

**3. Official Plan and Zoning By-law Amendments – 1 and 19 Sir John A. MacDonald Parkway**

**Modifications du Plan officiel et du Règlement de zonage – 1 et 19, promenade Sir John A. MacDonald**

**Committee recommendations**

**That Council:**

- a) **Approve an amendment to the Official Plan, Volume 1, for 1 and 19 Sir John A. MacDonald Parkway, to re-designate 3.04 hectares of land from 'Major Open Space' to 'General Urban Area' as detailed in Document 2 as amended;**
- b) **Approve an amendment to the Official Plan, Volume 2a, Scott Street Secondary Plan, for 1 and 19 Sir John A. MacDonald Parkway, to re-designate 3.04 hectares of land from 'Open Space - Existing' to a new designation 'Institutional/Embassies', as detailed in Document 2 as amended;**
- c) **Approve an amendment to Zoning By-law 2008-250 for 1 and 19 Sir John A. MacDonald Parkway, to rezone 3.04 hectares of land from 'Residential Fifth Density, Subzone B, Maximum Building Height 37 metres' and 'Open Space, Subzone L, Exception 310, Holding Zone' to 'Minor Institutional, Subzone A, Exception XXXX, Holding Zone' and to rezone 0.66 hectares of land from 'Open Space, Subzone L, Exception 310, Holding Zone' to 'Parks and Open Space, Subzone A', as detailed in Documents 3 as amended and 4 as amended; and**
- d) **Direct staff to incorporate the Amendments to the Official Plan, Volumes 1 and 2, as detailed in Document 2 as amended, into Schedule B2 – Inner Urban Transect of the new Official Plan and the Scott Street Secondary Plan as part of the new Official Plan to be considered for adoption in Q3 2021.**

**Recommandations du Comité**

**Que le Conseil :**

- a) **Approuve une modification au Volume 1 du Plan officiel, visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage d'un terrain d'une superficie de 3,04 hectares d' « Espace vert d'importance » à « Secteur urbain général », comme l'expose en détail le document 2 tel que modifié;**
- b) **Approuve une modification au Volume 2a du Plan officiel, Plan secondaire de la rue Scott, visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage d'un terrain d'une superficie de 3,04 hectares d' « Espace vert actuel » à une nouvelle désignation de « Zone institutionnelle et d'ambassades », comme l'expose en détail le document 2 tel que modifié;**
- c) **Approuve une modification au Règlement de zonage 2008-250 visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage d'un terrain d'une superficie de 3,04 hectares de « Zone résidentielle de densité 5, sous-zone B, hauteur de bâtiment maximale de 37 mètres » et « Zone d'espace vert, sous-zone L, exception 310, zone d'aménagement différé » à « Zone de petites institutions, sous zone A, exception XXXX, zone d'aménagement différé », et de faire passer le zonage d'un terrain d'une superficie de 0,66 hectare d' « Espace vert, sous-zone L, exception 310, zone d'aménagement différé » à « Zone de parc et d'espace vert, sous-zone A », comme l'exposent en détail les documents 3 tel que modifié et 4 tel que modifié; et**
- d) **Enjoigne au personnel d'intégrer les modifications apportées aux volumes 1 et 2 du Plan officiel, exposées en détail dans le document 2 tel que modifié, dans l'annexe B2 – Transect du secteur urbain intérieur – du nouveau Plan officiel et Plan secondaire de la rue Scott, dans le cadre de l'examen du nouveau Plan officiel, dont l'adoption est prévue au troisième trimestre de 2021.**

Documentation/Documentation

1. Report from the Director, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department, dated September 10, 2021 (ACS2021-PIE-EDP-0022)

Rapport du Directeur, Développement économique et Planification à long terme, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 10 septembre 2021 (ACS2021-PIE-EDP-0022)

2. Extract of draft Minutes, Planning Committee, September 23, 2021

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 23 septembre 2021

**Report to  
Rapport au:**

**Planning Committee / Comité de l'urbanisme  
September 23, 2021 / 23 septembre 2021**

**and Council / et au Conseil  
October 13, 2021 / 13 octobre 2021**

**Submitted on September 10, 2021  
Soumis le 10 septembre 2021**

**Submitted by  
Soumis par:  
Don Herweyer,  
Director / Directeur**

**Economic Development and Long Range Planning / Développement économique  
et Planification à long terme**

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

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**Ward: KITCHISSIPPI (15)**

**File Number: ACS2021-PIE-EDP-0022**

**SUBJECT: Official Plan and Zoning By-law Amendments – 1 and 19 Sir John A.  
MacDonald Parkway**

**OBJET: Modifications du Plan officiel et du Règlement de zonage – 1 et 19,  
promenade Sir John A. MacDonald**

**REPORT RECOMMENDATIONS**

**1. That Planning Committee recommend Council:**

- a) Approve an amendment to the Official Plan, Volume 1, for 1 and 19 Sir John A. MacDonald Parkway, to re-designate 3.04 hectares of land from 'Major Open Space' to 'General Urban Area' as detailed in Document 2;
  - b) Approve an amendment to the Official Plan, Volume 2a, Scott Street Secondary Plan, for 1 and 19 Sir John A. MacDonald Parkway, to re-designate 3.04 hectares of land from 'Open Space - Existing' to a new designation 'Institutional/Embassies', as detailed in Document 2;
  - c) Approve an amendment to Zoning By-law 2008-250 for 1 and 19 Sir John A. MacDonald Parkway, to rezone 3.04 hectares of land from 'Residential Fifth Density, Subzone B, Maximum Building Height 37 metres' and 'Open Space, Subzone L, Exception 310, Holding Zone' to 'Minor Institutional, Subzone A, Exception XXXX, Holding Zone' and to rezone 0.66 hectares of land from 'Open Space, Subzone L, Exception 310, Holding Zone' to 'Parks and Open Space, Subzone A', as detailed in Documents 3 and 4; and
  - d) Direct staff to incorporate the Amendments to the Official Plan, Volumes 1 and 2, as detailed in Document 2, into Schedule B2 – Inner Urban Transect of the new Official Plan and the Scott Street Secondary Plan as part of the new Official Plan to be considered for adoption in Q3 2021.
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 Office of the City Clerk 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 13, 2021," 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 ce qui suit au Conseil :
  - a) Approuver une modification au Volume 1 du Plan officiel, visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage

- d'un terrain d'une superficie de 3,04 hectares d' « Espace vert d'importance » à « Secteur urbain général », comme l'expose en détail le document 2;
- b) Approuver une modification au Volume 2a du Plan officiel, Plan secondaire de la rue Scott, visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage d'un terrain d'une superficie de 3,04 hectares d' « Espace vert actuel » à une nouvelle désignation de « Zone institutionnelle et d'ambassades », comme l'expose en détail le document 2;
- c) Approuver une modification au Règlement de zonage 2008-250 visant les 1 et 19, promenade Sir John A. MacDonald, en vue de faire passer le zonage d'un terrain d'une superficie de 3,04 hectares de « Zone résidentielle de densité 5, sous-zone B, hauteur de bâtiment maximale de 37 mètres » et « Zone d'espace vert, sous-zone L, exception 310, zone d'aménagement différé » à « Zone de petites institutions, sous-zone A, exception XXXX, zone d'aménagement différé », et de faire passer le zonage d'un terrain d'une superficie de 0,66 hectare d' « Espace vert, sous-zone L, exception 310, zone d'aménagement différé » à « Zone de parc et d'espace vert, sous-zone A », comme l'exposent en détail les documents 3 et 4; et
- d) Enjoindre au personnel d'intégrer les modifications apportées aux volumes 1 et 2 du Plan officiel, exposées en détail dans le document 2, dans l'annexe B2 – Transect du secteur urbain intérieur – du nouveau Plan officiel et Plan secondaire de la rue Scott, dans le cadre de l'examen du nouveau Plan officiel, dont l'adoption est prévue au troisième trimestre de 2021.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation, 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 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 13 octobre 2021 », 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**

### **Staff Recommendation**

Planning staff recommend approval of the Official Plan and Zoning By-law amendments at 1 and 19 Sir John A. MacDonald Parkway to enable future development of embassies and a 0.66-hectare federal park. The Official Plan and Zoning changes aligns with applicable Official Plan policies for this area, including Sections 1.2 (The Role of Ottawa: A Capital City and a Place to Call Home) and 1.7 (Interpretation and Implementation of the Official Plan), Section 2.5.1 (Building Liveable Communities), Section 4.11 (Urban Design and Compatibility), and Section 2.4.5 and 4.10 for development adjacent to greenspaces. The development of embassies aligns with the “Capital Function” of the lands as defined in federal land use plans and as contemplated by the Scott Street Community Design Plan.

### **Applicable Policy**

The following policies support this application:

Section 1.2, The Role of Ottawa: A Capital City and a Place to Call Home, affirms that Ottawa must fulfill both capital and local needs. It notes that capital functions and capital buildings such as embassies and other buildings of national importance define the capital image.

Section 1.7, Interpretation and Implementation of the Official Plan, states that the City must partner with the provincial and federal governments, including the National Capital Commission, on issues related to transportation infrastructure, management of natural resources, economic development, and more.

Section 2.5.1 (Building Liveable Communities) supports the development of lively and complete mixed-use communities within the urban area that respects the established characteristics of the community. In general terms, compatible development means development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, can enhance an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties.

Section 4.11 (Urban Design and Compatibility) states that at the city-wide scale, issues of compatibility are addressed in the Official Plan through the appropriate designation of land and associated policies that direct where and how certain categories of land use should be permitted to develop.

Section 2.4.5 (Greenspaces) directs the City to ensure, to the extent possible, that the design and character of development adjacent to greenspaces enhances the visibility and accessibility of the public lands, but also notes that public access is not required and that federal lands must follow federal approval processes. Section 4.10 (Greenspace Requirements, Development adjacent to major greenspaces and waterways) provides guidance for the review of development applications in such locations.

The Scott Street Community Design Plan (CDP) identifies the majority of the subject lands as National Capital Commission Lands / Capital Function. The CDP also identifies an approximately 0.9-hectare park parcel at the east end of the site. This park area would include pathways and landscaping as an extension of Laroche Park and would improve connections to the river. The CDP states: The pathways will help define parcels for future embassies or other development and ensure such uses do not create a barrier to the riverfront.

