

5. Official Plan and Zoning By-Law Amendment – 552 Booth Street
Modification au Plan officiel et au Règlement de Zonage – 552, rue Booth

COMMITTEE RECOMMENDATIONS, AS AMENDED

That Council approve:

1. an amendment to the Preston-Carling District Secondary for 552 Booth Street to create a new land use character area and other site specific required amendments, as detailed in Document 2; and
2. an amendment to Zoning By-law 2008-250 for 552 Booth Street to permit a mixed-use development, including heritage buildings, retail, office, residential and open space land uses as detailed in Document 3, as amended by the following:
 - a. that the 5th bullet in number 2, letter “d” be replaced with:
“Any part of a building above 15 metres must be setback at least 2 metres from the property line abutting the street”;
 - b. that, pursuant to the *Planning Act*, subsection 34(17), no further notice be given.

RECOMMANDATIONS DU COMITÉ, TELLES QUE MODIFIÉES

Que le Conseil approuve :

1. une modification au Plan secondaire du secteur Preston-Carling visant le 552, rue Booth, afin de créer un nouveau secteur caractéristique d'utilisation du sol, ainsi que d'autres modifications propres à des emplacements requises, comme l'expose en détail le document 2;
2. une modification au Règlement de zonage 2008-250 visant le 552, rue Booth, afin de permettre un aménagement polyvalent comprenant des édifices historiques, des commerces de détail, des bureaux, des logements et des espaces ouverts, comme l'expose en détail le document 3, dans sa version modifiée par ce qui suit :

- a. que le libellé de la cinquième puce du point 2d soit modifié en le remplaçant par le texte suivant:

« Si une portion d'un bâtiment dépasse 15 mètres, elle doit être en retrait d'au moins 2 mètres de la limite de propriété longeant la rue ».
- b. qu'en vertu du paragraphe 34(17) de la Loi sur l'aménagement du territoire, qu'aucun nouvel avis ne soit donné.

DOCUMENTATION/DOCUMENTATION

1. Director's Report, Planning Services, Planning, Infrastructure and Economic Development Department, dated February 7, 2019 (ACS2019-PIE-PS-0012)

Rapport de la directrice, Services de la planification, Direction générale de la planification, de l'Infrastructure et du développement économique, daté le 7 février 2019 (ACS2019-PIE-PS-0012)
2. Extract of draft Minutes, Planning Committee, February 28, 2019

Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 28 février 2019
3. Summary of Written and Oral Submissions to be issued separately with the Council agenda for its meeting of March 27, 2019, in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council meeting of March 6, 2019".

Résumé des observations écrites et orales à distribuer séparément avec l'ordre du jour de la réunion du 27 mars 2019 du Conseil, dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes du projet de loi 73, à la réunion du Conseil municipal prévue le 6 mars 2019 ».

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
28 February 2019 / 28 février 2019**

**and Council
et au Conseil
6 March 2019 / 6 mars 2019**

**Submitted on 7 February 2019
Soumis le 7 février 2019**

**Submitted by
Soumis par:
Lee Ann Snedden
Director / Directrice**

**Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

**Contact Person / Personne ressource:
Erin O'Connell, Planner III / Urbaniste III, Development Review Central / Examen
des demandes d'aménagement centrale
613-580-2424, 27967, Erin.Oconnell@ottawa.ca**

Ward: SOMERSET (14)

File Number: ASC2019-PIE-PS-0012

SUBJECT: Official Plan and Zoning By-law Amendment – 552 Booth Street

**OBJET: Modification au Plan Officiel et au Règlement de Zonage – 552, rue
Booth**

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve:**
 - a. An amendment to the Preston-Carling District Secondary for 552 Booth**

Street to create a new land use character area and other site specific required amendments, as detailed in Document 2.

- b. An amendment to Zoning By-law 2008-250 for 552 Booth Street to permit a mixed-use development, including heritage buildings, retail, office, residential and open space land uses as detailed in Document 3.
2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of March 6, 2019," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil :
 - a. Une modification au Plan secondaire du secteur Preston-Carling visant le 552, rue Booth, afin de créer un nouveau secteur caractéristique d'utilisation du sol, ainsi que d'autres modifications propres à des emplacements requises, comme l'expose en détail le document 2.
 - b. Une modification au Règlement de zonage 2008-250 visant le 552, rue Booth, afin de permettre un aménagement polyvalent comprenant des édifices historiques, des commerces de détail, des bureaux, des logements et des espaces ouverts, comme l'expose en détail le document 3.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et de l'avocat général et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes du projet de loi 73, à la réunion du

Conseil municipal prévue le 6 mars 2019 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

EXECUTIVE SUMMARY

Assumption and Analysis

Canada Lands Company (CLC) acquired the subject lands from National Resources Canada in 2015. CLC then proceeded through a series of public consultation sessions, which resulted in the creation of a concept plan. The resulting concept plan requires an Official Plan and Zoning By-Law Amendment to include the lands within the Preston-Carling District Secondary Plan as well as create site-specific policy and zoning details that correspond to the conceptual plan for future development.

The proposed development has strategically located new buildings amongst retained heritage assets, has incorporated compact floor plates, separation distances between towers, and podium/tower designs to minimize impacts on existing areas, while introducing a new City Park and a complementary mix of potential land uses within 600 metres from a transit station. In consideration of the applicable Official Plan policies, the Official Plan and Zoning By-law amendments are recommended for approval.

Public Consultation/Input

CLC held five sessions in the community at the St. Anthony Italia Soccer Club and formed a Public Advisory Committee to provide input prior to the application submission. Through the application process, a total of six comments were received from the public. Five of those were either requests for information and/or to be kept notified of the public open houses and City Council's decision. The other comment was a concern with removing all height and floor space index controls from the site, but not in opposition to the built form itself. The recommended Official Plan and Zoning By-law amendment contain specific policy direction and zoning requirements related to height and built form.

RÉSUMÉ

Hypothèse et analyse

En 2015, la Société immobilière du Canada (SIC) a acheté à Ressources naturelles Canada le bien-fonds visé. La SIC a ensuite mené une série de réunions de

consultation publiques, qui ont donné lieu à la création d'un plan conceptuel. Ce plan stipule que des modifications doivent être apportées au Plan officiel et au Règlement de zonage afin d'inclure le bien-fonds visé dans le Plan secondaire du secteur Preston-Carling. Il préconise en outre que soient élaborés une politique propre à l'emplacement et des détails de zonage qui correspondent au plan conceptuel, en vue d'un aménagement futur.

L'aménagement proposé prévoit la localisation stratégique des nouveaux bâtiments au sein des biens patrimoniaux conservés, des surfaces de plancher regroupées, des distances de séparation entre les tours et des conceptions socle-tour qui limitent les répercussions sur les zones environnantes, tout en intégrant un nouveau parc municipal et une variété complémentaire d'utilisations pouvant être implantées à moins de 600 mètres d'une station de transport en commun. Compte tenu des politiques pertinentes du Plan officiel, l'approbation des modifications au Plan officiel et au Règlement de zonage est recommandée.

