

**6. Zoning By-Law Amendment – 412 Sparks Street**  
**Modification au Règlement de zonage – 412, rue Sparks**

**Committee Recommendations as amended**

That Council approve:

1. an amendment to Zoning By-law 2008-250 for 412 Sparks Street to permit an 18-storey retirement home, as detailed in Document 2;
2. that, in order to permit projections above the height limit in accordance with Section 64 of the Zoning By-law, 412 Sparks Street be removed from Schedule 11; and
3. 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 Règlement de zonage 2008-250 visant le 412, rue Sparks, afin de permettre la construction d'une résidence pour personnes âgées de 18 étages, comme l'expose en détail le document 2;
2. que, pour autoriser les saillies au-dessus de la limite de hauteur permise conformément à l'article 64 du Règlement sur le zonage, le 412 de la rue Sparks soit retiré de l'annexe 11; et
3. 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 September 10, 2019 (ACS2019-PIE-PS-0098)

Rapport de la Directrice, Services de la planification, Direction générale de

la planification, de l'infrastructure et du développement économique, daté le 10 septembre 2019 (ACS2019-PIE-PS-0098)

2. Extract of draft Minutes, Planning Committee, September 26, 2019

Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 26 septembre 2019

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
26 September 2019 / 26 septembre 2019**

**and Council  
et au Conseil  
9 October 2019 / 9 octobre 2019**

**Submitted on 10 September 2019  
Soumis le 10 septembre 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**

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**Ward: SOMERSET (14)**

**File Number: ACS2019-PIE-PS-0098**

**SUBJECT: Zoning By-law Amendment – 412 Sparks Street**

**OBJET: Modification au Règlement de zonage – 412, rue Sparks**

**REPORT RECOMMENDATIONS**

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 412 Sparks Street to permit an 18-storey retirement home, as detailed in Document 2.**

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 *the Planning Act* 'Explanation Requirements' at the City Council Meeting of October 9, 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 d'approuver une modification au Règlement de zonage 2008-250 visant le 412, rue Sparks, afin de permettre la construction d'une résidence pour personnes âgées de 18 étages, comme l'expose en détail le document 2.
2. Que 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 de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 9 octobre 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

This Zoning By-law amendment application permits the development of an 18-storey retirement residence, 63.5 metres in height, with two levels of underground parking. The building will provide 152 total units, 86 parking spaces, and 38 bicycle parking spaces. The site design also incorporates a new pedestrian pathway, known as the Philosophers Walk, providing a mid-block connection between Sparks Street and Queen Street.

## Public Consultation/Input

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications. Approximately 40 respondents commented on the proposal with the majority raising concerns about building height and massing, heritage impacts, views, parking, traffic, land use, public realm, affordable housing, construction, wind and environmental impacts. Some comments were submitted in support.

A public meeting was organized by the applicant with the assistance of Councillor McKenney's office. The meeting was held on April 17, 2019 at the Christ Cathedral Church and approximately 35 members of the public attended.

## **RÉSUMÉ**

### Hypothèse et analyse

Cette demande de modification au Règlement de zonage vise à permettre la construction d'une résidence pour personnes âgées de 18 étages et d'une hauteur de 63,5 mètres, ainsi que l'aménagement d'une aire de stationnement souterraine de deux niveaux. Cet immeuble contiendra au total 152 unités d'habitation, 86 places de stationnement et 38 places de stationnement pour vélos. La conception de l'ensemble intègre par ailleurs un nouveau sentier piétonnier, connu sous le nom « d'allée des philosophes », qui reliera à mi-îlot les rues Sparks et Queen.

### Consultation publique et commentaires

Les membres du public ont été avisés et consultés conformément à la politique en la matière adoptée par le Conseil municipal pour les demandes d'aménagement. Une quarantaine de personnes ont commenté la proposition, la majorité d'entre elles étant préoccupées par la hauteur et la volumétrie du bâtiment, les répercussions sur les éléments patrimoniaux, les points de vue, le stationnement, la circulation, l'utilisation du sol, le domaine public, le logement abordable, la construction, le vent et les répercussions sur l'environnement. Certains commentaires étaient favorables au projet.

Une réunion publique a été organisée par le requérant, avec le concours du bureau de la conseillère McKenney. Cette réunion, à laquelle environ 35 personnes ont assisté, a eu lieu le 17 avril 2019 à la cathédrale Christ Church.

## 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

412 Sparks Street

### Owner

The Incumbent Rector Wardens of the Parish of Christ Church Cathedral and the Incorporated Synad of Diocese of Ottawa.

### Applicant

Fotenn Consultants Inc. (Stephanie Morris-Rashidpour)

### Architect

Hobin Architecture Inc.

### Description of site and surroundings

The site is a through-lot located mid-block between Bronson Avenue and Bay Street, with frontage on Sparks Street to the north and Queen Street to the south. The property is currently a 75-space surface-parking lot owned by the Christ Church Cathedral. The site has 47.9 metres of frontage along Spark Streets and 16.5 metres of frontage along Queen Street, and a lot area of 1,963 square metres.

To the north, across Sparks Street is the Garden of the Provinces and Territories. East of the site is the St. Lutheran Church and parking lot, with a variety of land uses and building heights further east. Directly south of the property along the north side of Queen Street are three low-rise residential buildings, which form part of the Heritage Conservation District. Further south are predominantly residential uses ranging from low to high-rise built forms. The balance of Cathedral Hill is located to the west of the site. This area includes the Christ Church Cathedral, a 21-storey residential tower and new Cathedral Hall. The Lyon O-train Station is within 275 metres walking distance, and Pimisi Station is approximately 800 metres away.

### **Summary of requested Zoning By-law amendment proposal**

The applicant is proposing to construct an 18-storey retirement residence, 63.5 metres in height, with two levels of underground parking. The building will provide 152 total units, 86 parking spaces, and 38 bicycle parking spaces. The site design also incorporates a new pedestrian pathway, known as the Philosophers Walk, providing a mid-block connection between Sparks Street and Queen Street.

The current zoning is a General Mixed-use Zone, Subzone 27, Schedule 206 (GM27 S206), which is specific to Cathedral Hill and includes a mix of uses and building heights up to 73.6 metres. The zoning background is provided in the brief history section below.

The Zoning By-law amendment application has been submitted to modify provisions applicable to 412 Sparks Street by amending the GM27 zone details through a site-specific exception [xxxx] and revising Schedule 206. The affect of the amendments will add Retirement Home and Apartment Dwelling, High Rise as a permitted use, modify Schedule 206 to establish new yard setbacks for the proposed building and generally increase the permitted building height from 55 metres to 63.5 metres.