### **Public Consultation/Input**

A virtual information session was held on February 10, 2021 and was attended by approximately 100 members of the public. At the time of writing this report, 176 individuals were on the notification list for the revised proposal. Most were opposed, three were in support and the remainder asked to be kept informed or had questions or comments. Comments and concerns are summarized in the report and included:

- Land Use and Built Form
- Vehicular Traffic and Pedestrian and Cyclist Safety
- Parkland and Greenspace
- Necessity of the Proposal and Choice of Location
- Trees, Landscaping, and Environment



## RÉSUMÉ

### Recommandation du personnel

Le personnel chargé de l'urbanisme recommande l'approbation des modifications du Plan officiel et du Règlement de zonage visant les 1 et 19, promenade Sir John A. MacDonald, en vue de la construction éventuelle de nouvelles ambassades. Ces modifications sont conformes aux politiques du *Plan* officiel applicables à ce secteur, notamment celles de la section 2.2.2 (Gestion de la croissance), de la section 2.2.3.22 (**Densification à l'extérieur des secteurs cibles**), de la section 2.5.1 (Création de collectivités où il fait bon vivre) et de la section 4.11 (Conception urbaine et compatibilité). L'aménagement d'ambassades concorde avec la « fonction inhérente à une capitale » des terrains, comme le définissent les plans d'utilisation des sols fédéraux et comme l'envisage le Plan de conception communautaire de la rue Scott.

### Politique applicable

Les politiques suivantes sont favorables à cette demande :

La section 2.5.1 (Création de collectivités où il fait bon vivre) soutient la création d'aménagements polyvalents, dynamiques et complets dans le secteur urbain, qui respectent les caractéristiques établies de la collectivité. D'une manière générale, un aménagement compatible est un projet qui, sans supposer nécessairement la construction de bâtiments identiques ou semblables à ceux qui se trouvent déjà dans le voisinage, peut mettre en valeur une collectivité établie grâce à sa conception efficace et à une dynamique d'innovation, et qui coexiste avec l'aménagement existant sans avoir d'effets négatifs indus sur les propriétés avoisinantes.

La section 4.11 (Conception urbaine et compatibilité) stipule que, à l'échelle de la ville, les questions de compatibilité sont abordées dans le Plan officiel au moyen de la désignation appropriée des terrains et de politiques connexes précisant où et comment certaines catégories d'utilisation du sol devraient être autorisées.

Le Plan de conception communautaire de la rue Scott désigne la plus grande partie des terrains visés comme appartenant à la CCN ou ayant une fonction inhérente à une capitale. Il désigne en outre un parc d'environ 0,9 hectare à l'extrémité est de l'emplacement. Ce parc comprendrait des sentiers et des éléments paysagers venant prolonger le parc Laroche et permettrait d'améliorer l'accès à la rivière. Le PCC stipule que « les sentiers aideront à délimiter les parcelles des futures ambassades ou autres

aménagements et à veiller à ce que ce type d'utilisations n'entrave pas l'accès au rivage ».

### **Consultation et commentaires du public**

Une séance virtuelle d'information, à laquelle une centaine de membres du public ont participé, a été organisée le 10 février 2021. Au moment de la rédaction du présent rapport, 176 personnes étaient inscrites sur la liste d'avis associée à la proposition révisée. La plupart d'entre elles y étaient opposées, trois étaient en faveur et les autres ont demandé à être tenues informées ou ont fait part de questions ou de commentaires. Les commentaires et les préoccupations exprimés sont résumés dans le rapport et portaient notamment sur les points suivants :

- Utilisation du sol et forme bâtie
- Circulation automobile et sécurité des piétons et des cyclistes
- Parcs et espaces verts
- Nécessité du projet et choix de l'emplacement
- Arbres, aménagement paysager et environnement

### **BACKGROUND**

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

[link to Development Application process - Official Plan Amendment](#)

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

### **Site Location**

1 and 19 Sir John A. MacDonald Parkway

### **Owner**

National Capital Commission (NCC)

### **Applicant**

Fotenn Planning and Design

## **Description of Site and Surroundings**

The subject lands are located south of the Sir John A. MacDonald Parkway, between Slidell Street to the east and Parkdale and Forward Avenues to the west. Burnside Avenue is located to the south of the subject lands. The Embassy of Indonesia is located on the adjacent lot to the west. The Ottawa River is located to the north beyond the Parkway and federal open space lands. The City's Innovation Centre at Bayview Yards is located to the east of the subject site. To the south, the Mechanicsville neighbourhood includes a mix of uses but is predominantly residential.

The site is irregular in shape and approximately 3.7 hectares in size. On-site vegetation includes grass and trees but there is no programmed recreational space.

## **Summary of Requested Official Plan and Zoning By-law Amendments**

The National Capital Commission (NCC) applied for an amendment to the Official Plan, the Scott Street Secondary Plan and Zoning By-law 2008-250 to enable future development of embassies. The development of embassies aligns with the "Capital Function" of the lands as defined in federal land use plans and as contemplated by the Scott Street Community Design Plan. The concept plan (included in Document 6) shows five potential buildings and a 6,592-square metre federal park.

The subject property is currently designated 'Major Open Space' and 'General Urban Area' on Schedule B of the Official Plan and 'Open Space – Existing' on Schedule A of the Scott Street Secondary Plan. An amendment to the Official Plan is required to redesignate the lands from Major Open Space to General Urban Area. An amendment is required to the Scott Street Secondary Plan to create a new land use category called 'Institutional -Embassies'. The proposed federal park will remain 'Major Open Space' in the Official Plan and 'Open Space - Existing' within the Scott Street Secondary Plan.

The subject property is currently zoned Residential Fifth Density, Subzone B, Maximum Building Height 37 metres (R5B H(37)) and Open Space, Subzone L, Exception 310, Holding Zone (O1L[310]-h).

The Zoning By-law amendment seeks to rezone a 3.04 ha portion of the land from R5B H(37) and O1L [310]-h to 'Minor Institutional, Subzone A, Exception XXXX, Holding Zone' (I1A[XXXX]-h) with an exception to permit only 'Diplomatic Mission', 'Office, limited to embassy uses', 'Park', 'Environmental Preserve and Education Area', and 'Place of Assembly, accessory to a permitted use' as site-specific permitted uses. The

amendment also seeks to add site-specific performance standards to the lands. A holding symbol is also proposed to only permit a 'Park' and 'Environmental Preserve and Education Area' until specific conditions are met. Removal of holding provisions may be phased. Further, the Zoning By-law amendment seeks to rezone a portion of land from O1L [310]-h to 'Parks and Open Space, Subzone A' (O1A) for the proposed federal park.

Within Zoning By-law 2008-250, a diplomatic mission means a residential use building of the accredited head or member of the diplomatic mission of a recognized foreign or Commonwealth state having diplomatic or official status in Canada and may include an office accessory to and in conjunction with the diplomatic residence and a security hut. An office is a non-residential use and means a place used by an agency, business or organization for the transaction of administrative, clerical, data processing or management business, the practice of a profession other than a medical facility, or the provision of government or social services and other similar services.

### **Brief History of Proposal**

The NCC has identified these lands for a precinct for foreign diplomatic missions within the Ottawa River South Shore Riverfront Park Plan. The Conceptual Plan for Sector D (Parkdale to Nepean Bay) label the area as 'Future Diplomatic Mission'. Action #10 for Sector D gives the following direction: "Allocate lands adjacent to the park along Burnside Avenue for potential future diplomatic missions consistent with their Capital function, where direct access from the parkway to the site is prohibited under the NCC parkways policy and include sufficient visual and security vegetative buffering between the site and parklands."

The 2015 Consultation Report noted the following:

"What is the status of parcels of NCC land near Burnside and Forward avenues?  
According to the Capital Urban Lands Plan approved by the NCC Board in April 2015, the parcels of lands at Burnside and Forward avenues [sic] are designated as Capital urban green space and part of the National Interest Land Mass. The site is part of the ongoing planning process for the Sir John A. MacDonald Parkway linear waterfront park. The adjacent site is used for the Embassy of Indonesia. The Capital Urban Plans Plan permits re-designation of the lands as a future diplomatic precinct or for other government land uses, if there is a need."

## **DISCUSSION**

### **Public Consultation**

Notification and public consultation for this Official Plan amendment and Zoning By-law amendment were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council.

A virtual information session was held on February 10, 2021 and was attended by approximately 100 members of the public. At the time of writing this report, 176 individuals were on the notification list for the revised proposal. Most were opposed, three were in support and the remainder asked to be kept informed or had questions or comments.

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

### **Official Plan designations**

The majority of the subject lands are designated Major Open Space with the balance of the lands, a 0.46-hectare rectangle of land near Forward Avenue, being designated General Urban Area as shown on Schedule B of the Official Plan.

The Major Open Space designation includes large parks, open space corridors along the Ottawa and Rideau Rivers and the Rideau Canal, parkway corridors and corridors reserved for rapid-transit and major roads. Most Major Open Spaces are already in public ownership. Major Open Spaces are a key component of the Greenspace Network which contributes to the quality of life in neighbouring communities as well as to the overall integrity of the natural environment.

The General Urban Area designation permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. This will facilitate the development of complete and sustainable communities. A broad scale of uses is found within this designation, and the Zoning By-law will continue to regulate the location, scale and type of land use in accordance with the provisions of this Plan. Uses that also serve wider parts of the city will be located at the edges of neighbourhoods on roads where the needs of these land uses (such as transit, car and truck access, and parking) can be more easily met and impacts controlled.

Section 1.2, The Role of Ottawa: A Capital City and a Place to Call Home, affirms that Ottawa must fulfill both capital and local needs. It notes that capital functions and capital buildings such as embassies and other buildings of national importance further define the capital image. Ottawa's image includes waterbodies, greenways and open spaces, many of which are in federal ownership. Ottawa has been shaped by federal plans, most notably Jacques Gréber's Plan for the National Capital in 1950. The legacy of this plan includes federal office complexes as well as parkways along the Ottawa River and the Rideau Canal on rights-of-way cleared by the relocation of rail lines through the central area.

Section 1.7, Interpretation and Implementation of the Official Plan, states that the City must partner with the provincial and federal governments, including the NCC, on issues related to transportation infrastructure, management of natural resources, economic development, and more.