Consultation publique et commentaires

La SIC a organisé cinq réunions publiques dans la collectivité, au St. Anthony Italia Soccer Club, et a constitué un comité de consultation publique dont les membres ont été invités à faire part de leurs commentaires avant la présentation de la demande. Six commentaires ont été reçus de membres du public au cours du processus de demande. Cinq d'entre eux provenaient de résidents souhaitant obtenir de l'information et/ou être tenus au courant des dates des réunions portes ouvertes et de la décision du Conseil municipal. L'autre commentaire faisait état d'une préoccupation entourant l'absence de surveillance de la hauteur et du rapport plancher-sol sur l'emplacement, sans manifester une opposition à la forme bâtie en tant que telle. Les modifications recommandées au Plan officiel et au Règlement de zonage contiennent une orientation stratégique et des exigences de zonage propres en matière de hauteur et de forme bâtie.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

552 Booth Street

Owner and Applicant

Canada Lands CLC Limited

Architect

Stantec Consulting Ltd. and ERA Architecture

Description of site and surroundings

The subject site is located immediately south of Highway 417 and north of Dow's Lake in Ward 14 and Centretown West. The site is approximately 2.6 hectares (6.5 acres), bordered by Orangeville Street to the north, Booth Street to the east, Norman Street to the south and Rochester Street to the west.

The site contains seven vacant buildings and surface parking lots with approximately 250 parking spaces that serve buildings off-site. Previously, the site, owned by Natural Resources Canada, was used for research and development of fuels, minerals, and metals to support industrial innovation. Five of the seven buildings have a recognized heritage status from the Federal Heritage Buildings Review Office (FHBRO).

The existing buildings on site are 405, 556, 558, 562, and 568 Rochester Street, and 550, 552, 562, and 568 Booth Street.

The lands immediately east and south of the site are federal government office buildings used by Natural Resources Canada. South of Carling Avenue is the Commissioners Park and Dow's Lake. Immediately west of the site are Preston Square, a commercial-office hub; a surface parking lot; and a mix of low-rise commercial and residential uses. Preston Street is one block west of the site; and low- and mid-rise residential uses can be found further to the east.

The site is adjacent to the Preston-Carling Secondary Plan area to the west, and is located in a Design Priority Area. The site is also located within a 600-metre radius of the Trillium Line's Carling Station and the proposed Gladstone Station.

Summary of requested Official Plan and Zoning By-law amendment proposal

The proposed development is for five new high-rise buildings and three additions to existing buildings with a total anticipated gross floor area of more than 90,000 square metres (1,000,000 square feet) within the Booth Street Complex lands. Parking is proposed to be mainly underground with loading and service areas contained internal to the site. Access to buildings would be shared between sites minimizing potential curb cuts. The retention and potential redevelopment of five federal heritage buildings that are also proposed for municipal designation forms part of the plan as does a public realm plan and the dedication of a new City Park, with details to be determined through either the Plan of Subdivision or Site Plan Control process.

According to Schedule B of the Official Plan, the property is designated as Mixed-Use Centre. The applicant submitted an Official Plan amendment application to include the site in the Preston-Carling District Secondary Plan Area.

The site is currently zoned Mixed-Use Centre with a maximum floor space index of 2.0 (MC F(2.0)). The Zoning By-law amendment proposed is to zone a portion of the property to Open Space to permit a new park, remove the Floor Space Index, but more specifically reference building heights in metres, revise some permitted and prohibited uses in the MC zone, include required stepbacks from adjacent streets, and include parking provisions that are in accordance with the proposed concept plan.

DISCUSSION

Public consultation

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan and Zoning By-law amendments. CLC also held five sessions in the community at the St. Anthony Italia Soccer Club located at 523 St. Anthony Street, and formed a Public Advisory Committee (PAC) to provide input prior to application submission.

A total of six comments were received from the public. Five of those were either requests for information and/or to be kept notified of the any public open houses and City Council's decision

For this proposal's consultation details, see Document 5 of this report.

Official Plan designations

Mixed-Use Centres such as the subject site are strategic locations on the rapid-transit network and lie adjacent to major roads. They act as focal points of activity, both within their respective communities and within the larger municipal structure. Mixed-Use Centres constitute a critical element in the City's growth management strategy, being areas with high potential to achieve compact and mixed-use development. They are limited in number and represent opportunities for substantial growth.

Mixed-Use Centres should contain a broad variety of land uses, develop as complete neighbourhoods, contain minimum target densities, and take careful consideration of design, orientation, mix of uses and physical linkages to surrounding sites.

Other applicable policies and guidelines

The Preston-Carling District Secondary Plan references lands adjacent to the subject site. Through the proposed Official Plan amendment, the subject lands will be included in this Secondary Plan area, which is a design priority area and target area for intensification. The Secondary Plan generally speaks to the area as a south-western gateway to the city's larger future downtown with new opportunities for business, tourism, employment and desirable services. The District will include a number of land use character areas connected by a network of public realm elements. The Rochester Corridor is a land use character area and the Secondary Plan speaks to it as an entry route to the District, as well as the Booth Street Complex. Buildings on the west side of Rochester Street will offer transitional height, massing, and scale between potential intensification of the Booth Street Complex and the low-rise neighbourhood around Preston Street. Building heights up to 18 storeys are permitted on the west side of Rochester Street.

The Urban Design Guidelines for High-rise buildings apply to buildings that are ten storeys or more in height. High-rise buildings contribute to intensification and efficient development patterns that support healthy, liveable and safe communities. The guidelines speak to:

- promoting high-rise buildings that enhance the image of the city
- ensuring compatibility with existing and planned context
- creating attractive public spaces

- integrating parking into the design of the site

The Urban Design Guidelines for Transit Oriented Development apply to all development within a 600-metre walking distance of a transit station. These guidelines state that people are more likely to choose transit if they can easily walk between destinations at the beginning and end of their trip. This can be achieved through providing increased densities, mixed-uses and pedestrian oriented design within easy walking distances of high-quality transit. The guidelines speak to:

- Establishing high residential and/or employee densities close to transit stations.
- Creating a multi-purpose destination through providing a mix of different land uses.
- Designing pedestrian and cycling connections to the transit station.
- Designing and locating parking lots to minimize the number of vehicle crossings over primary pedestrian routes.
- Encouraging underground parking.
- Locating loading areas off the street.
- Providing setbacks and stepbacks to minimize massing and shadowing impacts.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law amendment application and/or Site Plan Control application was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting, which was open to the public.

The formal review meeting for the Zoning By-law amendment application was held on November 1, 2018.

The panel's recommendations from the formal review of the Official Plan and Zoning By-law amendment application are:

Summary

- The Panel is appreciative of the level of thought that has gone into the Booth District master plan, particularly with respect to the disposition of new buildings with the old, and the integration of the public spaces into the site.
- The Panel emphasizes the importance of collaboration between the different stakeholders (i.e. Canada Lands Company, the City, and private consultants), through the development process to ensure effective implementation of the plan going forward.
- The Panel recommends preparing programming guidelines, based on a clear vision of how the greenspaces are to be used. This will help secure and define the open space for future owners, and allow for appropriate design in accordance with their intended use.
- In recognition of the character and history of the neighbourhood, the Panel suggests that affordable housing should be a component of the development's residential program. The success of the affordable housing piece of the plan will require measurable objectives.
- One suggestion from a Panel member is to reorder the sequence of the design guideline document. The document should start generally in terms of the vision for the plan, providing a contextual study of the main drivers of the area, and then getting progressively more specific. The guidelines should be clear, in sequence, and measurable, so that it is easier for Canada Lands Company and the City of Ottawa to administer.

Public Realm

- The Panel is of the opinion that the quality of the public realm needs further development. More consideration should be given to the programming of the public space, including the number of people anticipated in these programmed spaces, the elements required in order to facilitate the programming goals, etc.
- Given the varied ownership and division of the land parcels must be managed carefully to ensure that the language of the public realm is coordinated throughout the site.

