for a parking garage.	Double traffic lane providing access to parking garage is 6 m wide.	✓
	Minimum width of aisles providing access to parking spaces in a parking garage is 6.0 metres for parking oriented at 90°.	Width of aisles is 6.0 metres.	✓
<b>Bicycle Parking Spaces</b>	0.5 spaces per unit = 261	470	✓
<b>Loading Spaces</b>	None required	1	✓
<b>Loading space Dimension</b>	Min. 3.5 m wide / 7 m long	Min. 3.5 m wide / 7 m long	✓

The property is considered as within Area X as shown in Schedule 1A in the City of Ottawa Zoning By-law.

Zoning Mechanism	Zoning Provision	Proposed	Zoning Conformity
<b>Vehicle Parking Spaces (min)</b>	Resident: 0.5/DU, not including first 12 units = 521 – 12 = (509 x 0.5) – 20 spaces for all underground = 255 – 2 = 235 spaces	0 spaces. (See rationale below.)	✗
	Visitor: No more than 30 parking spaces are required	A total of 30 visitor parking spaces will be allocated to meet the minimum number visitor parking spaces required.	✓
	Total: 265 spaces		

**The proposal meets the general intent of the provisions of the Residential Fifth Density zone, however, relief will be required from the zoning provisions as detailed below.**

#### 4.8.2 Proposed Zoning

A zoning schedule is proposed for the site to clearly identify and delineate the maximum building heights, additional land use, as well as the required building setbacks and stepbacks. The height schedule will be confirmed as the project moves forward and will follow the building envelope as shown on the Site Plan associated with this application. The Zoning Schedule will address the following site-specific zoning provisions:

- / **Maximum Building Height:** As shown on the site plan and described herein, the maximum proposed height is 90 metres with several height transitions incorporated within the building design to provide appropriate setbacks and stepbacks to the surrounding neighbourhood. As mentioned above, the site is currently split-zoned and the height restriction of 37 metres is only applicable to the portion of the site along Nepean Street and the proposed location of the North Tower. While the proposed 90 metre height of the North Tower does not conform to the Zoning By-law, it is important to highlight that the proposed 27 storey height conforms to the Official Plan and Secondary Plan policies and is an appropriate height for the site. It must be noted that the Secondary Plan was the result of a detailed study of the area to determine appropriate locations for height and density. The subject site was determined as a location where height and density should be encouraged. As such, it is appropriate to allow an increase in permitted height through a variance, given the results of the Centretown Study. Additionally, efforts have been taken to reduce any possible impacts of the proposed height by providing a two (2) metre setback along the ground floor, an increased floor-to-ceiling height ratio on the first floor, stepbacks above the fourth and ninth floor, fenestration and change in materiality.
  
- / **Maximum Floor Space Index:** The zoning provisions require that a maximum 3.0 Floor Space Index is maintained on the portion of the site along Lisgar Street and the proposed location of the South Tower. However, the proposed development requires relief to increase the Floor Space Index to 10.8. It is important to highlight that the maximum Floor Space Index is only applicable to part of the subject property. Similarly to the maximum building height provision noted above, the Official Plan and Secondary Plan policies encourage higher density on the subject property. As such, it is appropriate to allow an increase in permitted height density through a variance, given the results of the Centretown Study. As described above, efforts have been taken to reduce any possible impacts of the proposed density by providing a two (2) metre setback along the ground floor, a one-storey podium along the north interface of the South Tower, stepbacks above the fourth and ninth floor, fenestration and change in materiality. The requested relief is therefore relatively minor in nature.
  
- / **Minimum Front Yard Setback:** The zoning provisions require a minimum 1.5 metre front yard setback along both Lisgar Street and Nepean Street, however the proposed development requires relief to decrease the setback to 1 metre. It is important to note that the 1 metre setback begins on the second floor whereas on the ground floor the towers present a 2 metre setback from the street. Further, an additional 1 metre stepback above the fourth floor ensures that most of the upper levels of the building comply to the provision. The requested relief from the required front yard setbacks is relatively minor and additional efforts have been taken including an increased ground-floor ratio height on the first floor, fenestration and a porous entrance through the woonerf treatment along the base. These efforts also contribute to a continuous street wall and animated streetscape. A reduced setback is therefore appropriate along both these frontages.
  