Schedule I – Scenic Entry Routes – Urban designates the Sir John A. MacDonald Parkway as a Scenic Entry Route. Section 4.6.4 (Scenic-Entry Routes) states that Scenic-Entry Routes form a network that links major tourist, recreation, heritage and natural environment destinations in and beyond Ottawa. Scenic-Entry Routes include a variety of roads, such as highways, parkways, arterial roads and local streets. Many Scenic-Entry Routes, such as the Sir John A. MacDonald Parkway, contribute to the continuity of the Greenspace Network through the design of their corridors.

Development applications adjacent to these routes will be assessed to promote the following, while respecting the primary function of the road:

- The creation of a safe and attractive environment for travellers including, where appropriate, such amenities as lay-bys, scenic lookouts, information, and directional signs to important urban and rural cultural, heritage, environmental and tourism destinations;
- Attention to such matters as building orientation, outside storage, access and egress, landscaping, fencing, lighting and signage to create an aesthetically pleasing streetscape;
- The protection of views to natural and cultural heritage features, mature trees, and roadside vegetation along and beyond the right of way;

- Coordination of landscaping, berming, pathways and other features within the rights-of-way with the creation of such features on adjacent land, including the potential to locate these features on adjacent property;
- Any other items determined by the City.

Section 2.5.1 (Building Liveable Communities) supports the development of lively and complete mixed-use communities within the urban area that respects the established characteristics of the community. In general terms, compatible development means development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, can enhance an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties.

Section 4.11 (Urban Design and Compatibility) states that at the City-wide scale, issues of compatibility are addressed in the Official Plan through the appropriate designation of land and associated policies that direct where and how certain categories of land use should be permitted to develop. At the neighbourhood or individual property scale, issues such as noise, spillover of light, accommodation of parking and access, shadowing, and micro-climatic conditions are prominent considerations when assessing the relationships between new and existing development. Often, to arrive at compatibility of scale and use will demand a careful design response, one that appropriately addresses the impact generated by infill or intensification.

Section 2.4.5 (Greenspaces) notes that designated greenspaces are major assets that enhance the quality of life in the community and the environmental integrity of the city. The Plan states that development on adjacent land can benefit from and have a significant impact on the quality of these greenspaces. The City must ensure, to the extent possible, that the design and character of private development and public works adjacent to these greenspaces enhances the visibility and accessibility of these public lands and contributes to their connection to the Urban Greenspace Network. However, this policy does not imply that public access through the private property or even private access from private property to the greenspace is required or permitted. In addition, where these public lands are in federal ownership access will be subject to federal review and approval.

Section 4.10 (Greenspace Requirements, Development adjacent to major greenspaces and waterways), Policy 10, states that the City will ensure that the design and character

of private development and public works, that are adjacent to major greenspaces enhances the visibility and accessibility of these public lands and contributes to their connection to the Urban Greenspace Network through such means as:

- a. Reviewing plans of subdivisions for opportunities to locate proposed major community facilities, parks and public infrastructure adjacent to the Greenbelt or land designated Major Open Spaces or Urban Natural Features, or to link them to these lands by multi-use pathways or other greenspace connections;
- b. Requiring the design of subdivisions to provide street frontage to adjacent land in the Greenbelt or land designated Major Open Space or Urban Natural Features;
- c. Requiring proponents to demonstrate, at the time of site plan review, how the building design, building orientation and the external site design and use take into consideration the views of the site from the adjacent greenspaces and how the site and building design enhances the visibility and accessibility of these adjacent greenspaces; and
- d. The City recognises that any proposed access to major greenspace in federal ownership is subject to federal review and approval.

### **Scott Street Secondary Plan**

The site is part of the Scott Street Secondary Plan and is designated Open Space - Existing on Schedule A – Land Use Plan. The Open Space – Existing designation aligns with the Major Open Space designation of Volume 1 of the Official Plan.

### **Zoning**

The site is currently zoned [Residential Fifth Density, Subzone B, Maximum Building Height 37 metres](#) (R5B H(37)), corresponding to the General Urban Area designation, and [Parks and Open Space Zone, Subzone L, Exception 310](#) with a 'holding symbol' (O1L[310]-h), corresponding to the Major Open Space designation.

The R5B H(37) zone permits a range of residential uses, including high-rise apartment buildings of approximately 12 storeys and diplomatic missions. Zoning By-law 2008-250 defines “diplomatic mission” as a residential use building of the accredited head or member of the diplomatic mission of a recognized foreign or Commonwealth state having diplomatic or official status in Canada and may include: an office accessory to



and in conjunction with the diplomatic residence; and a security hut. Security huts are addressed by Section 88 of the Zoning By-law. Offices are not permitted in the R5B H(37) zone.

The O1L zone permits parks, environmental preserve and education area, urban agriculture and marine facilities. The exception allows additional institutional uses including some of an intensity that would be classified as major urban facilities (for example, hospital, correctional facility or post-secondary educational institution). Exception 310 also contains holding provisions requiring that the additional permitted uses be subject to a secondary planning process. Neither diplomatic mission nor office are listed permitted uses in the O1L[310]-h zone, which is why a rezoning is required.

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

#### **Scott Street Community Design Plan**

The Scott Street Community Design Plan was prepared in conjunction with the Scott Street Secondary Plan. It includes a Demonstration Plan which identifies the subject lands as NCC Lands / Capital Function and identifies green corridors extending Hinchey Avenue, Carruthers Avenue and Stonehurst Avenue and connecting Burnside Avenue to the Sir John A. MacDonald Parkway. It also identifies an approximately 0.9-hectare park parcel north of Burnside Avenue, at the east end of the site. This park area would include pathways and landscaping as an extension of Laroche Park and would improve connections to the river. The park area is identified as NCC Open Space in the CDP's Proposed Land Use Plan.

The majority of the subject lands are identified as Capital Function in the CDP's Proposed Land Use Plan. Section 4.4.2 of the CDP states: "The pathways will help define parcels for future embassies or other development and ensure such uses do not create a barrier to the riverfront. Until development occurs, the NCC should be encouraged to make their lands publicly accessible by removing the fence along the south edge."

#### **Bird-friendly Design Guidelines**

The City approved Bird-friendly Design Guidelines to address the protection of birds in the human-built environment. The goals are to protect against biodiversity loss, reduce threats to birds caused by buildings and other structures and enhance public awareness of the issue. Ottawa's Bird-friendly Design Guidelines provide best management

practices in three core areas related to the design and operation of buildings and other structures, (1) siting and building design, (2) landscape design, and (3) lighting design. The design guidelines will apply in the review of the future Site Plan Control applications.

### **Design Guidelines for Diplomatic Missions**

The NCC has Design Guidelines for Diplomatic Missions, which they will use in reviewing the federal approvals. While these are not Council-approved design guidelines, they contain direction that is useful for integrating embassies within the context and for ensuring that the proposed uses make a positive contribution to the public realm. The NCC's Design Guidelines for Diplomatic Missions is included in Document 7.

### **Planning Rationale**

In considering the proposed Official Plan and Zoning By-law amendments, the key policy considerations are found within Volume 1 of the Official Plan as well as Volume 2a, the Scott Street Secondary Plan.

#### **Building Liveable Communities**

Section 2.5.1 of the Official Plan provides direction with respect to compatible development practices and new building projects. It notes that the City will provide for a wide range of economic activities in suitable locations and will work with the federal government and private sector to provide a balance of jobs both inside and outside the Greenbelt.

Compatible development is defined in the Official Plan as development that is not necessarily the same as or similar to existing buildings, but that enhances and coexists with existing development without undue adverse impacts. It fits well within its physical context and 'works well' among those functions that surround it. Various design objectives are outlined to guide development. The proposed development responds to the following design objectives:

- To enhance the sense of community by creating and maintaining places with their own distinct identity,
- To define quality public and private spaces through development, and

- To ensure that new development respects the character of existing areas.

In addition to the built form and compatibility policies found in Section 2.5.1 of the Official Plan, additional objective compatibility criteria and policies can also be found in Section 4.11, Urban Design and Compatibility. At the scale of neighbourhoods or individual properties, issues such as noise, spillover of light, accommodation of parking and access, shadowing, and micro-climatic conditions are prominent considerations when assessing the relationships between new and existing development. Often, to arrive at compatibility of scale and use will demand a careful design response, one that appropriately addresses the impact generated by infill or intensification. An assessment of the compatibility of new development will involve not only consideration of built form, but also of operational characteristics, such as traffic, access, and parking.

Section 4.11.6 states that the City will require that all applications for new development:

- a. Orient the principal façade and entrance(s) of main building(s) to the street.
- b. Include windows on the building elevations that are adjacent to public spaces;
- c. Use architectural elements, massing, and landscaping to accentuate main building entrances.

The compatibility considerations contained in Section 4.11 will be addressed through the Site Plan Control process.

Further, staff acknowledge that embassies have unique security needs. Their inward-looking nature and security requirements have the potential for negative impacts to the surrounding public realm. However, many other well-known and well-loved concentrations of embassies, such as Embassy Row and Sussex Drive, manage to balance security imperatives with the need to ensure a close visual connection with the public realm. Many existing embassies are located within neighbourhoods across the city. Smaller-scale embassies are particularly compatible and blend well, often with only a plaque or occasionally a flag to indicate their function. Larger ones such as the Chinese and Russian embassies share lot lines with City parks and are located beside or across the street from homes.

#### On-Site and Off-Site Parking

Surface parking lots between the streets and the future buildings preclude meaningful engagement between the building and the streets. One of the goals of the Scott Street Secondary Plan is to “promote design excellence by ensuring all new buildings enhance

adjacent streetscapes and the pedestrian experience". Siting parking behind buildings or screened from view or relocating parking underground would allow for future site development that better frames the adjacent public streets, thereby enhancing the public realm.

Through the review of the Site Plan application and prior to removal of the holding symbol, proposed diplomatic missions and embassies will have to provide a Transportation Impact Assessment and effectively demonstrate that the parking demands of the embassy can be met without undue adverse impacts to the neighbouring properties.

#### Adequacy of Multi-Modal Transportation Network

The subject site is conveniently situated with respect to transit and active modes of transportation. The site is approximately one kilometre north of the Tunney's Pasture O-Train Station and approximately one kilometre northwest of the Bayview O-Train Station. Additionally, the site is located in close proximity to several OC Transpo bus stops servicing routes offering access to the downtown. Staff also recommend that evaluation of conceptual alternative methods and locations for pedestrians to cross Burnside Avenue so that pedestrians from the development can more easily reach the bus stops on Scott Street and other destinations to the south occur in the Transportation Impact Assessment to be submitted with future development applications.