- Paving materials and street furniture must be coordinated. Specific guidelines are required.
- The Panel believes that the heart of the community is the plaza in the centre of the site, and it is crucial that it remains one managed space, which is publically accessible, usable for all ages, and conceptualized under a unified vision.
 - The Panel recommends the removal of the pavilion from the central plaza.
- The Panel advises careful consideration of the public realm in both a dark, and a winter context. Indoor and outdoor lighting, snow clearing, issues of CPTED (Crime Prevention Through Environmental Design) must be considered.
- A suggestion from the Panel is to add cross-sections and/or line diagrams to the design guidelines of all major spaces and mid block connections. The purpose of which is to visually articulate appropriate podium heights, step backs to higher elements, sidewalk widths, tree plantings etc.
- Within the secondary plan or the zoning designation for the property, it is important to capture the potential for the site, and secure the public spaces, as well as the proportions for the spaces.
- The relationship between these publically accessible spaces and buildings must be contemplated and reflected in the secondary plan and zoning.
- The Panel suggests that the administration and organization of the public realm will be important to its success. Determining who organizes events, and who is responsible for maintenance, for example, will determine the success of the space going forward.

Built Form

- The Panel suggests studying the Rochester edge to ensure that the rhythm of old and new buildings responds to the historic character of the buildings, and the gaps between them.
- The Panel emphasizes that the success of the development is dependent on the design of the first three to four floors of the buildings. The design guidelines, the secondary plan, and the zoning provisions must ensure appropriate development of these first floors.

- The materials of the first three to four floors should be limited to between two and four material palettes. The Panel recommends that masonry is necessary in order to knit the heritage buildings with the new construction.
- The Panel advises that step backs above the podium of the towers is regulated through either the secondary plan or the zoning designation.
- The Panel recommends that key views through, and toward the site, are identified and recognized in the secondary plan. These views must inform the specific tower locations and orientations, as well as critical façades that will be visible from key vantage points.
 - Note that the new developments, and particularly the high-rise buildings will serve as visual markers, much like the towers Distillery District in Toronto.
- The Panel believes that the design guidelines must be specific in terms of permitted materials.

Sustainability

- The Panel suggests that the general theme of resiliency aligns well with the federal government's overall agenda, but introducing specific measurable objectives into the design guidelines is required.
- Reuse salvageable materials from demolished buildings where possible.
- Given the landscape constraints associated with the underground parking lot, the Panel recommends specifically identifying the location where trees can be planted.

Heritage Conservation

- Rather than create a new vocabulary through the design of the built form and public spaces, the Panel suggests enhancing and retaining the existing character, and quality of the site.
- The Panel discussed concerns relating to the extensive use the glazing on podiums of the new buildings in relationship to the character established by the heritage buildings within the complex.

- Consider specifying podium materials in the design guidelines.
- The Panel recommends carefully selecting the appropriate terminology with respect to heritage conservation, as the language is quite specific. Ensure the specific language included in the design guidelines reflects the heritage conservation intentions of the project.
 - The *Standards and Guidelines for the Conservation of Historic Places in Canada* contains thoughtful language, which should harmonize with the terminology of the design guidelines.
- The Panel advises that the Booth Street Campus represents a rigidly planned complex laid out over time.
- The Panel is supportive of the ideas of commemoration outlined in the design guidelines. The commemorative focus should be on the very specific history of this complex in Ottawa, and its importance at the national level. Reference the economic impacts, particularly within the mining industry, which was a result of the federal research that was conducted at the campus.

The panel was successful in aiding in the implementation of the following:

- Preparation of design guidelines by CLC to guide future developers of individual developments subject to Site Plan Control.
- The removal of the pavilion from the Central Plaza on the concept plan.
- Ensuring the securing of public space through the Zoning By-law amendment which will zone for the future public park.
- The creation of Schedule C-2 as part of the Preston-Carling District Secondary Plan, which illustrates areas for urban squares and parks.
- Stepback provision included in the zoning amendment.
- Further attention to heritage terminology.
- A commitment from CLC to the inclusion of an affordable housing component as part of the development.

- Public access easements will ensure that key views through and toward the site are protected in conjunction with existing Secondary Plan policies for separation distance and maximum floor plates.

If certain recommendations of the panel were not able to be met, explain why:

- Proportions for publically accessible spaces have not been included in the zoning details as at this time, as property boundaries were unclear and space dimensions vary though the site. It is anticipated that this will be reviewed further and included as part of design guidelines. A holding zone has been enacted to ensure further review of publicly accessible spaces and provision of access easements is determined through subsequent development control applications

Planning rationale

The site is designated as a Mixed-Use Centre in the Official Plan. The objective of this designation is to accommodate a combination of transit supportive land uses, and permit high profile developments while minimizing impacts on surrounding residential areas. The proposed development with new buildings, additions, public realm connectivity, park and underground parking is consistent with the Mixed-Use Centre designation in the Official Plan. Tall buildings have been placed strategically to ensure appropriate separation distances as well as having the greatest heights closest to Highway 417, where impacts are minimized.

A specific land use designation in the Secondary Plan was determined to be the most appropriate way to indicate specific policies for the subject site. This amendment includes several changes to the Secondary Plan to reflect the proposed development including a new Land Use Character Area called, "Booth Street Complex" and associated policies referencing the vision, location of tall buildings, heritage elements, public streets, heights and public realm elements. Other parts of the amendment to the Secondary Plan consist of revisions to existing policies to more specifically reference the Booth Street Complex lands.

The existing Mixed Use Centre (MC) zone limits maximum building heights to 11 metres for any area within 20 metres from the property line of some residential zones, to 20 metres for any area between 20 - 30 metres of some residential zones and for the remainder of the site, there is no height limit. The existing zone does not contain minimum lot areas, lot widths or setbacks for the subject site. The recommended Zoning By-law amendment includes specific provisions related to building heights and

stepbacks, additional land uses and a number of prohibited land uses, restrictions on land uses closest to the public streets, and parking provisions that permit parking to be shared amongst sites within the complex. The amendment also includes a holding zone conditional upon the securement of a number of commitments by CLC.

The site is located within 600 metres of both the Gladstone and Preston-Carling transit stations, and will improve the existing public realm network in the area through the provision of a new City Park, as well as an extensive network of privately owned and publicly accessible spaces.

The Transportation Forecasting Report submitted as part of the application speaks to bicycle lanes/tracks planned along both sides of Rochester Street with wide sidewalks and on-street parking, the committed Confederation and Trillium light-rail rapid transit lines, Carling Avenue as a Transit Priority Corridor with a study underway. There are nine other developments identified as either approved or approved and under construction in the vicinity of the site reviewed as part of the Forecasting Report.

The resulting number of potential 'new' two-way vehicle trips for the proposed development is approximately 330 and 290 vehicles per hour during the weekday morning and afternoon peak hours, respectively. New transit trips in the area are expected to be 326 and 332 trips per hour during the same hours, and non-motorized trips are expected to be 459 and 501. It is notable that the existing zoning permissions have been estimated to create approximately 50 per cent of these estimated trips. It is also notable that projected modal splits are anticipated to shift in the future and 2030/2035 forecasts include a decrease to 175 vehicle trips/hour during both the weekday morning and afternoon peak hours. The study concludes that some roadways are currently operating with capacity constraints, and that is anticipated to encourage the shift in travel modes within the area to alternative modes of transportation.

Although vehicular traffic will increase in the area as a result of increased development, the priority for site development at locations such as this is to encourage alternative transportation modes such as walking, cycling or taking transit.

The proposed concept with a focus on the public realm elements, connectivity, and minimizing the impact of parking will encourage the use of alternative modes of transportation on the site and take advantage of recent investments into public transportation, as encouraged in the Official Plan.