412 Sparks Street is located within the Cathedral Hill Heritage Conservation District, and the proposed development requires approval by City Council under the *Ontario Heritage Act*. An application for new construction in a heritage conservation district was submitted on July 15, 2019, proceeded to Built Heritage Subcommittee on September 10, 2019, and is being considered as a separate report to Planning Committee at its meeting of September 26, 2019.

### **Brief history of proposal**

The proposed development has not been previously considered by Planning Committee or Council. However, the subject site is located in an area known as Cathedral Hill and was included in previous zoning approvals for the lands within the blocks bounded by Bronson Avenue, Sparks, Queen and Bay Streets. The lands are within the Cathedral Hill Heritage Conservation District and are often referred to as the "Ecclesiastical Block".

On May 11, 2011 Council approved a Zoning By-law Amendment for the above described lands, which included 412 Sparks Street. The approvals applied to 407, 439, 441, 443, 445 Queen Street and 412 Sparks Street and were for a development concept including a 21-storey apartment building, new Cathedral Hall, heritage

conservation and design incorporation of the Cathedral, Roper House, Lauder Hall and a portion of the semi-detached building on Queen Street, as well as a 12-storey office building. The approved office building was shown on the subject site of 412 Sparks. Since the approval in 2011, all development has been constructed except for the office building.

Schedule 206 in the Zoning By-law resulted from the May 11, 2011 approval (By-law 2011-186) and shows 412 Sparks with a maximum height limit of 55 metres. Furthermore, the zoning applied to the lands, General Mixed-use, Subzone 27 (GM27) is specific to Cathedral Hill based on the original proposal and mix of uses.

## **DISCUSSION**

### **Public consultation**

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications. Approximately 40 respondents commented on the proposal with the majority raising concerns about building height and massing, heritage impacts, views, parking, traffic, land use, public realm, affordable housing, construction, wind and environmental impacts. Some comments were submitted in support.

A public meeting was organized by the applicant with the assistance of Councillor McKenney's office. The meeting was held on April 17, 2019 at the Christ Cathedral Church and approximately 35 members of the public attended.

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

### **Official Plan designation**

According to Schedule B of the Official Plan, the property is designated Central Area.

#### **Section 3.6.6 – Central Area**

The Central Area is a target area for intensification and represents the economic and cultural heart of the City and symbolic heart of the nation. A wide variety of uses are permitted that encourage day/night and year-round activities. Policies promote the Central Area's vital role in the city, its distinct identity and heritage character, as well as the primacy of the Parliament Buildings and other national symbols. The designation



requires that the visual integrity and symbolic primacy of the Parliament Buildings is protected.

### **Other applicable policies and guidelines**

The proposal is subject to the [Central Area Secondary Plan](#) in Volume 2a of the Official Plan. Within this plan, the site is located within the Upper Town designation, and more specifically the Cathedral Hill Heritage Area. This vision for this area includes residential prominence with the ability to contribute to the vitality of the Central Area and the Core, as an attractive and liveable urban residential neighbourhood. It's a unique heritage district with an enjoyable pedestrian environment and allows for a transitional entry to Upper Town and the Core while capturing panoramic views of LeBreton Flats, the Ottawa River and Hull atop the escarpment.

The [Urban Design Guidelines for High-Rise Buildings](#) speak to high-rise buildings being well designed, including a mix of land uses to support urban services and amenities, contribute to an area's liveability, and shape and define public streets and spaces at a human scale. Guidelines include addressing compatibility through massing, setbacks and transitions, including a podium, orienting the towers to minimize the extent of shadowing, separation distance between towers, designing with compact floor plates, and improving spaces for pedestrians and the public realm.

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 land use, site layout, built form, pedestrians and cyclist, vehicles and parking, and streetscape and the environment.

Cathedral Hill is located within, and subject to, the [Escarpment Area District Plan](#). However, the subject site (412 Sparks Street) is located just outside the area of influence. That said, Cathedral Hill as a whole, is recognized as being suitable for sensitive redevelopment, in the context of a block-wide strategy that allows for the protection of the heritage buildings.

### **Urban Design Review Panel**

The property is within a Design Priority Area and was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting held on April 5, 2019, which was open to the public.

The panel's recommendations from the formal review are provided in Document 6.

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

- The “bulky” appearance of the tower was softened by replacing solid materiality with glass on the southwest corner of the building. Visually this has the effect of a slimmer-looking building and serves as a calm backdrop to the Cathedral's spire.
- The Sparks Street façade of the tower incorporates a segmented curve to draw the eye to the Cathedral spire, and the overall architectural expression was calmed with lighter tone materials and reducing the extent of the rooftop cantilevered soffit.
- Incorporating a lay-by on Sparks Street will be done with a unified public realm treatment including materiality between pedestrian areas and the lay-by, and strategically located landscaping, benches, and lighting.

Some recommendations were not addressed, including reducing the floor-plate and increasing the height, internal layout configurations, and reducing the mass along Queen Street. Staff are satisfied that architectural calming features adequately address the buildings relationship with the surroundings. The applicant was not prepared to explore additional height based on community feedback, and staff are satisfied with the proposed height. The Queen Street massing is well setback from the street and is consistent with the built form height of the adjacent heritage buildings.

Recommendations for internal layout were for applicant consideration.

The department notes that the recommended Zoning By-law amendment accommodates positive design features recommended by UDRP, and that all comments will be reviewed further, such as the ultimate public realm treatment, and addressed appropriately through Site Plan Control.

## **Planning rationale**

### **Official Plan Policies**

The Central Area designation places a strong emphasis on quality urban design, human scale development and an enhanced pedestrian realm. With respect to building height, the designation relies on Annex 8A for view protection as seen from key viewpoints such as Parliament, and Annex 8B is specific to maximum building heights / angular planes.

The proposed zoning amendment essentially adds retirement home and apartment high-rise as permitted uses and increases the maximum building height by 8.5 metres. A retirement home contributes to the protection of residential neighbourhoods in and near the Central Area to encourage an increase in downtown area dwelling units. This specific use also provides the opportunity for residents to age in place by offering a variety housing choice. The proposal incorporates a mid-block pedestrian pathway and enhances the public realm through landscaping, site materiality, benches, and active entrances.