City staff support the NCC's proposal to undertake improvements through redevelopment to sidewalks on the subject lands and to the Sir John A. Macdonald Parkway and Slidell Street/Onigam Street intersection, as both will improve safety for all modes of travel. This action aligns with the recommendation within the federal Ottawa River South Shore Riverfront Park Plan to "improve the at-grade crossing at Slidell Street to encourage safe pedestrian and cycling access to adjacent communities." There are multi-use pathways along the north side of the Sir John A. MacDonald Parkway and along the Ottawa River, shown on Schedule C – Primary Urban Cycling Network, which can connect the site to the rest of the City's active transportation network.

Where the lands are subject to future municipal planning processes, such as Site Plan applications, Transportation Demand Management (TDM) measures will be developed to determine an appropriate modal share through active transportation. The overall adequacy of the multi-modal transportation network, with detailed designs for multi-

modal facilities such as sidewalks and/or multi-use pathways along abutting streets, will be required with the submission of a Transportation Impact Assessment, prior to removal of the holding symbol.

#### **Safety, Security and Crime Prevention through Environmental Design (CPTED)**

Section 4.8.8, Personal Security, states that the City uses the principles of CPTED in its review of development applications to enhance personal security in the design of spaces that are accessible to the public. CPTED is based on the philosophy that the physical environment can be designed and managed to reduce the incidence of crime and fear of crime. Where the lands are subject to future municipal planning processes, such as a Site Plan application, the City will require that the design follows these principles.

#### **Adequacy of Water, Wastewater and Stormwater Services**

The subject site has access to municipal services and a detailed review of the water, wastewater and stormwater infrastructure needs will be required prior to removal of the holding symbol, which may be phased as required.

#### **Conversion of Major Open Space to General Urban Area**

While the current use of the site is for passive parkland, and the Official Plan designates it Major Open Space, the current zoning exception permits a wide range of institutional land uses beyond conservation or recreation purposes. The proposed zoning will limit the land uses to 'Diplomatic Mission', 'Office, limited to embassy uses', 'Park', 'Environmental Preserve and Education Area', and 'Place of Assembly, accessory to a permitted use' as site-specific permitted uses. The proposed uses are more compatible with the abutting open space and the surrounding community than many of the major facilities within Exception 310.

Section 4.10, Policy 12 states, "applications to amend the Zoning By-law for any land in the urban area ... currently in a zone intended to promote a conservation, waterway or recreation purpose, to another purpose will be assessed in terms of the parcel's contribution to local greenspace, its location with respect to the Urban Greenspace Network, and the feasibility of securing the land for public access or ownership". Given the permitted uses within Exception 310, which do not promote conservation or recreation purposes, this policy is not applicable.

However, through this development, a dedicated 0.66-hectare federal park will be provided. Site-specific Secondary Plan policy and zoning has been created for the remaining lands to encourage high quality, compatible design, to improve pedestrian and cyclist access to the federal open space along the Ottawa River, and to protect mature trees and other natural features, such as rock outcrops.

#### Soil Conditions and Geotechnical Constraints

The fill material in the central area of the site, where the marshy Lazy Bay area of the Ottawa River was filled in between 1951 and 1966, is contaminated. The City will require the completion of remedial activities, risk assessment and/or risk management prior to construction. Where the lands are subject to future municipal planning processes, such as a Site Plan application, the City will require details of the remediation or risk assessment approach, and a detailed geotechnical study will need to examine the location of the municipal infrastructure (sanitary and storm sewer) crossing the site and provide recommendations to support the easement width to avoid impacts to the municipal infrastructure.

Based on the preliminary Geotechnical Investigation, Lot 5 in the Concept Plan found in Document 6 is considered to be more problematic and challenging for building development due to the presence of the deep fill from the historical in-filling operations of Lazy Bay, potential for high groundwater level within the in-filled area of the lot, and deep glacial till likely resulting from the presence of the Gloucester fault. Where the lands are subject to future municipal planning processes, such as a Site Plan application, the City will require that detailed geotechnical investigation be provided, which delineates the limits of the in-filled area and the Gloucester fault. It will include detailed geotechnical engineering comments and recommendations regarding the management and treatment of the fault and in-filled area and appropriate building foundation design.

#### **Future Development Applications**

Although no concurrent applications have been submitted, more detail on site and building design and on the operations of a specific land use will be available through future Site Plan applications under the *Planning Act*. Development on federal lands will follow the Federal Land Use, Design and Transaction Approvals and other federal approval processes.

### ***Planning Act***

The *Planning Act* requires that all City planning decisions be consistent with the Provincial Policy Statement (PPS), as the document that provides policy direction on matters of Provincial interest related to land use development.

### **Provincial Policy Statement**

Staff have reviewed this Official Plan and Zoning By-law amendments and have determined that it is consistent with the 2020 Provincial Policy Statement.

### **RURAL IMPLICATIONS**

There are no rural implications associated with these applications.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor Leiper provided the following comment:

“For over a year and a half, residents of Ottawa have been deeply affected by the covid-19 pandemic. Confined for months at a time to home except for essential purposes, the demand and need for open space has never been higher. We have learned critical lessons about the interplay between our public realm and mental health, and about the inequity that frequently characterizes access to open space between households and between neighbourhoods. We have also declared a climate crisis, and there is growing recognition of the need in cities for greenspace and trees to act as stormwater and heat sinks.

I urge my colleagues to refuse the application by the National Capital Commission to permit the development of embassies in the parcel of land that residents have dubbed the Lazy Bay Commons. We need more open space in very rapidly intensifying neighbourhoods such as Mechanicsville. The opportunity in Ottawa's core, targeted for significant intensification, is extremely limited. Squandering the opportunity to preserve open, natural space in favour of a use that can be accommodated elsewhere will give future generations cause to judge today's decision-makers harshly.

I cannot put more succinctly or better the rationale for refusal on the basis of the City's Official Plan that has been provided by the counsel for affected neighbours, Kristi Ross. I would ask my colleagues to refer to her exhaustive submission regarding this proposal

but highlight below the key grounds upon which Council should rely to reject this application.

My strong caution to Planning Committee and Council is that this application is moving forward even as Council grapples with the creation of a new Official Plan that will see 51 per cent of growth in the next 25 years accommodated within the existing urban boundary. Tens of thousands of new households will need to be constructed in existing neighbourhoods across the City in areas like Mechanicsville: walkable, close to amenities and in very close proximity to transit. Residents are already skeptical that Council intends to protect trees and natural spaces that will mitigate the effects of this intensification. We all tacitly understand that adding green spaces in urban areas will be challenging if not outright impossible to afford with current funding tools. Allowing the paving over of existing green space for a use that can be accommodated elsewhere to privilege diplomats over residents will only confirm for residents their existing suspicion that Council doesn't even intend to try.

I would ask colleagues to consider, if it does consider approval appropriate, some changes to be enforced through the zoning that I do not anticipate we will see in this report. First, the Council-approved Scott Street Community Design Plan conducted with exhaustive consultations anticipated a larger dedicated park than the most recently revised proposal shows. I would seek colleagues' help to ensure that at a minimum the park is as large as the community design plan shows.

Secondly, the Scott Street Secondary Plan, incorporated as part of the Official Plan, anticipated green corridors that would be preserved as green space that would also allow the public to easily access the green space and trails along the Ottawa River. I anticipate that the proposed zoning will not protect these, and I would ask for colleagues' support to craft zoning that will.

2 A) iii) The Ottawa Official Plan:

The NCC Proposal, which would result in the loss of a Major Open Space and more than 200 trees, does not conform to the Official Plan policies to retain major public space, enhance tree cover and protect existing tree canopy and respond to climate change:

- **Section 3.3:** "Major Open Spaces are a key component of the Greenspace Network, which contributes to the quality of life in neighbouring communities as well as to the overall integrity of the natural environment." Policy 1: "Major Open



Spaces are 27 designated on Schedules B to protect the larger open spaces in Ottawa that are to be generally available for public use and enjoyment”

- **Section 4.10, policy 12:** “Applications to amend the zoning by-law for any land in the urban area ... currently in a zone intended to promote a conservation ... or recreation purpose, to another purpose will be assessed in terms of the parcel’s contribution to local greenspace, its location with respect to the Urban Greenspace Network, and the feasibility of securing the land for public access or ownership.
- **Section 2.4.1, policy 3 d):** “The City will take measures to adapt to the effects of climate change by: “Reducing the urban heat island effect through landscaping and tree planting...”
- **Section 2.4.5, policy 7:** “The City will maintain a target for forest cover for the entire city of 30 per cent. The City will increase forest cover through the planning and development review process by:
  - Identifying and protecting environmental areas designated in the Plan;
  - Emphasizing tree preservation and planting in the requirements for private development and public works, including road corridors, parks and municipal buildings;
  - Developing guidelines for tree preservation and planting in the development review process, including a policy on compensation for loss of forest as a result of development. This policy, to be developed in consultation with the development industry and the community, will consider various forms of compensation, including planting on other sites owned by the applicant or the City.
- **Section 2.4.5, policy 8:** Through the Greenspace Master Plan - Strategies for Ottawa’s Urban Greenspaces, Council supports a target of providing the open space and leisure land that is referred to in Policy 5, within 400 metres of all homes in primarily residential areas in the urban area. This target is to ensure that greenspace is readily accessible to all residents.

The NCC Proposal must be judged as against the Official Plan that is in force on the date that the City has received a complete application, due to the legal operation of the Clergy Principle. However, it should be noted that the draft Official Plan includes targets

for 40 per cent tree coverage across the City and policies which place a greater emphasis on planning to reduce/mitigate climate change.”

### **LEGAL IMPLICATIONS**

In the event the recommendations are adopted and the matters are appealed to the Ontario Land Tribunal, it is expected that a two to three day hearing would be required. It is anticipated that the hearing could be conducted within staff resources. Should the applications be refused, reasons must be provided. An external planner would need to be retained by the City.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risks associated with this application.

### **ASSET MANAGEMENT IMPLICATIONS**

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

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications associated with the report recommendations. In the event the applications are refused and appealed, it would be necessary to retain an external planner. This expense would be funded from within Planning Services' operation budget.