Applications for Zoning By-law amendments are also guided by Section 2.5.1 and 4.11 of the Official Plan.

Section 2.5.1 speaks to new design and innovation co-existing with existing development without causing undue adverse impact on surrounding properties. Design objectives include enhancing the sense of community by creating and maintaining places with their own distinct identity, defining quality public and private spaces through development, and considering adaptability and diversity by creating places that can adapt and evolve easily over time, all characteristics of the proposed development. The proposed development has located the tallest buildings at the north end of the site, where shadows fall largely on the Queensway. Shadows will progress quickly across the area given the limited tower floor plates. Heritage preservation ensures a distinct identity for the lands, while the proposal also includes adaptation and preservation of publically accessible spaces, all in keeping with the objectives of Section 2.5.1.

Section 4.11 of the Official Plan references compatibility of new buildings with their surroundings through setbacks, heights, transitions, colours and materials, orientation of entrances, location of loading facilities and service areas, and clearly defined public spaces. The subject proposal incorporates separation between proposed towers and additions in order to transition effectively. A new pedestrian network has been created internal to the site. Vehicular accesses will be limited and shared. Colours, materials, and pedestrian paths and movements will be reviewed and refined through the site plan control process. Section 4.11 also references supportive neighbourhood services. The development is well served by amenities in close proximity such as the Plant Recreation Centre, Lansdowne Park, Ottawa Public Library Rosemount Branch, the Civic Hospital and several elementary and high schools.

The subject Official Plan and Zoning By-law amendments enshrine principles and zoning provisions to allow this development to proceed, while individual Site Plan Control applications will also be submitted for each new building, allowing further review of elements such as individual building design, parking, access, landscaping, and co-ordination with the overall concept.

In accordance with Official Plan and Secondary policies regarding consideration of amendments, the development is introducing complementary mixed used development within close proximity to a transit station, retaining valuable heritage resources, and introducing public lands and access to the site. A review of Section 2.5.1 and 4.11 of

the Official Plan have concluded that proposed development is appropriate without undue adverse impact.

The application has been reviewed under Official Plan Amendment 150, which is currently under appeal, but does not rely specifically upon any of the amendments introduced by it.

Community Benefits Through Mechanisms Other Than Section 37

Pursuant to Section 37 of the *Planning Act*, the City may authorize increases in the height and density of development above the levels otherwise permitted by the Zoning By-law, in return for the provision of community benefits. The Official Plan (Section 5.2.1.11) states that limited increases will be permitted in return for the provision of community benefits as set out in the Zoning By-law, which shall be secured through an agreement registered on title, as per the *Planning Act*. The project must represent good planning.

The recommended zoning permits Gross Floor Area more than 25 per cent of that permitted as of right, meaning that Section 37 provisions are triggered. However the draw down factors that are being proposed by Canada Lands Company exceed any Section 37 contribution that would be secured through a Section 37 agreement. These draw down factors include the remediation and retention of designated Heritage Buildings, a commitment towards affordable housing, construction of a new City Park, publicly accessible space and public art throughout the site. These elements are secured through other mechanisms than a Section 37 Agreement. A holding provisions has been recommended with the Zoning. The removal of the holding provision is conditional upon the securement of community benefits through the site plan, plan of subdivision or a similar development agreement process. The timing of the delivery of these items will also be clarified in future agreements. As such, the monetary commitment in draw down factors as part of the site development means that there is not a Section 37 provision in the Zoning By-law amendment or a Section 37 Agreement.

As discussed, in this report, planning staff are satisfied that the proposed development is consistent with the principles and policies of the Official Plan, OPA 150, the Preston-Carling District Secondary Plan, and Council-approved design guidelines and that it represents good planning.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor McKenney provided the following comments:

“Overall, I am happy with this application. The concept plan is exemplary regarding heritage conservation and transportation, putting active and alternative transportation at the forefront of the design. If implemented correctly, this neighbourhood will be an example of proper planning for the future of the city. Canada Lands promises important, responsible density and has the potential to bring vibrancy to this community while facilitating growth along key cycling and rapid transit transportation corridors.

Family-friendly Neighbourhood and Affordable Housing

I believe a livable and vibrant core is one that is accommodating to everyone, including families. The first and most important condition to a family-friendly urban core is building homes that can fit families. As such, there should be a reasonable amount of two (2) or more bedrooms in this development. It is up to the City to set clear expectations concerning bedroom counts that is in line with a vision that includes family-friendly housing downtown. Proper amenities that support family living is another condition to ensuring a healthy and sustainable core. As such, the City and the applicant should investigate options to ensure critical amenities for families are available to them. Finally, it is crucial to design the public realm for children and their parents.

As per the Official Plan, 20-25% of units at full buildout should be affordable to accommodate a diverse residential neighbourhood. These affordable rates must be set at the 40th, 30th, and 20th percentile to ensure affordability. Since this is Federal land, it would be an excellent opportunity for the Federal Government to reiterate its commitment to housing as a human right.

Greenspace and parkland

The surrounding area is already lacking in parks and green spaces, thus it is imperative to build the park planned at the intersection of Rochester St. and Norman St. in the early stages of the development. Earlier this year, I consulted residents to find out what kind of park amenities and green spaces they would like to see in Somerset Ward. They want an active and programmable park. A section of the park should also be designed to be passive and contemplative.

Rochester St. and Integration of the New Development

Considering that this block will appeal to residents who travel via active transportation modes, it is crucial to consider implementing a complete street design on Rochester St. with significant traffic calming measures. This is an opportunity for the City to install a cycle track on Rochester St. to connect residents to the canal multiuse pathway as well as Albert St. cycling facilities.

Phasing and Interim Uses:

The City must ensure some provisions in a future development agreement, including a requirement for plans detailing the interim form and makeup of any exposed walls or unbuilt portions of the lot with consideration given to requiring that both items include high-quality material and design considerations.

Further, it is essential to establish a restriction on any interim uses on the site. All too often throughout Somerset Ward we see temporarily vacant sites used for commercial parking or construction staging and lay down. This cannot be allowed on this site.”

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the recommendations contained within this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The CAM Policy

applies to all physical assets of the city including parks. The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability.

Details regarding the future City park and extensive network of privately owned and publicly accessible spaces will be determined through either the Plan of Subdivision or Site Plan Control process. The combination of private and public accessible spaces provides an opportunity to provide greater public realm to the community. Access to buildings would be shared between sites minimizing potential curb cuts, therefore reducing damage to road infrastructure. Report notes bicycle lanes/tracks planned along both sides of Rochester Street with wide sidewalks and on-street parking. The proposal will encourage the use of alternative modes of transportation on the site and take advantage of recent investments into public transportation

FINANCIAL IMPLICATIONS

A Section 37 agreement is not required as the draw down factors that are being proposed by Canada Lands Company exceed any Section 37 contribution that would be secured through a Section 37 agreement. These draw down factors are secured through other mechanisms than a Section 37 Agreement. A holding provision has been recommended with the Zoning. The removal of the holding provision is conditional upon the securement of community benefits through the site plan, plan of subdivision or a similar development agreement process.

ACCESSIBILITY IMPACTS

The new buildings will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will also apply, and will be reviewed at the time of the Site Plan Control applications.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

EP2 – Support growth of local economy

HC3 – Create new and affordable housing options

HC4 – Support Arts, Heritage and Culture

APPLICATION PROCESS TIMELINE STATUS

This application was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

SUPPORTING DOCUMENTATION

Document 1 Location Map and Zoning Key Plan

Document 2 Details of Official Plan Amendment

Document 3 Details of Recommended Zoning

Document 4 Proposed Building Height Schedule

Document 5 Consultation Details

Document 6 Site Plan

CONCLUSION

The proposed development has strategically located new buildings amongst retained heritage assets, has incorporated compact floor plates, separation distances between towers, and podium/tower designs to minimize impacts on existing areas, while introducing a new City Park and a complementary mix of potential land uses within 600 metres from a transit station. In consideration of the applicable Official Plan policies, the Official Plan and Zoning By-law amendments are recommended for approval.