- / **Minimum Interior Side Yard Setback:** The zoning provisions require that a minimum 6 metre interior side yard setback is provided at any point that is 21 metres or further from the front lot line. However, the proposed development requires relief to decrease the setback at the north building, south building and adjoining structure. The requested relief from the required minimum side yard setbacks is relatively minor and, efforts have been taken to reduce impacts on adjacent properties by providing stepbacks at the fourth and ninth levels, an adjoining structure at the fourth level and a screen through proposed landscaping. Additionally, the By-law stipulates a minimum interior side yard setback of 1.5 metres for any part of the building that is up to and including 21 metres



from the front lot line. It is important to note that all of the proposed interior side yard setbacks along both towers conform to the required setback, non-compliance is limited to portions of the podiums.

**Minimum Tower Separation Distance between Towers on the same lot:** The buildings feature a nine-storey podium with appropriate setbacks to ensure adequate tower separation to adjacent properties based on the site-specific context. The high-rise zoning regulations specify that a minimum 20 metre tower separation distance is required. While the subject property is not located in the MD zone, the MD zone begins just across Nepean Street to the north of the subject site. It is important to note that the required separation distance between towers on the same lot in the MD zone is 15 metres. As the surrounding area is characterized by a similar built context as portions of the MD zone as demonstrated by the adjacent property to the east which has a high-rise building with no podium design, reduced setbacks and an increased Floor Space Index. The proposed development is sensitively designed to provide adequate tower separation to the eastern property line while protecting for the significant development potential of these lands. The two (2) proposed towers have a tower separation distance of 16.5 metres and are offset to minimize any direct impacts related to privacy, overlook and shadowing. The requested relief from the required minimum tower separation distance is relatively minor and, efforts have been taken to minimize impacts by proposing the four storey adjoining structure, a one-storey podium along the northern side of the south building, ensuring a non-overlapping strategy and setbacks above the ninth floor.