### **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this application

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Integrated Transportation
- Thriving Communities
- Thriving Workforce

## **APPLICATION PROCESS TIMELINE STATUS**

These applications (Development Application Number: D01-01-19-0011 and D02-02-19-0072) were not processed by the "On Time Decision Date" established for the processing of Official Plan amendments and Zoning By-law amendment applications due to the time required for consultation and issue resolution.

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Official Plan Amendment

Document 3 Details of Recommended Zoning

Document 4 Zoning Key Map

Document 5 Consultation Details

Document 6 Concept Plan

Document 7 NCC's Design Guidelines for Diplomatic Missions

## **CONCLUSION**

The Official Plan and Zoning By-law amendments requested by the NCC for their lands shown in Document 1 support the City's goals for employment intensification, redevelopment of brownfields and efficient development of serviced, underutilized lands located within settlement areas. They also align with Ottawa's role as the nation's capital, which necessitates capital functions and capital buildings such as embassies. The City's Official Plan directs the City to partner with the federal government, including the NCC, on issues of mutual interest and responsibility within the capital. The amendments enable the continued use of the lands as federal parkland until the intended ultimate use as diplomatic missions or offices, specifically for embassies for foreign nations. The amendments align the City's Official Plan and Zoning By-law with the National Capital Commission Capital Urban Lands Plan as well as the Ottawa River South Shore Riverfront Park Plan. The development will be carefully considered for high-quality urban design, protection of natural features, safety and security for abutting uses, and for compatibility abutting Major Open Space and within the residential context at the time of future Site Plan applications. The draft Zoning By-law contains conditions related to the provision of improved pedestrian and cycling facilities, as well as

Transportation Impact Assessment and Servicing studies, prior to removal of the holding symbol, and provides that the removal of holding symbol may be considered on a phased basis. The loss of access by the community to the vacant land is offset by the provision of terms within the policy to enable the ongoing, interim open space use, by the provision of a permanent park space near the Slidell Street roundabout and by measures for improved access to the riverfront parklands through redevelopment. The Planning, Infrastructure and Economic Development Department recommends that the proposed amendments to Volume 1 of the Official Plan, to the Scott Street Secondary Plan and to Zoning By-law 2008-250 be approved.

## **DISPOSITION**

Committee and Council 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.

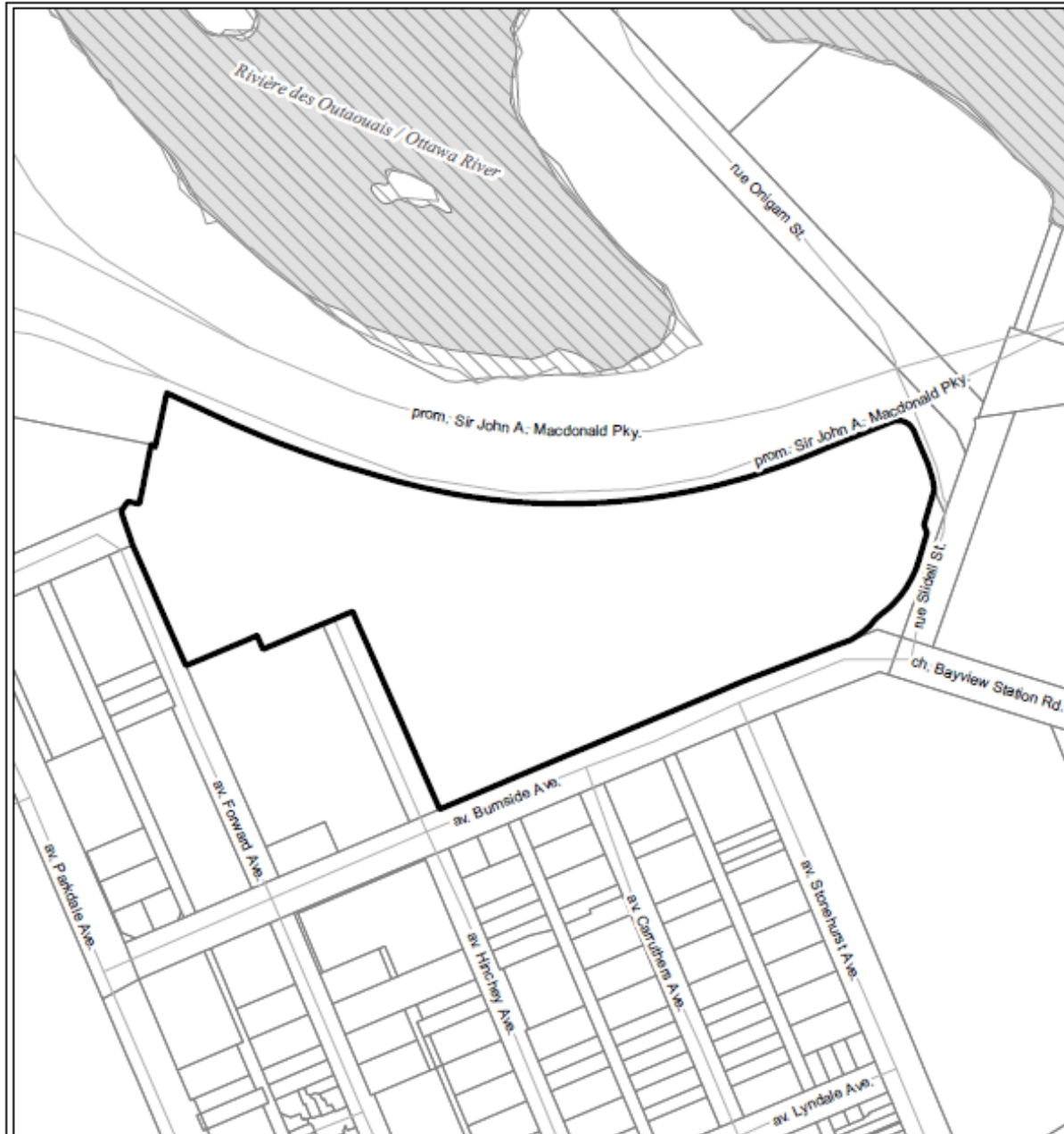
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.





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.

Pursuant to the *Delegation of Authority By-law* (By-law No. 2020-360), Schedule "C", Section 7, the City Clerk has authorized on September 22, 2021, the correction of a minor error in this report. The numbering in Document 3 (Details of Recommended Zoning) has been corrected by striking out the second instance of "v." in Document 3, and replacing it with "ix."

Document 1 – Location Map



		<b>LOCATION MAP / PLAN DE LOCALISATION</b> <b>ZONING KEY PLAN / SCHÉMA DE ZONAGE</b> <b>OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL</b>	
D02-02-19-0072 D01-01-19-0011	20-1115-L	 1 and/et 19 prom. Sir John A. Macdonald Pky.	
I:\CO\2020\Zoning\SirJohnAMacdonald_1_19		 Existing Flood Plain (Section 58) / Plaine Inondable (Article 58)	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY.</small> <small>©Les données de parcelles appartiennent à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE.</small>		Entire map area is affected by the Mature Neighbourhoods Overlay (section 139) / Tout le secteur de la carte est touché par la Zone sous-jacente de quartiers établis (article 139)	
REVISION / RÉVISION - 2020 / 12 / 11			

**Document 2 as amended – Details of Recommended Official Plan Amendment**

**Official Plan Amendment XX to the  
Official Plan for the  
City of Ottawa**

**INDEX**

**THE STATEMENT OF COMPONENTS**

**PART A – THE PREAMBLE**

Purpose

Location

Basis

Rationale

**PART B – THE AMENDMENT**

Introduction

Details of the Amendment

Implementation and Interpretation

**PART C – THE APPENDIX**

Schedule A of Amendment XX – Official Plan for the City of Ottawa

**Statement of Components**

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

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

## **PART A – THE PREAMBLE**

### **PURPOSE**

The purpose of this amendment to Volume 1 of the Official Plan and to the Scott Street Secondary Plan is to permit the development of diplomatic missions and/or office uses (limited to embassies).

### **LOCATION**

The subject property is located south of the Sir John A. MacDonald Parkway, between Slidell Street to the east and Parkdale Avenue or Forward Avenue to the west, north of Burnside Avenue.

### **BASIS**

The amendment to Volume 1 of the Official Plan and to the Scott Street Secondary Plan was requested by the applicant to facilitate the development of up to five diplomatic missions and/or offices (limited to embassy uses).

### **RATIONALE**

The proposed Official Plan Amendment to Volume 1 of the Official Plan and to the Scott Street Secondary Plan is consistent with the Provincial Policy Statement which promotes efficient development of serviced, underutilized lands located within settlement areas. The redevelopment of the site will add employment in a location that is well-served with current and proposed transit as well as active transportation networks. Redevelopment of these lands for embassies will contribute to meeting employment targets. The proposed amendment will encourage high quality urban design, protection of existing trees and natural features, where possible, and a compatible built form.

## **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 Schedules constitutes Amendment No. XX to the Official Plan for the City of Ottawa.

## DETAILS OF THE AMENDMENT

The following changes are hereby made to the Official Plan:

- i. Volume 1, is hereby amended by modifying Section 6, Schedule B – Urban Policy Plan to re-designated Area A on Appendix A from ‘Major Open Space’ to ‘General Urban Area’; and
- ii. Volume 2a, Scott Street Secondary Plan is hereby amended by modifying:
  - a. By adding a new policy in Section 4.0 Land Use Designations, Building Heights and Locations, as follows:

### **“4.7 Institutional - Embassies Designation**

The Institutional - Embassies designation applies to those areas indicated on Schedule A - Land Use Plan. This designation is intended to permit the development of up to five diplomatic missions and offices (limited to embassy uses). Parks and open space uses are permitted until redevelopment occurs. Through the development application process, the applicant shall demonstrate how the proposed development meets the applicable guidelines contained in the Scott Street Community Design Plan in addition to the following applicable policies:

#### **Built Form**

1. The maximum building height shall be three storeys.
2. Buildings should be oriented with main entrances facing Forward Avenue, Hinchey Avenue, or Burnside Avenue and windows facing streets and public space.
3. Building massing and site configuration should reflect and enhance adjacent natural settings, open space networks, streets and the public realm, and urban patterns of built form and density.



### **Public Realm and Mobility**

4. Development will provide for an improved connection for pedestrian and cyclists along Burnside Avenue to the intersection of Slidell Street and the Sir John A. MacDonald Parkway; and
5. Development will provide an improved intersection at Slidell Street and the Sir John A. MacDonald parkway for pedestrians, cyclists and vehicles.
6. As a condition of development approval, the City may require enhanced streetscape measures along public streets.