DISPOSITION

Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Ottawa Scene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

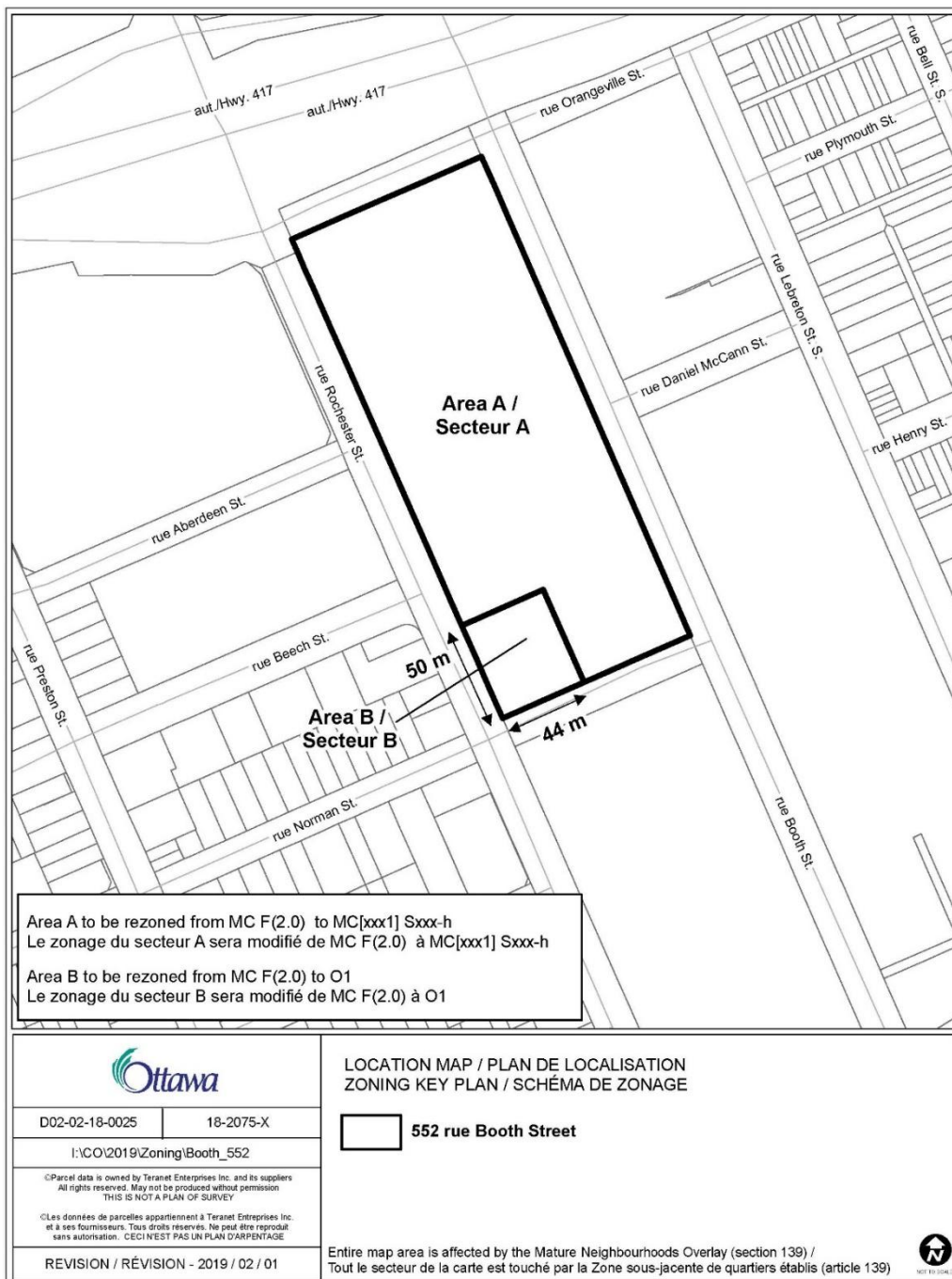
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Office of the City Clerk and Solicitor to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Location Map and Zoning Key Plan

For an interactive Zoning map of Ottawa visit geoOttawa



Document 2 – Details of Recommended Official Plan Amendment



Official Plan Amendment No. XXX Modification du Plan Directeur

To the Official Plan of the City of Ottawa

Land use

Utilisation du sol

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THE STATEMENT OF COMPONENTS

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Implementation and Interpretation

THE STATEMENT OF COMPONENTS

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of Amendment No. XXX to the Official Plan for the City of Ottawa.

PART B – THE AMENDMENT constitutes Amendment XXX to the Official Plan for the City of Ottawa.

PART A – THE PREAMBLE

1. Purpose

The Official Plan Amendment would amend the Preston-Carling District Secondary Plan to include the Booth Street Complex lands and revise specific policies and schedules.

2. Location

The site is located immediately south of Highway 417 and north of Dow's Lake in Ward 14. The block of land totals approximately 6.5 acres, bordered by Orangeville Street to the north, Booth Street to the east, Norman Street to the south and Rochester Street to the west.

3. Basis

The site is designated as a Mixed-Use Centre in Schedule B of the Official Plan and is directly adjacent to the boundaries of the Preston-Carling Secondary Plan. Policy 3.6.2.3 identifies Mixed-Use Centres as priority areas for undertaking more detailed secondary planning or updating community design plans and secondary plans. As such, following a detailed design exercise, the Preston-Carling Secondary Plan is being amended to include site specific policies for the Booth Street Complex lands.

Section 2.0 of the Preston-Carling Secondary Plan includes a description of the Planning Area, which will be modified to include the Booth Street lands.