The subject site is identified in Annex 8A but is not located within a specified view plane, and the front portion along Sparks Street is the area of foreground height control, while the frontage along Queen Street is the area of background height control. The application submission incorporated a view analysis within the Planning Rationale and staff are satisfied that the minor increase in building height does not have any adverse affects on Parliament from key view points. The proposed building will not visually obstruct the foreground and background views. The provisions of Annex 8B are not applicable to this site.

Section 2.5.1 and 4.11 of the Official Plan provides policy direction for urban design and compatibility. Document 4 provides supporting images to highlight some of the positive urban design and compatibility features described below.

Section 2.5.1 is broad in nature with design objectives such as defining quality spaces, ensuring safety and accessibility, respecting the character of the community, considerations on the adaptability of space in a building, and sustainability. New design and innovation co-existing with existing development without causing undue adverse impacts on surrounding properties is also considered. The proposed development enhances the public realm with quality spaces with the inclusion of the "philosopher's walk" and by adding street trees along Sparks and Queen Streets. The ground floor

treatment along Sparks Street provides an animated frontage with an active entrance, residential lobby and café contributing to the public realm. The Queen Street garage entrance and loading area are setback to ensure safety and avoid conflict with sidewalk and pedestrian pathway.

Section 4.11 of the Official Plan references the consideration of focused items such as views, building design, massing and scale, and high-rise buildings. The proposed development, and associated zoning amendments, demonstrate conformity with the policy framework through several key urban design and compatibility moves.

The proposed building is in a prominent location atop of the escarpment but is situated to protect key national and Parliament views. The design respects the Cathedral spire by serving as a calm backdrop when viewed from the north and west, and the pedestrian experience along Sparks Street protects the view of the spire with the building incorporating a curved façade to draw view to the spire. The zoning amendment maintains similar setbacks to the current Schedule 206 but removes the zero-lot line condition and incorporates stepbacks and building orientation for compatibility with the surrounding uses. A shadow analysis was completed and evaluated the impact on surroundings, especially the Garden of the Provinces, which yielded results of minimal shadowing on the Gardens and none of which were viewed as having an adverse impact.

The proposed high-rise building respects the scale, proportion and character of surrounding buildings. The two-storey podium along Sparks Street is consistent with the existing datum line of the built form presence along the street, and setbacks and building design maintain the views to key heritage assets, such as the Cathedral. With respect to tower separation, while the proposed building is only 1.5 metres from the eastern lot line, the site context with the abutting St. Lutheran Church will result in adequate tower separation through building orientation and position for possible development on the balance of the block. In accordance with the high-rise building guidelines, the applicant provided a letter from the abutting owner confirming this arrangement.

Section 4.6.1 (Heritage Buildings and Areas) provides direction for development within a Heritage Conservation District. The application included a Cultural Heritage Impact Statement and staff are satisfied for the purpose of rezoning that the increase in building height and additional land use (retirement home) do not have an adverse impact on the Cathedral Hill Heritage Conservation District. Heritage staff were

consulted through the review process and because of comments being satisfactorily addressed, a heritage application for new construction was submitted, as noted previously in the Brief History section.

Staff are satisfied that the proposed development and amendment conform with the Official Plan. The development is also consistent with the original Cathedral Hill concept approved by Council in 2011, and maintains the public realm enhances such as the pedestrian pathway, quality architecture, heritage conservation and compatibility. The minimal increase in building height fits within the surrounding context and does not impact the foreground and background view protection.

### **Secondary Plan**

As per the Central Area Secondary Plan, the subject site is located within the Upper Town district, and more specifically the Cathedral Hill Heritage Area. Designated as a location predominantly intended for residential use, the Upper Town area permits buildings of medium and high-rise development. Human scale, a pedestrian oriented streetscape and liveable environment will be achieved through design features, which avoid overpowering effects, minimize shadowing and wind, enhance the urban forest and provide usable indoor and outdoor amenity areas. Furthermore, residential liveability will be achieved through the treatment of the lower floors for visual interest, the use of podiums and building setbacks, and the provision of tree planting in the area.

Staff opine that the proposed Zoning By-law amendments are consistent with the Upper Town policy direction and Cathedral Hill Heritage Area by allowing a high-rise development that is compatible with its surroundings, respects the view planes, is residential, creates human scale using a podium and by varying setbacks around the site. The proposed concept illustrates street trees along Sparks and Queen Streets, varying private and common outdoor amenity areas, and an enhanced pedestrian pathway mid-block. These later details will be secured through the application for Site Plan Control to further ensure consistency with the Secondary Plan.

### **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 Catherine McKenney provided the following comment:

“I am typically supportive of projects which replace surface parking lots with better and higher uses. The conversion of a surface parking lot at 412 Sparks St. into a retirement residence is an appropriate land use and will be a positive addition to the area.

I appreciate the changes the applicant has made in regards to the design and massing of the proposed building. They have worked to increase compatibility with the surrounding environment and lessen the impact of the development. The walkway between the proposed building and the existing church at 414 Sparks is appropriate and will provide access to the public between Sparks St. and Queen St.”

## **LEGAL IMPLICATIONS**

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

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

## **ASSET MANAGEMENT IMPLICATIONS**

There are no direct asset management implications associated with the recommendations of this report.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

The new building 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 confirmed through the Site Plan Control application.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priority:

- EP2 – Support Growth of local economy.

## **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

Document 2 Details of Recommended Zoning

Document 3 Revised Schedule 206

Document 4 Proposal Concept

Document 5 Consultation Details

Document 6 Urban Design Review Panel Recommendations

## **CONCLUSION**

The proposed development introduces intensification through infill of a surface parking lot area in a manner which conforms to both the Official Plan and Secondary Plan and is consistent with the relevant guidelines. A retirement home is supported by the Central Area designation and Central Area Secondary Plan. The increased building height of an additional 8.5 metres remains in conformity with the view protection and high-rise polices. The development fits within the overall Cathedral Hill concept and is compatible with the surroundings, with particular attention given to the surrounding heritage buildings. The Zoning By-law amendment is recommended for approval.

## **DISPOSITION**

Legislative Services, Office of the City Clerk to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; 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.