### **Landscaping**

7. Security fencing should not exceed 1.0 metre in height in a front yard or 2.0 metres in any other yard, unless exceptional security measures are a requirement of the embassy: and
  - a. Fencing should be minimized. A combination of low wall (below 0.5 metres) and fence is preferred.
  - b. Fencing may not be solid or opaque (other than a low wall and stone columns if they are part of the design).
8. A vegetative buffer within the rear yard setback abutting Sir John A. MacDonald Parkway will be encouraged.
9. Existing landscape features such as mature trees should be retained, except where removal is unavoidable for site remediation or construction, or where they are unhealthy or hazardous.
10. Rock outcrops should be preserved, where possible.
11. Development will provide a gateway to the community near Slidell Avenue and Burnside Avenue with a distinctive corner treatment.

### **Parking**

12. Surface parking, driveways and aisles are not permitted between the building and the street.

13. **Parking is encouraged to be underground, or sensitively screened, and is prohibited above the ground floor.**

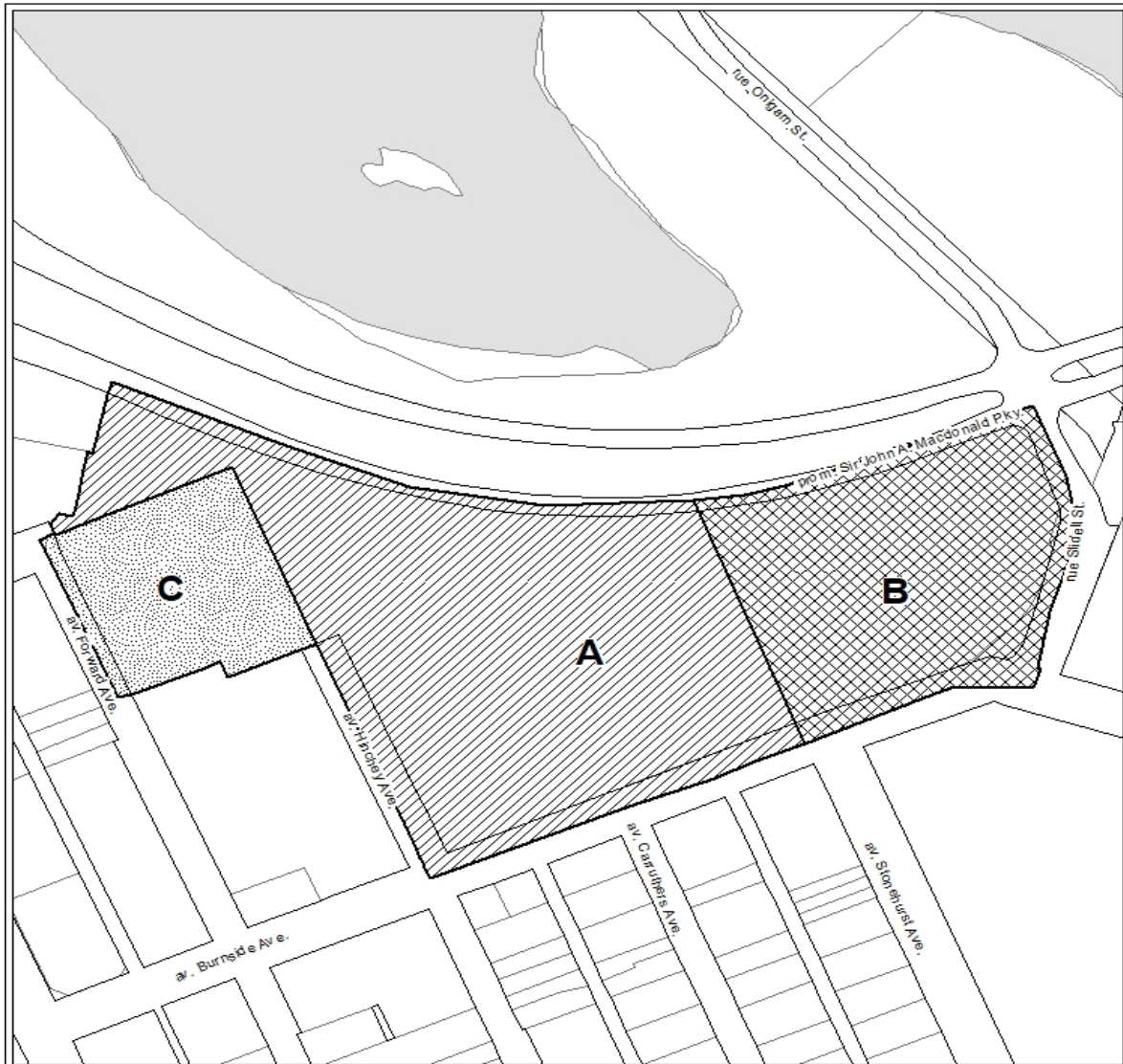
- b. Schedules – Scott Street Secondary Plan, Schedule A, to re-designate Area A on Appendix B from 'Open Space - Existing' to a new designation 'Institutional - Embassies'

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.

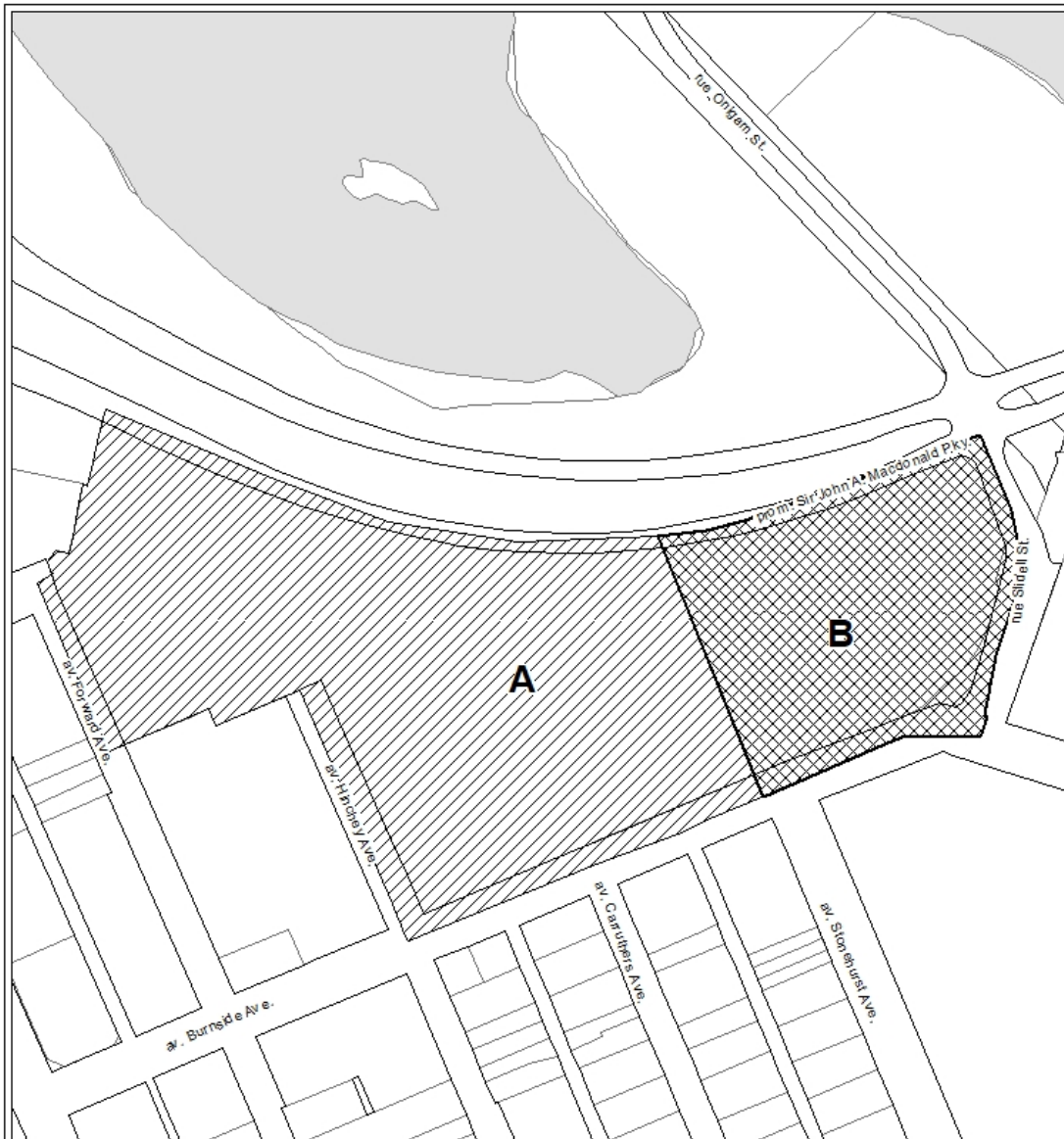
**PART C – THE APPENDICIES**









**APPENDIX A – Volume 1, Schedule B Amendment Key Plan**



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL <b>1 and/et 19 Promenade Sir John A MacDonald Parkway</b>	
D01-01-19-0011	21-0970-A	OFFICIAL PLAN - SCHEDULE B - URBAN POLICY PLAN / PLAN OFFICIEL - ANNEXE B - PLAN DES POLITIQUES EN MILIEU URBAIN	
I:\COI\2021\OPA\Sir_JAM_PKWY_1_19_Map1Sep20			
<small>                     ©Parcel data is owned by Teramati Enterprises Inc. and its suppliers.                      All rights reserved. May not be produced without permission.                      THIS IS NOT A PLAN OF SURVEY.                      Tous données de parcelles appartenant à Teramati Enterprises                      Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être                      reproduit sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE.                 </small>			
REVISION / RÉVISION - 2021 / 09 / 20		 Area A to be redesignated from "Major Open Space" to "General Urban Area" / Secteur A sera modifié de "Grand espace vert" à "Zone urbaine générale"	 Area B to remain designated as "Major Open Space" / Secteur B restera désignée comme "Grand espace vert"
		 Area C to remain designated as "General Urban Area" / Secteur C restera désignée comme "Zone urbaine générale"	