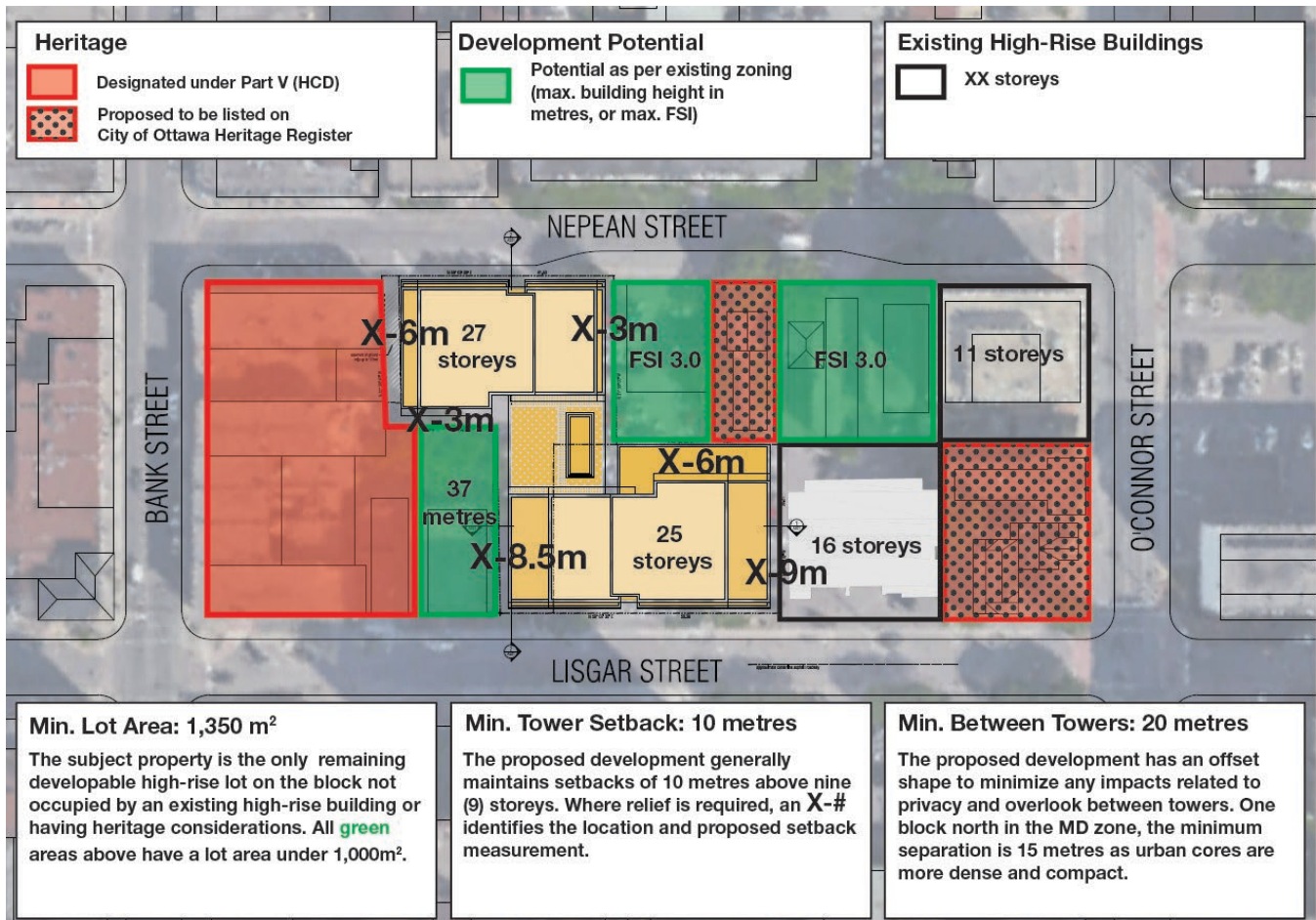


Figure 22: There are existing buildings, properties with heritage considerations, and other limiting factors such as the new high-rise building regulations that limit the development potential of other sites for high-rise buildings. Only the subject property, being a consolidation of several lots, would permit a high-rise building as per these factors, and therefore reduced setbacks from the proposed towers are appropriate given the local context.

- / **Minimum Interior Side Yard Setbacks for a Tower:** The zoning provisions require that a minimum 10 metre setback is provided between the tower and the property lines. However, the proposed development requires relief from this provision. As discussed above, the unique location of the proposed development as well as the nature of the abutting uses renders the subject property as the only high-rise opportunity remaining on the block, thereby mitigating for the reduction in requested setbacks. Along Lisgar Street, setbacks of 8.5 metres (west) and 9 metres (east) ensure compatibility with existing development and potential development. Only one block north in the MD zone, these separation distances would greatly surpass the minimum of 7.5 metres. Further, 16-storey tower (built circa 2019) adjacent to the eastern property line only has a setback of 1.5 metres, whereas the proposed development has a setback of 9 metres – 6 times what has been provided on the neighbouring property. Along Nepean Street, the proposed development abuts existing buildings to the west with heritage value within the Centretown Heritage Conservation District, and to the east, smaller properties that would require lot consolidation to develop a high-rise building. One of these buildings has recently been identified as having heritage value worthy of the Heritage Register and would need to be demolished in order to accommodate a high-rise tower on these lands. Even under these circumstances, a potential building could be located closer to the 11-storey building on the northeastern corner of the block, an existing office building with minimal impacts on adjacent residential development. All these factors being considered, the proposed tower setbacks do not impose undue adverse impacts on adjacent properties and will allow the redevelopment of the only remaining high-rise residential property on the block.
  
- / **Additional Permitted Land Use:** The applicant is also seeking to add the use of “parking garage” to the list of permitted uses for the purposes of allowing a number of parking spaces within the project, to be determined at a later date, to be allocated for paid use by the public. Given that the proposal includes a six (6) level underground parking garage for residents and visitors which is permitted under the Zoning By-Law, the amendment to permit a number of spaces for paid use by the public is minor and appropriate. As mentioned above, entrance to the parking garage is away from Lisgar Street and Nepean Street thereby minimizing any possible disruptions along the streetscape while the garage is entirely enclosed underground thereby minimizing any possible impacts. The proposal currently exceeds the minimum number of required parking spaces for residents and visitors and this amendment provides for flexibility in an evolving market place. Although apartment resident demand for parking appears to be slowly declining, demand for public parking within the central area has remained consistent. By providing flexibility, the proposed development can respond to a shift in market demand more appropriately and ensure that parking spaces do not remain empty.
  