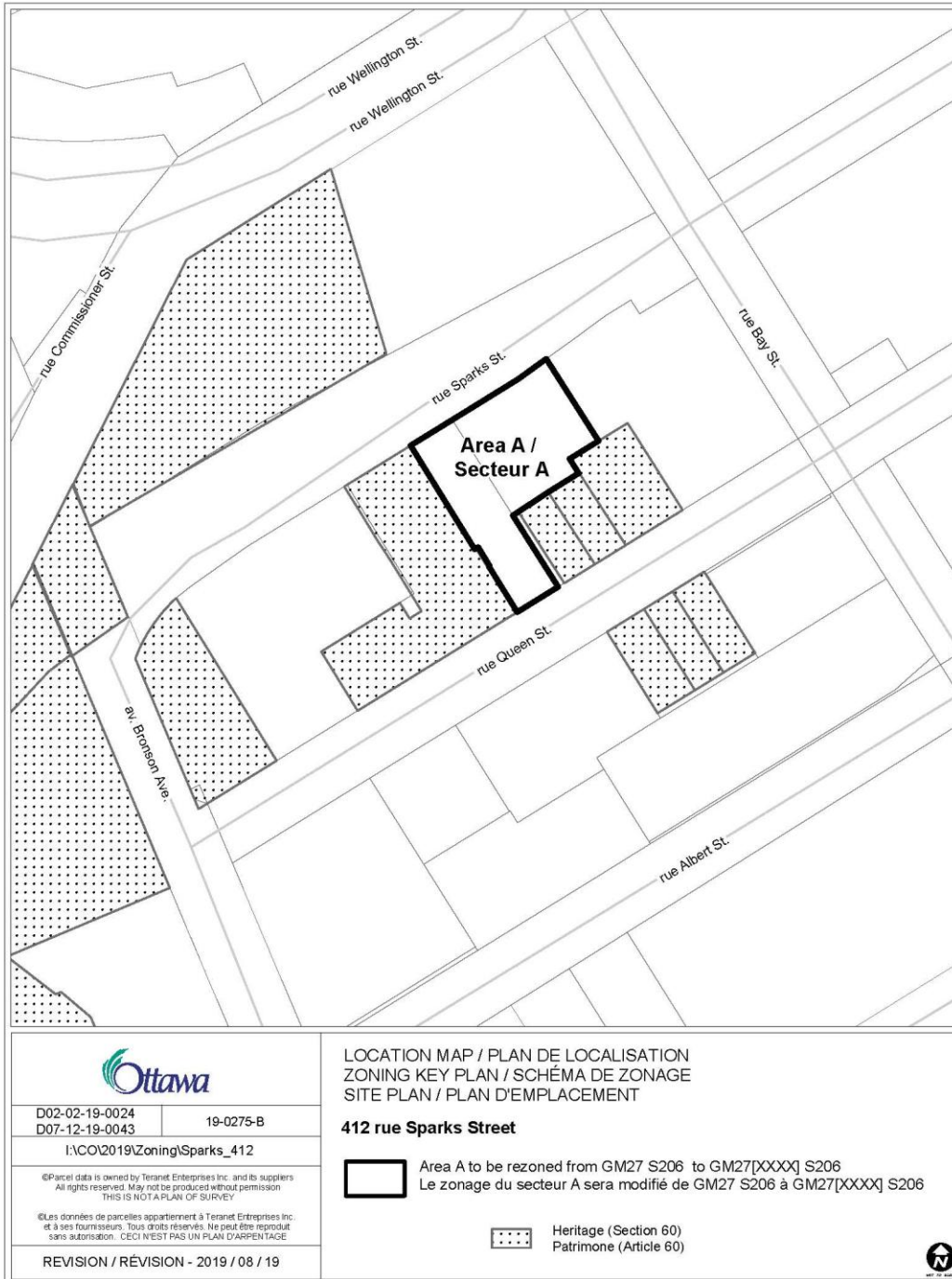
Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

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



Document 1 – Location Map

For an interactive Zoning map of Ottawa visit [geoOttawa](http://geoOttawa).

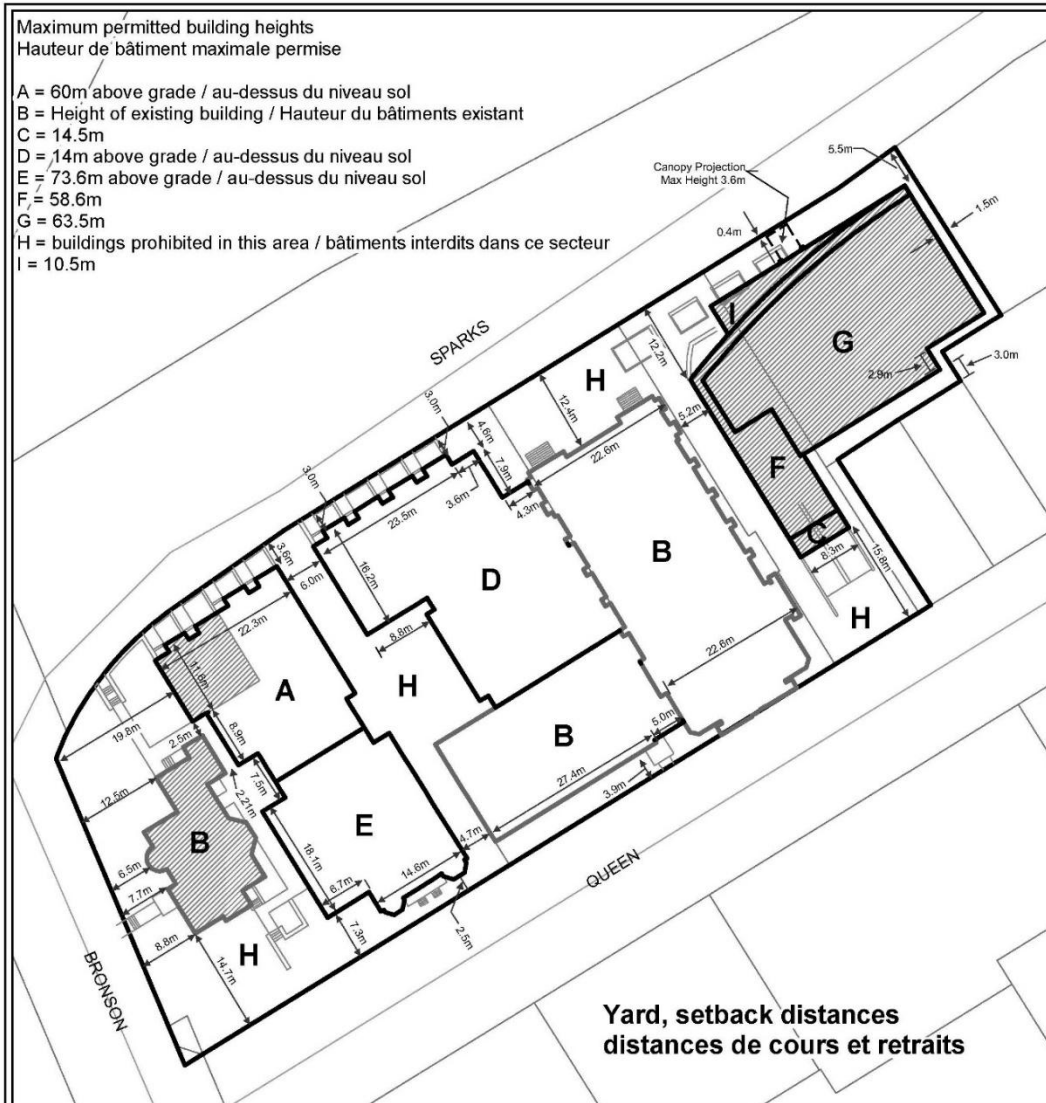


## **Document 2 – Details of Recommended Zoning**

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 412 Sparks Street.