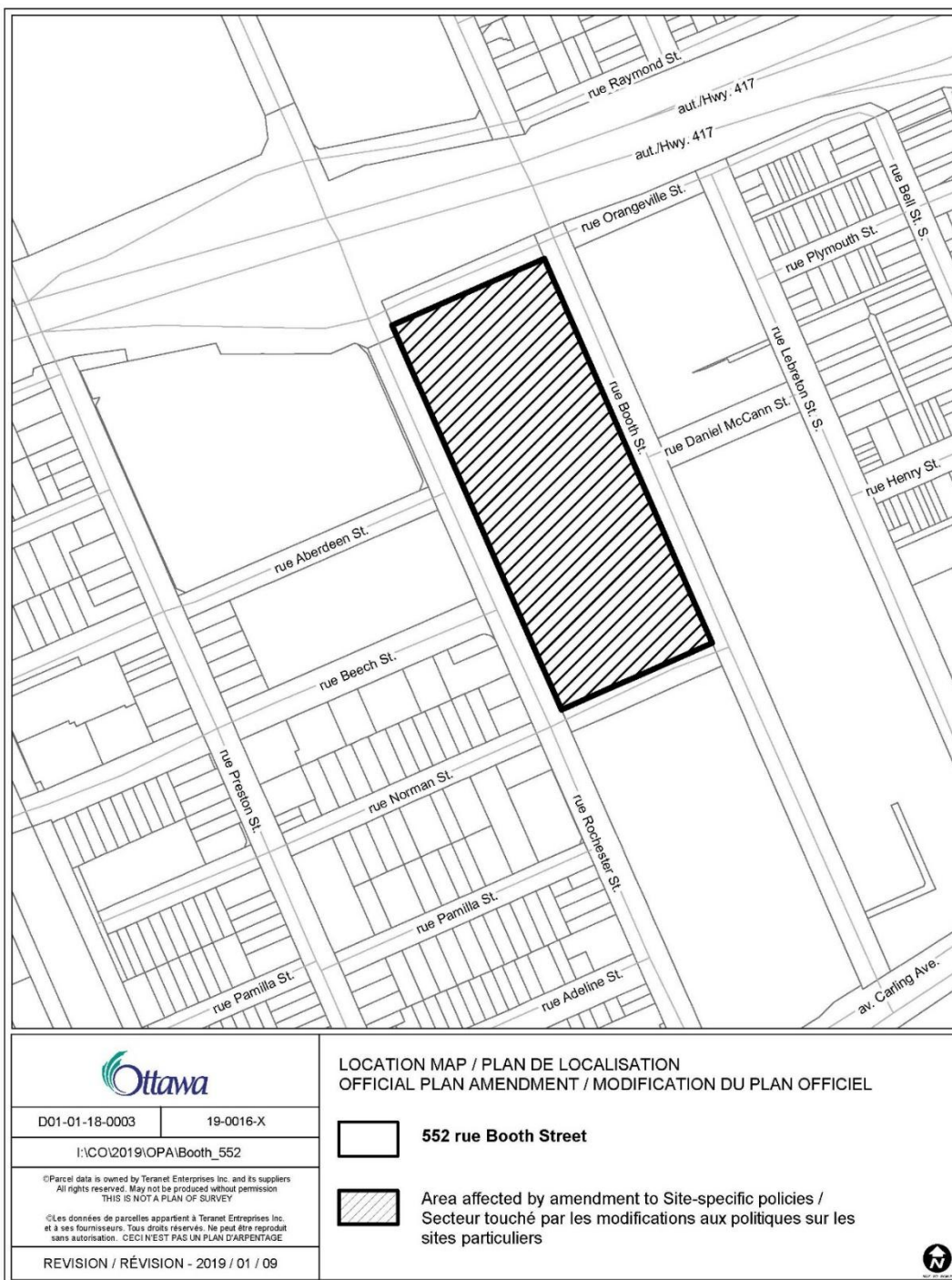
Section 4.1 includes Land Use Character Areas, which will be amended to include a new area with specific policies titled, "4.1.8 Booth Street Complex".

4. Rationale

The proposed development implements policies of the Official Plan, particularly those pertaining to Mixed-Use Centres, heritage preservation, and urban design. Extending the Preston-Carling District to include the Booth Street Complex will ensure that the development will support the transformation of the area into an emerging downtown district as envisioned in the Secondary Plan through implementation of applicable Secondary Plan policies.

The department is recommending approval of the subject application because the proposed development has strategically located new buildings amongst retained heritage assets, has incorporated compact floor plates, separation distances between towers, and podium/tower designs to minimize impacts on existing areas, while introducing a new City Park and a complementary mix of potential land uses within 600 metres from a transit station.

Lands Affected Map



PART B – THE AMENDMENT

- Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text and the attached lands affected map constitutes Amendment No. XXX to the Official Plan for the City of Ottawa.

- Details

The following changes are hereby made to the Official Plan for the City of Ottawa:

1. The Preston-Carling District Secondary Plan Section 2.0 is hereby amended to revise the description of the Planning Area as follows:

This chapter applies to the Preston-Carling District, bounded on the north by Highway 417 and Orangeville Street, on the east by Rochester Street and Booth Street, on the south by Carling Avenue, Prince of Wales Drive, the Central Experimental Farm, and Norman Street, on the west by Bayswater Avenue, Sherwood Drive, Breezehill Avenue South, Hickory Street, Loretta Avenue South, Beech Street, and Railway Street.

2. The Preston-Carling District Secondary Plan Section 3.0 is hereby amended by adding a new vision statement:

- The former Energy, Mines and Resources Booth Street Complex will be transformed into a vibrant community hub. This unique ensemble of heritage buildings will be restored and adapted to celebrate Ottawa's industrial past and the federal government's historical involvement with the development of Canada's fuel and mining industry. New buildings will be built beside old and will form a dynamic skyline. New parks, plazas and a network of narrow alleyways and shared streets will attract people, businesses, and encourage year-round activities.

3. The Preston-Carling District Secondary Plan Section 4.1 is hereby amended by adding a new Land Use Character Area as 4.1.8 (Booth Street Complex):

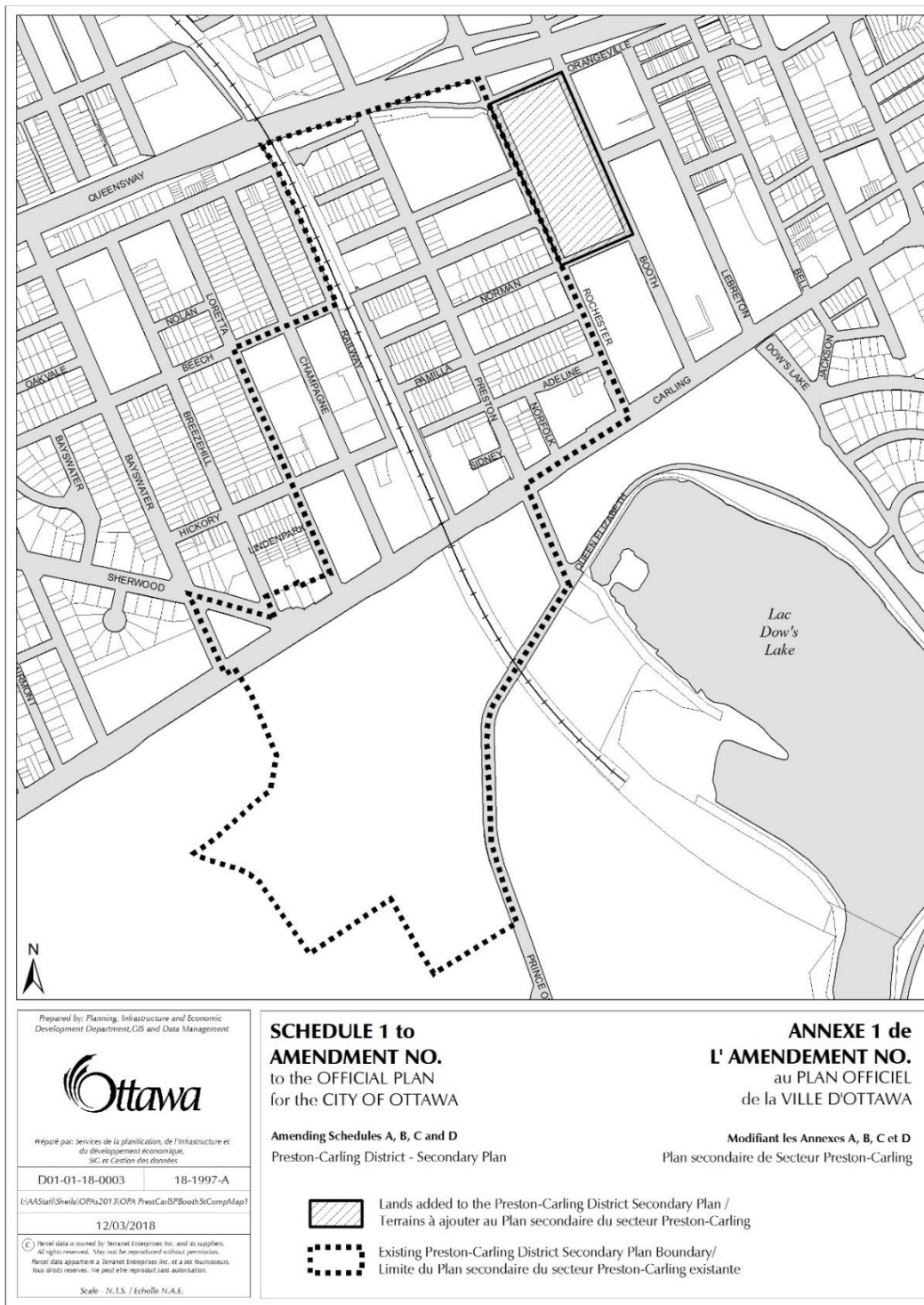
- The former Booth Street Complex bounded by Orangeville Street, Booth Street, Norman Street and Rochester Streets has a unique character, in terms of its history, form and function. The site will undergo a major