**APPENDIX B – Volume 2a, Scott Street Secondary Plan Schedule A Amendment  
 Key Plan**



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL					
D01-01-19-0011	21-0970-A	<b>1 and/et 19 Promenade Sir John A MacDonal Parkway</b>					
OFFICIAL PLAN - VOLUME 2A - SCOTT STREET SECONDARY PLAN - SCHEDULE A - LAND USE / PLAN OFFICIEL - VOLUME 2A - PLAN SECONDAIRE - RUE SCOTT - ANNEXE A - UTILISATION DU SOL							
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<small>                     ©Parcel data is owned by Teramit Enterprise Inc. and its suppliers.                      All rights reserved. May not be produced without permission.                      THIS IS NOT A PLAN OF SURVEY.                      ©Les données de parcelles appartiennent à Teramit Enterprise                      Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être                      reproduit sans autorisation. CECI N'EST PAS UN PLAN D'AMÉNAGEMENT.                 </small>							
REVISION / RÉVISION - 2021 / 09 / 20		<table border="0"> <tr> <td style="text-align: center;">  </td> <td>                     Area A to be redesignated from "Open Space - Existing" to "Institutional - Embassies" /                      Secteur A sera modifié de "Espace vert - existante" à "Institutionnel - Ambassades"                 </td> </tr> <tr> <td style="text-align: center;">  </td> <td>                     Area B to remain designated as "Open Space - Existing" /                      Secteur B restera désignée comme "Espace vert - existante"                 </td> </tr> </table>			Area A to be redesignated from "Open Space - Existing" to "Institutional - Embassies" / Secteur A sera modifié de "Espace vert - existante" à "Institutionnel - Ambassades"		Area B to remain designated as "Open Space - Existing" / Secteur B restera désignée comme "Espace vert - existante"
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	Area B to remain designated as "Open Space - Existing" / Secteur B restera désignée comme "Espace vert - existante"						
							

### **Document 3 as amended – Details of Recommended Zoning**

The proposed changes to Zoning By-law 2008-250 for 1 and 19 Sir John A. MacDonald Parkway are as follows:

1. Rezone the lands as shown in Document 4, as follows:
  - a. Area A from R5B H(37)-h to I1A[XXXX]-h
  - b. Area B from O1L [310]-h to I1A[XXXX]-h
  - c. Area C from O1L [310]-h to O1A
2. Add a new exception [XXXX] to Section 239, Urban Exceptions, to add provisions similar in effect to the following:
  - a. In Column II, Applicable Zoning, add the text, "I1A [XXXX]-h"
  - b. In Column III, Exception Provisions – Only the following land uses are permitted, add the following text:
    - i. Diplomatic Mission
    - ii. Office, limited to embassy uses
    - iii. Park
    - iv. Environmental Preserve and Education Area
    - v. Place of Assembly, accessory to a permitted use
  - c. In Column IV, Exception Provisions – Land Uses Prohibited, add the following text:
    - i. All uses other than Park and Environmental Preserve and Education Area and all buildings until the holding provision is removed.
  - d. In Column V, Exception Provisions – Provisions, add the following text:
    - i. Minimum Setback from Forward Avenue, Hinchey Avenue and Burnside Avenue: 3m
    - ii. Minimum Rear Yard Setback: 15m

- iii. The defined rear yard shall abut Sir John A. MacDonald Parkway.
- iv. Minimum Interior Side Yard Setback: 6m
- v. Maximum Driveway Width: 3.6m
- vi. Section 109 (3) (b) does not apply to diplomatic missions or offices, limited to embassy uses.
- vii. No person shall park in the required or provided front yard, the required or provided corner side yard or the extension of a required and provided corner side yard into a rear yard.
- viii. An amendment to this by-law to remove the holding provision on a lot-by-lot basis once an application for Site Plan Control under the *Planning Act* for the subject lands is approved, which addresses the following to the satisfaction of the General Manager of Planning, Infrastructure and Economic Development:
  - 1. A Transportation Impact Assessment that:
    - a. At the time of the first application for Site Plan Control, demonstrates a feasibility concept design for multi-modal facilities such as sidewalks, cycle tracks and/or multi-use pathways along abutting streets and at the Sir John A. MacDonald Parkway and Slidell Street intersection, and detailed design for the same where they are within the adjacent street frontage(s);
    - b. At the time of each application for Site Plan Control after the first but before the final, demonstrates detailed design for multi-modal facilities such as sidewalks, cycle tracks and/or multi-use pathways along the adjacent street frontage(s); and
    - c. At the time of the final application for Site Plan Control, demonstrates a detailed design for multi-modal facilities such as sidewalks, cycle tracks and/or multi-use pathways within the adjacent street

frontage(s) and at the Sir John A. MacDonald Parkway and Slidell Street intersection.

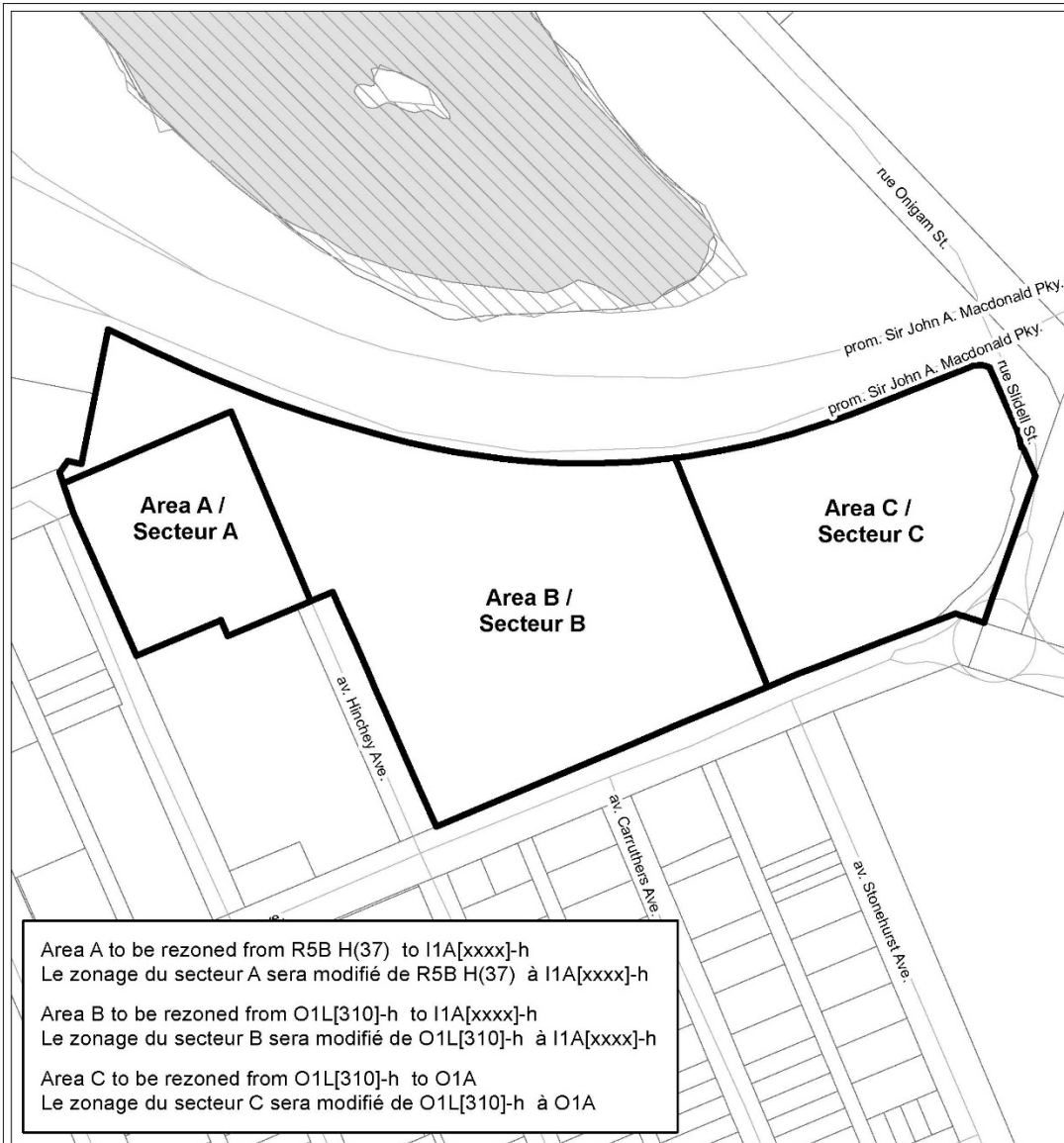
2. The provision of a Servicing Study, addressing municipal servicing and easements for underground municipal infrastructure.

**ix. v.** Add the following provision after the holding symbol criteria:

“Partial removal of the holding symbol may be considered to provide for phased development. The submission and approval of an application to lift the holding provisions on a phased basis may be considered provided the requirements for that development phase satisfy the requirements for the lifting of the holding zone specified above.”

**x. Maximum number of offices (limited to embassy uses) or diplomatic missions: 5**

Document 4 – Zoning Key Plan



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-19-0072	21-0970-X	<div style="border: 1px solid black; display: inline-block; width: 20px; height: 10px; margin-right: 5px;"></div> <b>1, 19 promenade Sir John A MacDonald Parkway</b>	
I:\CO\2021\Zoning\Sir_John_A_MacDonald_1_19			
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY.</small>		<div style="display: flex; align-items: center;"> <div style="width: 15px; height: 10px; border: 1px solid black; margin-right: 5px; margin-bottom: 2px;"></div> <div style="font-size: 8px; margin-bottom: 2px;">Existing Flood Plain (Section 58) / Plaine inondable (Article 58)</div> </div>	
<small>©Les données de parcelles appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2021 / 09 / 22		Entire map area is affected by the Mature Neighbourhoods Overlay (section 139) / Tout le secteur de la carte est touché par la Zone sous-jacente de quartiers établis (article 139)	



## **Document 5 – Consultation Details**

### Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan and Zoning By-law amendments.

A virtual information session was held on February 10, 2021 and was attended by approximately 100 members of the public. The planner attended an online meeting of the Mechanicsville Community Association in March 2021 to answer questions.

In total, at the time of report writing, 176 residents provided comments and/or their contact information to the City. Comments and staff responses are summarized below.