1. Rezone the lands as shown in Document 1.
2. Amend Part 17, Schedule 206, with the revised Schedule 206 as shown in Document 3.
3. Amend Section 239, by adding a new exception [xxxx] with provisions similar in effect to the following:
  - i. In Column III, add 'Retirement Home' and 'Apartment Dwelling, High Rise' as additionally permitted uses.
  - ii. In Column V, add the following provisions:
    - Despite Schedule 206, projections are permitted within Area H subject to Section 65.
    - Maximum building heights of Schedule 206 do not apply to permitted projections under Section 65.
    - Despite Section 65, a canopy projection is permitted in the yard abutting Sparks Street, subject to location and height as identified and noted in Schedule 206.

Document 3 – Revised Schedule 206

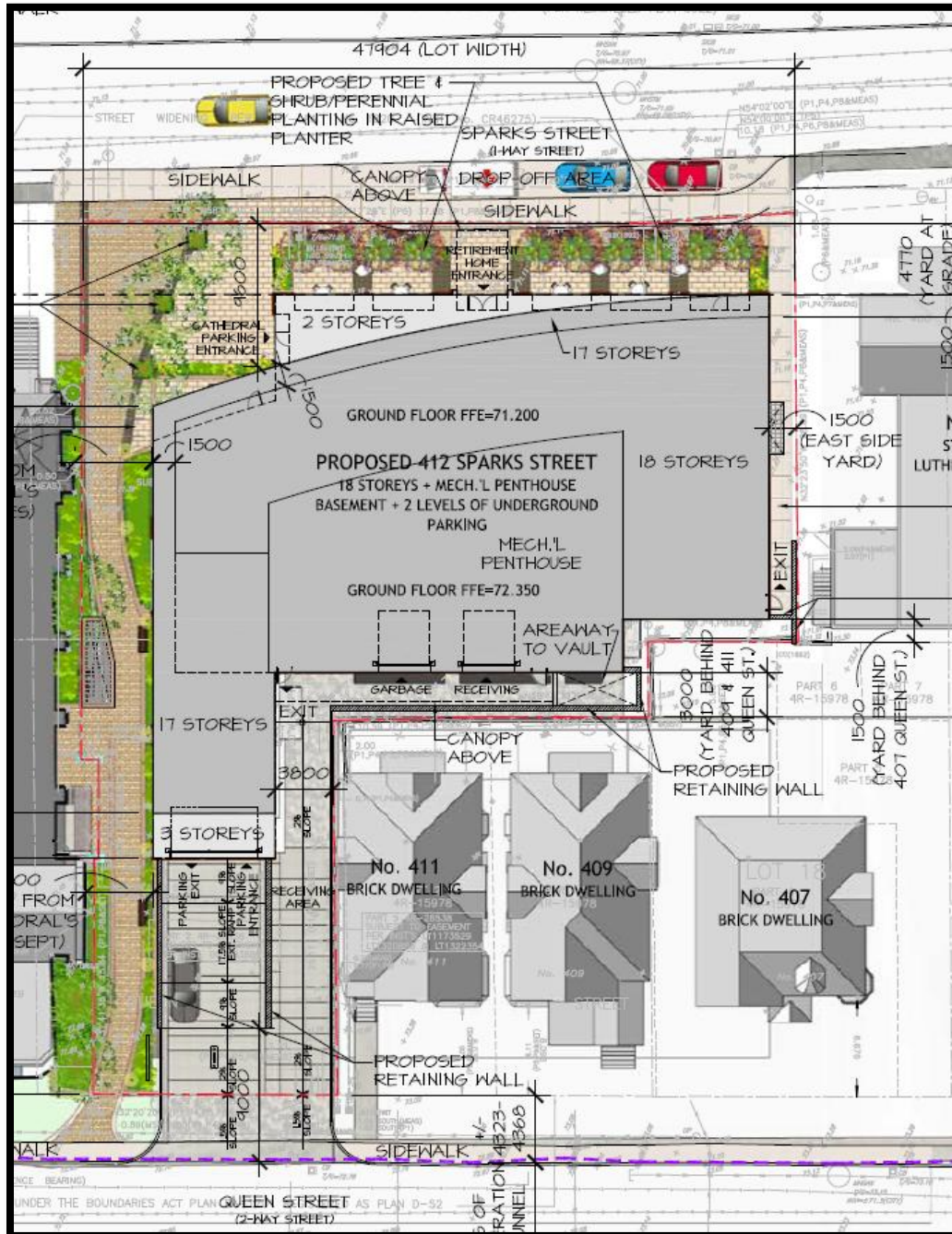


		<p><b>This is Schedule 206 to Zoning By-law No. 2008-250</b>  <b>Annexe 206 au Règlement de zonage n° 2008-250</b></p> <p>This is Attachment X to By-law Number _____, passed _____, 2019                  Pièce jointe n° X du Règlement municipal n° _____, adopté le _____ 2019</p>
19-0802-X		
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Document 4 – Proposal Concept

Site/Landscape Concept





Sparks Street



Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications. Approximately 40 respondents commented on the proposal with the majority raising concerns about building height and massing, heritage impacts, views, parking, traffic, land use, public realm, affordable housing, construction, wind and environmental impacts. Some comments were submitted in support.

A public meeting was organized by the applicant with the assistance of Councillor McKenney's office. The meeting was held on April 17, 2019 at the Christ Cathedral Church and approximately 35 members of the public attended.

### **Public Comments and Responses**

The following summaries, in no particular order, provides a list of comment topics and items raised by members of the public in response to the application:

#### **Support/Neutral**

- In favour of a retirement residence in that part of the city. Residences for seniors that are in central areas of the city near lots of amenities are a great idea.
- It is encouraging to finally see a Downtown Retirement Community development, servicing seniors that's on LRT System.