redevelopment into a vibrant destination while preserving and repurposing its most significant heritage buildings. The redevelopment will include a mixture of residential, retail, commercial and office land uses in either single use buildings or mixed-use buildings within a highly accessible and animated public realm. The tallest building shall be at the north end of the complex, close to Orangeville Street and Highway 417.

- a. The property shall be designated as a complex under Part IV of the *Ontario Heritage Act*. Buildings included in the designation, as identified in the Statement of Cultural Heritage Value that will form part of the Designation By-law XXXX shall remain either as free-standing structures or shall be incorporated into intensified developments in accordance with the general layout illustrated in Schedule C-2. In some instances, additions may be permitted to the buildings to either increase their footprint or their building height. All additions and interventions shall be subject to the provisions of Section XXX of the *Ontario Heritage Act*, and will require the issuance of a permit under the *Act*.
- b. The property shall be designated under Part IV of the *Ontario Heritage Act*. Buildings deemed to be contributing, as identified on the Statement of Cultural Heritage Value associated with the designation By-Law shall remain either as free-standing structures or shall be incorporated into intensified developments in accordance with the conceptual layout illustrated in Schedule C-2. In some instances, additions may be permitted to the buildings to either increase their footprint or their building height.
- c. New development will complement the heritage elements. Built form and building design will ensure that the heritage attributes of the site, as defined in the Statement of Cultural Heritage Value, continue to define the character of the complex. Features, including the smokestack should remain visually prominent.
- d. New development around the outer perimeter of the block will face their public street and integrate with its surrounding urban fabric.

- e. Permitted maximum building heights have been identified in Schedule B.
 - f. A network of publicly-accessible paths and spaces will be established, within the complex, as illustrated in Schedule C-2.
4. The Preston-Carling District Secondary Plan Section 4. is hereby amended by adding a new policy to 4.1.7 (Open Space):
- The City shall acquire approximately 0.22 hectares of lands as illustrated in Schedule C-2 of this Plan through parkland dedication and a new park will be developed to support the development of the Complex and the surrounding neighbourhood.
5. The Preston-Carling District Secondary Plan Section 4.2 is hereby amended by revising policy 4.2.1 High-rise Buildings (10-30) a. as follows:
- With the exception of the projects along Rochester Street and the Booth Street Complex, the development site that will accommodate a high-rise building shall have frontage on public lands along three sides which could comprise of a combination of street and/or publicly-owned open spaces (i.e. frontage on three streets or frontage on two streets with one frontage on public owned open space).
- For lands within the Booth Street Complex, the development sites that accommodate a high-rise building shall have frontage on either public lands along three sides as described above or on privately owned publically accessible spaces in accordance with Schedule C-2 Public Realm Plan for the Booth Street Complex.
6. The Preston-Carling District Secondary Plan Section 5. is hereby amendment by adding a new policy to 5.1.3 (Streetscape Typologies and Enhancement):
- Booth Street should be designed to consider wide sidewalks, bicycle lanes/tracks, on-street parking and generous greenery with street trees.
7. The Preston-Carling District Secondary Plan Section 8 is hereby amended by adding a new policy to 8.0 (Interpretation):

- Schedule C-2 (Public Realm Plan – Booth Street Complex) illustrates a general layout of how lands could be developed over time in conformity with this vision. While the land may not develop precisely as illustrated with regard to location of existing and proposed buildings, and woonerf type streets, its purpose is to provide guidance for the redevelopment of these lands. Modifications to proposed building locations or to the location of woonerf-type streets will not require an Official Plan Amendment.
8. The Preston-Carling District Secondary Plan Section 10.0 is hereby amended to revise Schedules as follows:
- a. Revise Schedule A, B, C (see Schedule C-2) and D – to include the new Booth Street Complex.
 - b. Revise Schedule A to designate lands as the Booth Street Complex.
 - c. Revise Schedule B – Height and Tower Location to include Booth Street Complex and associated maximum building heights.
 - d. Add new Schedule C2- Public Realm Plan for Booth Street Complex.





Prepared by: Planning, Infrastructure and Economic
Development Department, GIS and Data Management

Ottawa

Préparé par: Services de la planification, de l'infrastructure et
du développement économique,
SIG et Gestion des données

D01-01-18-0003 18-1997-A

E:\A\Staff\Sheila\OPN2013\OPN_PrestCar\SPBooth5CompMap2



12/03/2018

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**SCHEDULE 2 to
AMENDMENT NO.**
to the OFFICIAL PLAN
for the CITY OF OTTAWA

Amending Schedule A
Preston-Carling District - Secondary Plan
Land Use Character Areas

-  Lands to be designated "Booth Street Complex" /
Terres dont la désignation "Complexe de la rue Booth"
-  Existing Preston-Carling District Secondary Plan Boundary/
Limite du Plan secondaire du secteur Preston-Carling existante

**ANNEXE 2 de
L' AMENDEMENT NO.**
au PLAN OFFICIEL
de la VILLE D'OTTAWA

Modifiant l'Annexe A
Plan secondaire de Secteur Preston-Carling
Secteurs à aspect unique



Prepared by: Planning, Infrastructure and Economic
Development Department, GIS and Data Management



Préparé par: Services de la planification, de l'infrastructure et
du développement économique,
SIG et Gestion des données

D01-01-18-0003 18-1997-A

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12/03/2018

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**SCHEDULE 3 to
AMENDMENT NO.**
to the OFFICIAL PLAN
for the CITY OF OTTAWA

Amending Schedule B
Preston-Carling District - Secondary Plan
Height and Lower Location

**ANNEXE 3 de
L' AMENDEMENT NO.**
au PLAN OFFICIEL
de la VILLE D'OTTAWA

Modifiant l'Annexe A
Plan secondaire de Secteur Preston-Carling
Hauteur

- Lands to be designated "4 storeys" maximum building heights/
Terres dont la designation "4 étages" hauteurs maximales des immeubles
- Lands to be designated "15 storeys" maximum building heights/
Terres dont la designation "15 étages" hauteurs maximales des immeubles
- Lands to be designated "18 storeys" maximum building heights/
Terres dont la designation "18 étages" hauteurs maximales des immeubles
- Lands to be designated "25 storeys" maximum building heights/
Terres dont la designation "25 étages" hauteurs maximales des immeubles
- Lands to be designated "Open Space"/
Terres dont la designation "Espace libre"
- Existing Preston-Carling District Secondary Plan Boundary/
Limite du Plan secondaire du secteur Preston-Carling existante