- / **Minimum Resident Vehicle Parking:** The developer is seeking a reduction of the minimum resident parking from the required minimum of 235 spaces to 0 spaces. The developer is proposing a flexible approach to the underground parking garage, which will contain resident, visitor and public parking spaces. Considering the subject property’s proximity amenities on Bank Street and to the relatively new Parliament and Lyon LRT Stations, and as parking demand in the Downtown core tends to be trending downwards, and as the project proposes 470 bicycle parking spaces, it is difficult at this time to ascertain the market demands for resident parking. While 30 visitor parking spaces will be reserved, the balance of the parking will be determined post-construction, allocating spaces to residents and the public parking garage based on emerging market trends.

From a planning perspective, we are of the opinion that this approach is appropriate for the proposed development given the context and location of the property. This will allow the development to maximize its support for alternative modes of transportation while balancing the needs of its residents and ensuring the economic viability of the development. Both the Official Plan and PPS contain policies that seek to encourage alternative modes or transportation and support the economic viability of neighbourhoods, as previously discussed in Sections 4.1 and 4.2 of this report. Policies in the PPS, such as 1.1.3.2, speak to the efficient use of land and resources, supporting active transportation and supporting transit. To develop and use land efficiently includes

building in a planned function for new development to adapt to a rapidly changing context. Section 1.4.3 of the PPS relates to housing and seeks to ensure that municipalities provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of the regional market area. In a similar way, a flexible parking configuration that is able to adapt and respond to changing market forces in the Downtown core contributes to the efficient use of the land and the overall viability of the project, without negatively impacting the project's ability to support active transportation and investments in transit infrastructure.

## 5.0 Public Consultation Strategy

In partnership with the City of Ottawa, all public engagement activities will comply with Planning Act requirements, including circulation of notices and the Statutory Public Meeting. The following Public Engagement steps and activities have already been undertaken in preparation of this application submission or will be undertaken in the following months after the application has been submitted.

- / Notification of Ward Councillor, Councillor Catherine McKenney
  - o The Ward Councillor will be notified of the proposed development for the subject property following the submission of this application
  
- / Community “Heads Up” to local registered Community Associations (City of Ottawa)
  
- / Committee Meeting Advertisement and Report Mail out to Public (City of Ottawa)
  
- / Urban Design Review Panel Formal Consultation
  - o A pre-application consultation session with the UDRP was held on January 10, 2020. Another pre-application consultation was previously held in 2017.
  - o Formal review of the proposed development will be undertaken by the Urban Design Review Panel during the City’s review of the initial application submission, if required.
  
- / Statutory Public Meeting - Planning Committee.

## 6.0 Conclusions

It is our professional opinion that the proposed Zoning By-law Amendment and concurrent Site Plan Control Application to permit the proposed development on the subject property constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The proposed development is consistent with the Provincial Policy Statement (2020) by providing residential development that will provide increase choices for housing within an existing and established neighbourhood that is close to transit and is walkable.
- / The proposed development will allow greater intensification and the addition of residential density to a target area for intensification, helping to implement the growth management policies of Section 2.2. of the Official Plan. The proposed development also conforms to the policies for urban design and compatibility by providing transitions from the high-profile building heights of the Central Area just north of the subject site to the more modest high-profile and medium-profile buildings towards Somerset Street West.
- / The proposed development conforms to the policies for increased height within the Centretown Secondary Plan by providing higher density development on an underutilized lot and proposing uses that are compatible with the envisioned Apartment Neighbourhood designation.
- / The proposed development responds strongly to the Urban Design Guidelines for High-Rise buildings by enhancing the public environment and streetscape, providing setbacks as well as appropriate tower separation distances.
- / The proposed development responds to the Transit-oriented Design Guidelines by introducing intensification and broader range of housing options within 600 metres of two (2) rapid transit stations.
- / The proposed development will allow the redevelopment of an underutilized site.
- / The proposed development is supported by technical studies submitted as part of this application.

Sincerely,



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