Response:

The application is recommended for approval as detailed in the report.

#### **Building Height and Massing**

- The height of the building should be reduced in order for it to fit better with its surroundings, particularly the two churches.
- The project is not compatible with traditional zoning for retirement residences, and the height is concerning as it could be a hazard in the case of emergencies, like fire, putting the residents at risk. Height limit should be 12-14 storeys at most.
- Nearby homeowners will lose natural light due to building size.

Response:

The proposed building height (63.5 metres) is a difference of 8.5 metres from the 2011 Council approval of Cathedral Hill which zoned 412 Sparks with a maximum height limit of 55 metres. Review of the proposal has determined that the height conforms to the Official Plan and Secondary Plan policies, and the development fits within the surroundings. Careful design considerations, such as the curved façade along Sparks Street and the glazing on the northwest corner were done to respect the neighbouring churches, especially the Cathedral spire. A sun shadow was submitted in support of the application and majority of the shadows fall to the north with no adverse impacts on surrounding homeowners.

### **Heritage**

- The proposal does not take into account the heritage importance of the two adjacent churches. The height is completely out of synch, and the building is wedged between these important structures.
- Front of building should not exceed the front face of the Christ Cathedral.
- Proposal needs to result in unobstructed views of the Cathedral spire. This is an important cultural landmark.
- The spire will be hidden from by the proposed building from the south, west and east. A shame: this historic church spire is such a beautiful Ottawa sight, and it will be squashed into a streetspace/skyspace so limited that it will lose any sense of majesty.

Response:

An application for new construction in a heritage conservation district was submitted and will be considered by Planning Committee on the same agenda as the request for rezoning. Through the rezoning/site plan circulation process heritage staff were consulted and are satisfied with the proposed development. Urban design features of the building protect and enhance the view of the Cathedral spire from strategic locations, and the architectural expression and the materiality of the buildings was softened to not compete the adjacent churches. Views of the Cathedral from the south are not protected views, and the previous approved zoning on this site would result in the same affect.

## **Views**

- Neighbouring condo owners purchased units at higher levels so as to ensure maintaining an unobstructed view of the Parliament Buildings beyond the completion of the development at 412 Sparks, and this was done at a significant premium.
- Proposal suggests that the development does not pose obstructions to “Central Area Key Views”, which is not accurate.

Response:

As detailed in the report, review of the proposed height was in accordance with the applicable Official Plan and Secondary Plan policies. The view planes and protection were modelled, and the development does not obstruct any of the foreground or background height control policies. The Secondary Plan permits high-rise development and the proposed increase from 55 metres to 63.5 metres is done in a manner that fits within the Cathedral Hill context.

## **Parking**

- There is insufficient parking allocated to the proposed retirement home, particularly when you add staff and visitors. Parking is already a problem in this area.
- The existing church parking lot is well used, and there should be more parking provided church goes. The congregation is elderly and there are many who need assistance. Sufficient parking is needed.
- This part of the City is notorious for having limited parking. Private parking lots are full of commuters and hotel guests.
- The closest LRT station is two blocks away; hardly convenient for those in wheelchairs or the elderly using walkers or canes.
- What about emergency vehicles entering the site and building. This occurs regularly with retirement homes.

Response:

Due to the central location and proximity to transportation no parking is required for this



development except for 14 visitor spaces. The proposal provides 42 parking spaces and 14 visitor spaces exceeding the minimum requirements in the zoning by-law. The site design incorporates a lay-by along the Sparks Street frontage that would ultimately be signed and used as a loading area only. This can be used by anyone, but it will assist with drop-off and pick-up functions for buildings in the immediate area, including the proposed retirement home. This space could also be used for emergency vehicles as could the loading area off Queen Street.

### **Bicycle Parking**

- Reject the proposed to reduce the total required bicycle parking spaces.
- Consider installing more bicycle parking spaces at this development. It would be great to send a healthy message promoting cycling to staff, visitors and residents whom can still cycle.

Response:

The application was revised to provide the required bicycle parking with 32 spaces located internal to the development and 6 outside.

### **Traffic**

- The block of Queen St. between Bronson and Bay is already a high vehicle traffic area during weekdays, particularly during rush hour. Many vehicles speed down the street in violation of safety limits. A densely populated retirement community would be unsuitable for such a location and would add unnecessarily to traffic congestion.
- Additional pick-up and drop-off areas are needed than are presently planned for - something particularly important for a retirement home. This will inevitably also cause undue disruption to normal traffic.
- Can Queen Street manage the additional traffic? The roads are currently backlogged on Queen and Bay during rush hours – matters will get even worse. With the addition of the southbound bike lane on Bay Street, we are concerned about congestion and the impact on everyone's safety. We already have delivery trucks from three hotels in very close vicinity to our building, two bus routes, and now this! The Claridge development at Queen/Lyon/Albert and the development at 400 Albert Street will also add to the problems.

- The project states that there will only be fewer than 20 vehicular trips in the AM and PM peak hour period. This seems to understate the number of vehicular trips and does not account for the massive influx of traffic to the church and surrounding area on Sundays, during funerals, special events and other days where the hotels in the area are hosting special events. It also does not account for the additional traffic that will be in downtown during special events on parliament hill. Building such a massive retirement home on this site would further.
- There is a bus parking used by busses for amateur athletes and tourists on Sparks Street, this parking should be preserved to ensure that we are not detracting from our current tourism industry and to ensure that we promote athletes by giving them the required facilities to continue to grow and participate in tournaments in Ottawa.

Response:

The application submission included a Transportation Impact Analysis and staff are satisfied that the expected traffic volumes fall within the thresholds for the surrounding streets. The layby on Sparks Street will facilitate pick-up and drop-off activities and by virtue of the design a lane remains open to avoid any conflict with the buses that often park on the north side of Sparks Street.

### **Land Use**

- Downtown Ottawa is already oversaturated with retirement residences so much so that 2 of them shut down within the past 5 years (Rideau Gardens and Sandy Hill Retirement). There is a large vacancy rate in Downtown retirement homes already. Vacant rooms equal less funding equals to more corners cut, less money spent on outside of the home (neighbourhood) and inside of the home (residence care). Because of the vacancies- retirement homes are taking anyone who can pay regardless if they have the tools to provide care or not. Recently, there has been a significantly large population of mental health patients that have been residing in Retirement homes which do not have the tools to provide proper care to them. This increases safety concerns for the area. Ex. People caught trespassing and threatening owners on their own property. All of them run for pure profit and do not make good neighbours. From garbage, trespassing to parking complaints- there have been multiple issues about living near a retirement home.