2. Implementation and Interpretation

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

Planning Committee
Report 3
March 6, 2019

130

Comité de l'urbanisme
Rapport 3
le 6 mars 2019

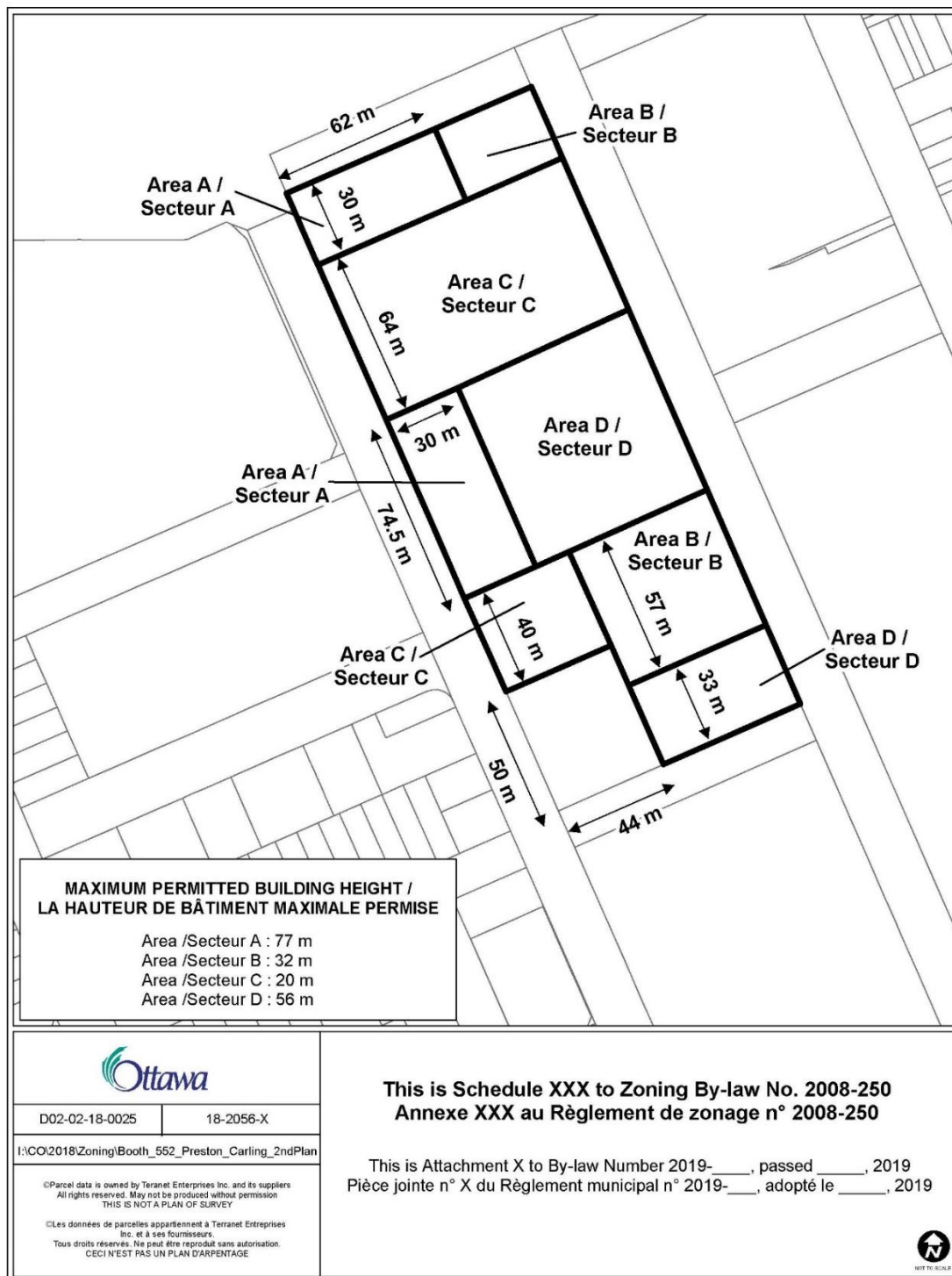
Document 3 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 552 Booth Street:

1. Rezone the lands shown in Document 1 from MC F(2.0) to MC[xxx1] SXXX-h and O1
2. Add a new exception, MC[xxx1] SXXX - h to Section 239, Urban Exceptions, with provisions similar in effect to the following:
 - a. In Column II, add the text, “MC[xxx1] SXXX-h”; and
 - b. In Column III, add park, light industrial, and urban agriculture as additional permitted uses
 - c. In Column IV, add parking lot, court house, drive-through facility, hospital and sports arena as prohibited uses
 - d. In Column V, add the text:
 - A parking lot is not permitted as an accessory use
 - Maximum building heights are as per Schedule XXX
 - A smokestack as it existed on the date of the passing of this by-law is considered a Section 64 permitted projection above the height limit
 - Urban agriculture and associated greenhouse structures may be considered Section 64 permitted projections above the height limit up to a maximum height of 3.5 metres
 - ~~In Areas X, any part of a building above 15 metres must be setback at least 2 metres from the property line abutting the street~~ Any part of a building above 15 metres must be setback at least 2 metres from the property line abutting the street (amended per Motion N° PLC 2019 3/2)
 - Dwelling units, parking garage, office, and research and development centre uses must not be located within a depth of six meters from the front wall of a building abutting the street when:
 - (1) contained in a commercial or mixed use building that is;

- (2) located on the ground floor; and
 - (3) abutting Rochester, Booth, and Norman streets.
- Despite any requirements to the contrary, parking for a use required on one lot, may be located on another lot, but must be in the same city block or on a lot on the opposite side of the public street on which the use requiring the parking is located.
- Removal of the h is conditional upon the following being secured through the Site Plan, Plan of Subdivision or a similar development agreement process:
 - 1. A commitment to public access easements for relevant parcels.
 - 2. A conceptual approach to Rochester Street right-of-way improvements for relevant adjacent parcels.
 - 3. Conveyance of parkland.
 - 4. A minimum of \$1,000,000 commitment to a combination of the construction of privately owned publicly accessible spaces (POPS) and public art.
 - 5. A minimum of \$800,000 commitment to the construction of a public park.
 - 6. A minimum commitment to the provision of affordable housing on site of 10% of residential units.

Document 4 – Proposed Building Height Schedule



Document 5 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan and Zoning By-law amendments. Canada Lands Company also held five sessions in the community at the St. Anthony Italia Soccer Club located at 523 St. Anthony Street, and formed a Public Advisory Committee (PAC) to provide input prior to application submission. The format of the five sessions were as follows:

	Attendance	Date	Objectives
Public Information Session		January 24, 2017	To introduce Canada Lands Company and the Booth Street redevelopment project, and to seek feedback on proposed community engagement approach
First PAC Meeting	37	April 26, 2017	To collect community input to guide the development of early concepts.
Public Open House	106	May 31, 2017	To present and seek feedback on three concepts.
Second PAC Meeting	24	November 2, 2017	To review preferred design concept and to seek guidance on possible enhancements.
Public Open House	75	February 15, 2018	To present design concept to community prior to submission to the City

A total of six comments were received from the public. Five of those were either requests for information and/or to be kept notified of the any public open houses and City Council's decision. One comment on the concept plan itself can be summarized as follows:

Public Comment and Response

Comment:

Concern with unilaterally removing all Height and FSI controls from the site through the amendment, but not in opposition to the built form concept as proposed.

Response

Staff concur and, as such, the recommended Official Plan amendment and Zoning By-law amendment contain specific policy direction and zoning requirements related to height and built form.

Community Organization Comments and Responses

The application was circulated to the Dalhousie, Glebe Annex, and Glebe Community Associations. No comments were received from the circulated Community Associations.

Document 6 – Site Plan