- This is not a good site for a retirement residence. It is very hard to get around during the winter due to snow and ice. I would not recommend this site for a senior's residence as it may result in broken bones due to accidents. Summertime is enjoyable, but summer only lasts for a few months out of the year.

Response:

Consideration of market demand is beyond the purview of a development application. A retirement home in this location is supported by the Official Plan and Secondary Plan policies and is an appropriate use in an area intended to function as predominantly residential and allows current area residents to age in place.

### **Operation and Safety**

- Concerns were submitted expressing issues with staff presence and building safety, property maintenance, fire prevention, and procedures in the event of an emergency.

Response:

Staff engaged the applicant and received the following response:

*Signature Retirement Living has provided the following responses to the public comments regarding operational and safety concerns:*

#### *Staff presence and safety*

*Residents of ORRbySignature will enjoy support at their fingertips, 24 hours/day, 7 days/week. From 7am-8pm, the Dining Room and Pub Staff of +/- 12 people are available to serve Breakfast, Lunch and Dinner, serve drinks in the Pub (at appropriate hours) and top up refreshments in the Bistro/Café. Signature Retirement Living's (SRL) red seal chef prepares homemade meals from the á la carte menu. The Lifestyle Staff are on site offering a number of fitness classes and programs to ensure social and mental stimulation. The Concierge Team is available from 7am to 11pm daily to support residents from arranging transportation for medical appointments, sending out their dry cleaning, opening the door to their suite when they have misplaced their keys, to fixing their TV in their suite. The Wellness team are available 24 hours a day to provide peace of mind to the residents and their families. Every suite offers a check in button for our residents to let our team know they are up and well. During Lunch and Dinner service,*

*our wellness check respectfully ensures our residents are well without interfering with their individual routines. Nursing and housekeeping are here through the night to provide any support the residents require.*

#### *Property Maintenance*

*We will provide weekly landscaping to keep the plants and grounds pristine through the warmer months. In the winter, both snow removal as well as the heated entrance and ramp to the underground parking ensure the safety of residents and guests when they enter/exit ORRbySignature. SRL also maintain our equipment and the building envelope as required. For example, elevator inspection, window cleaning, interior carpet cleaning and garage sweeping is undertaken annually. Every corner of the property is maintained to look and operate as good as new.*

#### *Fire Prevention*

*The maintenance team ensures the building stays smoke free and eliminates any risk of fire throughout. On a daily basis, our fire doors are checked, lighting is replaced as needed, annunciator and electrical panels are reviewed, visual inspection of exterior and interior of building and commercial dryer lint traps emptied. All filters and ducts are inspected weekly, and as the building is fully sprinklered, sprinkler control valves are checked to ensure they are in the open position and the fire pump is in run mode. On a monthly basis, hoses and extinguishers are checked, water is run through the sprinkler system on each floor as well as annual checks to smoke detectors, and complete fire system inspection. Additionally, the emergency generator is run and tested monthly to ensure our elevators will operate in all emergency situations.*

*Furthermore, in 2017, the Ontario Building Code was updated to include an occupancy specifically created for Retirement Homes. This new C-Retirement occupancy has introduced additional layers of safety embedded into the requirements of the Code for residents that require assistance in an emergency. These include requirements for a 2-stage fire alarm and subdividing each floor into compartments that allow residents to evacuate horizontally first before using stairways. The compartment is fire rated and doors passing through the fire separation is fully weatherstripped to avoid migration of smoke. This provides staff and emergency responders with options for evacuating the building based on the incident that is occurring.*

*Procedures for emergencies (fire, illness, etc.)*

*Emergency preparedness is a daily focus in all of our communities. All codes are drilled annually, and fire drills are conducted monthly. SRL work closely with public health to ensure our residents stay safe in an outbreak situation and have full training to all departments to keep residents healthy. Ontario Retirement Communities Association (ORCA) provides an annual online training for our staff to stay current on regulations and policy/procedures.*

### **Public Realm**

- The walkway and the side of the building facing Queen should have some trees, garden beds or planters. The back of the building should be landscaped so that it doesn't look just like an entrance to a garage.
- Is the applicant aware of the lighting impacts of the building onto residences across Queen Street?
- The significantly sunken walkway running on a slope from Queen to Sparks between 412 Sparks and the Cathedral will be almost impossible to keep plowed or ice free with conventional equipment. It needs to be a heated surface, possibly using.

Response:

The "Philosopher's Walk" will incorporate significant landscaping, and street trees along Sparks and Queen are shown in the landscape plan and will be secured through Site Plan Control. Winter maintenance strategies of the pedestrian path will be confirmed through Site Plan. All site lighting will be subject to a site lighting certificate certified by a professional engineering.

### **Affordable Housing**

- Christ Church Cathedral states that they will work with the Anglican Diocese of Ottawa to find at least 125 places of affordable retirement living space, for people in need, at other residences. How will we be assured that this commitment is carried out, and should there not be more than 125 places? The demand for affordable retirement homes and long-term care is huge, and most people simply don't have the money to obtain the care they need. With the collapse and inefficiencies of the current LHIN, the need for affordable care in a retirement

home is heightened.

Response:

The Anglican Diocese has stated that it is their intent is to find and manage 125 affordable housing units. While it is not the role of the City or the applicant to ensure the commitments made by the Anglican Diocese of Ottawa are carried out through the development applications submitted to the City of Ottawa for 412 Sparks Street, this can be monitored and confirmed for informational purposes prior to Site Plan approval.

### **Construction**

- We would like intercommunication and meetings to continue with the developer until the construction is finished. Before construction begins, we would like the builder to be reminded that bylaws need to be respected when it comes to construction noise and traffic, etc. In the past four years CCC145, our corporation, has “survived” ongoing re-construction at the intersection of Queen and Bay Streets, construction of the LRT, Hilton hotel renovations, Radisson Hotel renovations, the addition of new bus routes on Bay Street, and this spring, the addition of a southbound bike lane on Bay Street. From past experience we know that it is very important to have a contact person to whom we can speak directly when necessary.

Response:

All construction must be done in accordance with City of Ottawa by-laws, and any activity on site that requires a permit must be done so with the applicable permit posted in a visible location.

The applicant noted that *“they welcome the opportunity to participate in further discussions to ensure that building construction proceeds in an appropriate manner. Victoria Lucas can be contacted at vlucas@rshdevco.com.”*

### **Wind and Environmental**

- The building may create a wind-tunnel effect.
- were told that the developer does not propose to obtain LEED certification for this building because costs are too high. They will try and incorporate as many “green” items as possible. We are wondering why the City doesn't insist that all

new developments meet certain environmentally-sustainable designs and construction, specifically with respect to the insulation of the building's envelope, LED lighting, energy-efficient chillers and boilers as well as the state-of-the-art recycling facilities? Why doesn't the City insist that builders spend their investment dollars on features that would qualify for LEEDS certification?

Response:

A wind analysis was submitted in support of the application, and the recommendations for mitigation will be incorporated into conditions of Site Plan control and/or shown on plans. Generally speaking, surrounding wind impacts were viewed as being acceptable and the applicant has committed to the recommended wind mitigation strategy.

Through the *Ontario Building Code* the building must be designed to satisfy Provincial standards and regulations, which requires a high-level of energy efficiency. Requiring LEED certification is strongly encouraged but is not something that is recognized in the Official Plan as a requirement.

### **Community Organization Comments and Responses**

At the time of writing this report no comments were received from a registered community group.

## Document 6 – Urban Design Review Panel Recommendations

Formal Review: April 5, 2019

**412 Sparks Street** | *Formal Review* | Zoning Amendment and Site Plan Control application to permit the construction of an 18-storey retirement building | Signature Retirement Living; Reichmann Senior's Housing Development Corporation; Hobin Architecture; Fotenn Planning & Design; Cathedral Hill GP Inc.

### Summary

- The Panel considers this site to be one of the most important sites the Panel has reviewed and is appreciative of the challenges associated with building next to the very rich and textured Christ Church Cathedral, in a location with extensive visibility from key gateway points. The long views provided as part of the submission are very helpful, emphasizing the importance of this building's architectural expression given the visibility from numerous vantage points.
- The revised proposal represents an improvement from the previous version of the project, however the Panel suggests further study with the aim of achieving a more slender tower, a calmer architectural expression, and a more unified public realm, in order to ensure the development is sensitive to the context within the Cathedral Hill Heritage Conservation District, and successful from numerous key vantage points.

### Tower Massing

- It is the opinion of the Panel that the building appears too bulky particularly when seen from the northwest, resulting in an overall expression that is not suitable for this location, given the character of the existing streetscape, and the long views toward the site. The proposal would significantly benefit from adjustments to the massing that create a more slim point tower expression. This approach will tone down the visual impacts of the tower and provide space for the adjacent church spire so that it can continue to benefit from sky views and remain the focal point within this streetscape.
  - Reduce the size of the floor plate, while potentially studying options for increasing the height in order to make up for some of the lost density.
  - Consider removing the west wing (comprising of three units located on floors four-16) of the building.



- Alternatively, remove the one-bedroom unit located directly east of the housekeeping/storage room on floors four-14), thereby allowing for a scissor-stair (eliminating the need for two separate stairs) and providing an opportunity to tighten up the floor plate.
- The Panel suggests lowering the back element of the tower where the garage access from Queen Street is located. In renderings, it reads as a very large element (p.32). One strategy to reduce the impact of this massing is to lower this element to the height of the podium, so that it can wrap around the front of the building to form part of the podium.
- One Panel member expressed concerns regarding the curvature of the front façade and suggests thinking about a stepped condition instead. The concern is that the curvature in the façade competes with the establishment of a stronger sense of verticality, which is important in order to shift the expression from slab to point tower.
  - The Bay Street rendering is cited as a positive example that could be applied to the Sparks Street façade - showing a more slender, vertical expression, with the stepping of the building rather than a curve in the massing.

### **Architectural Expression**

- The Panel appreciates attempts to calm down the architectural expression of the building from the previous version, however suggests further moves in order to better establish a design that is more deferential to the adjacent church spire, and more appropriate given the character of the streetscape.
- The Panel suggest a quieter treatment to the west and north façade, resulting in a simpler expression that acts as a background to the church. The use of glass at the northwest corner is a positive move in principle that is supported by the Panel.
  - At the northwest corner of the building, consider using a clean curtain wall that is more grounded, which has less of a commercial appearance.
  - One suggestion from the Panel is to introduce a curtain wall across the entire west façade.
- The Panel suggests that the solidity of the base is extremely important in order to ground the building and appropriately relate it to the church. The Panel is supportive

of the use of natural stone as it complements the layered richness of the adjacent church and spire.

- Consider raising the height of the podium to three stories, or the height of the roof of the church.
- The upper stories of the building are weighed down, particularly by the dark treatment of the cantilevered soffit. The Panel suggests lightening the expression of the top two floors by removing the canopy and establishing a two-storey non-residential penthouse that is glazed, and distinct from the rest of the tower. The goal is to allow the top of the tower to disappear into the sky, allowing the base, rather than the top of the building to be emphasized.
- The Panel has some concerns with the use of copper on the tower. A lighter material expression can help emphasize the architectural richness of the church rather than compete with it.
- In order to introduce more verticality to the tower, the Panel suggests using the balconies to break up the massing. Recesses, notches and darker materials can help to reduce the slab expression of the tower.

### **Public Realm**

- The Panel is appreciative of the carving out of public space, and the ideas to animate the public realm, particularly with respect to establishing an important pedestrian midblock connection between Queen and Sparks Street.
- The Panel suggests removing the layby on Sparks Street or relocating it to the northwest corner of the site. If the layby remains, on street parking pavement and sidewalk treatments used on Queen Street, east of Bay Street, should be applied here in order to blur the lines between pedestrian and vehicular use. These include pedestrian friendly surface treatment such as pavers that will visually expand the pedestrian realm.
- It is the opinion of the Panel that the public realm associated with this building should not be differentiated from that of the church next door.
  - Avoid dividing the courtyard with trees, as this division of space will occur naturally.

- Consider locating the primary entrance at the northwest corner of the building in order to better engage with the space and give more meaning to the public realm.
- Contemplate program moves that can help feed activity at the street level, such as bringing more active amenities to the northwest corner of the building.
- To reflect the unique character of the Garden of the Provinces and Territories across the street, the Panel suggests introducing some landscape terracing, stone walls, etc. to the public realm. A pedestrian cross walk from the proposed courtyard to the park will be important to ensure the safe flow of pedestrians.
- The Panel has identified some concerns with respect to the steepness of some ramps within the loading areas.
- The Panel highlights the importance of coordinating streetscape elements such as street lights, bollards, low level lighting, etc. to ensure a high-quality experience at the public realm.