### **Public Comments and Responses**

Comments were submitted during the review period for the subject proposal. The comments received fall within the following themes:

1. Land Use
2. Built Form
3. Site Layout
4. Vehicular Traffic
5. Pedestrian and Cyclist Safety
6. Parkland and Greenspace
7. Noise and Development Impacts
8. Necessity of the Proposal and Choice of Location
9. Trees, Landscaping, and Environment
10. Equity
11. Public Access
12. Other

### **Concern 1: Land Use**

- There are other land uses (e.g. housing, employment) that are more appropriate at this location.
- A group of embassies are not a land use that is compatible with the surrounding area.
- Embassies will bring protests and safety hazards.
- The lands are not physically suited for the proposed use.
- These buildings will reduce my property value.

#### **Response:**

The City is required by the *Planning Act* to review the amendment that is requested, evaluate it against the policies of the Official Plan and applicable provincial policies, and Council will render a decision.

There is no prohibition within the City's Zoning By-law, nor the City's Official Plan, or within the Provincial Policy Statement, to support the proposition that embassies are incompatible with residential areas. Diplomatic missions have a long-established precedent of being woven into the fabric residential neighbourhoods throughout central Ottawa. Diplomatic missions are permitted by right within many residential zones, including the R4 and R5 zones within Mechanicsville.

There is no evidence that development applications and new construction adversely affect property values.

### **Concern 2: Built Form**

- The buildings should not be more than a few stories tall.
- The R5 zone permits a building that is taller than should be allowed on this site.
- There are too many proposed buildings.
- Part of being a national capital means providing locations for foreign missions, and this unused tract of scrubby land seems perfectly suited to the need. If the embassies are tastefully designed and kept to a reasonable maximum height, they could actually improve the neighbourhood.

Response:

The current zoning for the west side of the lands is R5B H(37), which already allows an apartment building of twelve storeys in height, akin to the one on the west side of Hinchey. The zoning for the east part of the lands is O1L, which permits buildings up to 11 metres (or three storeys) in height. The existing zoning for buildings on the south side of Burnside permits up to 19 metres (or six storeys) in height.

The application has been revised since its initial submission to reduce the number of lots from six to five and to increase the size of the federal green space. The proposed I1A [XXXX] zone permits a maximum height of 15 metres and the proposed O1A zone permits a maximum height of 11 metres, but the Secondary Plan policy limits the height to three storeys. The proposed height and density are within the range of the existing surrounding area.

### **Concern 3: Site Layout**

- The concept plan has too much parking.
- The parking is too prominent, separating the buildings from the neighbourhood.
- Parking should be underground.
- The design of the sites should not present a barricaded appearance from adjacent public areas.
- Let us have a gathering place park (not a sports field or a bike trail) on the west residential side of the property. The embassies should be near the other commercial buildings. The park should be near the people.

Response:

City staff agree that surface parking lots between the streets and the future buildings preclude meaningful engagement between the building and the streets. In the revised submission, the development includes a more urban relationship with the local streets, and detailed designs through future development applications will explore ways to sensitively integrate parking into the design. The revised submission illustrates a minimum front yard setback of 3 metres to bring the buildings closer to local streets, create a more urban built form, and ensures that parking is not a dominant element of the streetscape.

The concept plan proposes the new embassies beside the Embassy of Indonesia in the west and opposite Laroche Park in the east.

It should be acknowledged that the plan submitted with the application is a concept to establish zoning permissions, and that the development of each site will also require an application for Site Plan Control in addition to required federal approvals. Through the Site Plan Control process, the City will ensure that security elements, where required, are unobtrusive and well integrated into the design of each site.

#### **Concern 4: Vehicular Traffic**

- The embassies will bring too much traffic.
- There should be no direct access from these properties to the Parkway.
- The proposal will remove on-street parking, which is already in short supply.
- Hinchey Avenue is a dead-end that serves as a loading area for 100 Hinchey Avenue which is already challenging to navigate.

Response:

A Transportation Impact Assessment (TIA), undertaken in accordance with the City of Ottawa Transportation Impact Assessment Guidelines, was submitted to the City for review. The TIA provides an overview of the anticipated transportation impacts. The development of each embassy will need to follow a Site Plan approval process which may include the preparation of individual TIAs discussing potential traffic impacts of each site, and whether changes to local road or intersections are warranted.

There is currently a 1-hour parking limit on Burnside Avenue, Forward Avenue, and Hinchey Avenue. If the five embassies are developed with individual driveways, the parking opportunities would be reduced by approximately 10 cars.

The development proposal includes the addition of a cul-de-sac at the north end of Hinchey Avenue, which would increase the ability to navigate the street.

#### **Concern 5: Pedestrian / Cycling Safety**

- The existing streets are dangerous for pedestrian and cyclists, and this development will exacerbate the problem.

- There needs to be better access to the river path for pedestrians and cyclists.

Response:

The development application proposes improvements to pedestrian facilities on local streets, including sidewalks on the east side of Hinchey Avenue, north side of Burnside Avenue, and west side of Slidell Street.

The NCC's Ottawa River South Shore Riverfront Park Plan also illustrates the NCC's intent to improve the connection between local streets and the multi-use pathways north of the Sir John A. MacDonald Parkway. The design for the improved pedestrian and cyclist connections, along with the improvements to the Slidell Street-Sir John A. MacDonald Parkway intersection, would be determined at the future detailed design stage.

The revised submission also illustrates the NCC's planned creation of segregated cycling and pedestrian paths between the Parkway and the Ottawa River.

#### **Concern 6: Parkland / Greenspace**

- This green space is well-used and the development will reduce access to it.
- Mechanicsville is underserved in park space.
- The proposed federal green space at the east end of the site is too small.
- Laroche Park needs improvements.
- The site should remain as a park.
- People don't need to see more buildings from the parkway which is supposed to be a natural space.

Response:

While the existing green space is well used by residents in a park-like manner, the land is a vacant lot, not a municipal park. The subject lands are federally owned. The City acquires parkland through parkland dedication under the *Planning Act* and through purchase at market value. Under the current Parkland Dedication By-law, federal lands and government uses such as embassies are exempt from parkland dedication.

In May 2021, Parks & Facilities Planning staff released the draft Parks & Recreation Facilities Master Plan. The mapping of the draft plan illustrates that much of the Downtown and Inner Urban Transects do not currently meet the target of 2.0 hectares of parkland per 1,000 people. However, as noted, the subject lands are not a municipal park and do not contribute to that target.

Improvements to Laroche Park are currently underway, including the construction of a community building, playground, gazebo, basketball court, new ball diamond and ultimate field, pathways, benches, permanent lighting for the seasonal ice rink, a small parking lot new and extensive tree planting.

The greenspace along the Ottawa River is also accessible to residents as part of the over 220 hectares of federal open space between LeBreton Flats and Britannia Beach. Federal plans show embassies in this location.

#### **Concern 7: Noise and Development Impacts**

- There is contaminated soil on the site.
- Noise and construction will negatively impact nearby residents.

Response:

Site preparation, including any required remediation, will be done following the requirements of the *Federal Impact Assessment Act* for federal land, and in accordance with provincial requirements (O.Reg. 153/04 as amended by O.Reg. 269/11) where there are applications under the *Planning Act*. This is not an uncommon requirement for applications for Site Plan Control, and work is required to be overseen by a Professional Engineer qualified in Ontario and completed to strict provincial standards.

Construction is a temporary situation, and the negative impacts can be mitigated for those who live or work in the surrounding area. Many construction-related nuisances are covered by the City-wide by-laws, such as the Noise By-law, as well as Site Plan conditions and by industry best practices.

#### **Concern 8: Necessity / Choice of Location**

- These embassies should be located elsewhere (e.g. Tunney's Pasture, Sussex Street, downtown).
- The embassies should locate in vacant office buildings.

- There is no need for more embassies.
- There is an over-abundance of empty office space since COVID struck and people are working from home.

Response:

The Zoning By-law permits embassies in a range of zones in the urban area, and foreign nations can locate in those zones if they choose to do so. The City is required by the *Planning Act* to review the amendment that is requested, evaluate it against the policies of the Official Plan and applicable provincial policies, and render a decision.

#### **Concern 9: Trees, Landscaping, and Environmental Preservation**

- The existing green space is home to much wildlife.
- The proposed development will cause the removal of many mature trees.
- The neighbourhood needs more trees, not fewer.
- The proposal will negative impact the environment.
- With regard to the statement “the NCC will retain existing trees, and maintain and enhance the passive greenspace”; does the City have the legal / regulatory tools to enforce such an undertaking?

Response:

While the application included an initial Tree Conservation Report, this is based on the concept plan and not an actual detailed design for the sites. Environmental impacts of a specific development are matters that would be evaluated in a future application for Site Plan Control. At the time of applications for Site Plan Control, detailed Tree Conservation Reports will be required to explore ways to protect mature trees wherever possible. Landscape plans will also be required to provide new tree planting, which will allow for succession plantings as the existing trees are largely mature and in fair condition with few young trees.

The application has been revised since its initial submission to reduce the number of lots from six to five, and the area of the federal greenspace has increased from 3,602 square meters to 6,592 square meters, approximately double in size from the initial

submission. This will provide opportunities to retain the mature trees on the federal green space.

If the lands remain federal lands and no applications under the *Ontario Planning Act* are required, the NCC has its own processes for tree protection and parkland development.

A federal Impact Assessment will be required in accordance with the requirements of the *Federal Impact Assessment Act* for development on federal lands. The Impact Assessment provides for the review of impact to wildlife, the protection of any habitats of Species at Risk, and conformity with the *Migratory Birds Convention Act*.

Area residents have reported great horned owls nesting in pine trees on the property. There are approximately 10 owl species that live in Ontario, and about 12 that would visit or reside in the Ottawa area. Only one of the species that is likely to be in Ottawa, the short-eared owl (*Asio flammeus*), is afforded protection under the *Federal Species at Risk Act* (SARA) and/or the *Provincial Endangered Species Act* (ESA). City staff have reviewed data for species at risk around the subject property and advise that there is potential for threatened or endangered species and/or their habitat on or adjacent to the subject property. Based on this data and the potential breeding activity reported by local residents, staff recommend that where the lands are subject to future municipal planning processes, such as a land division or Site Plan application, an Environmental Impact Statement (EIS) be provided to determine the presence/absence of species at risk species and their habitat on the subject property.

### **Concern 10: Equity**

- The City should prioritize affordable housing, not embassies.
- Mechanicsville is a low-income community that is rapidly changing but residents are not benefiting.
- Removing green space for the benefit of development is unfair.



Response: The Official Plan and Zoning By-law amendment applications are not initiated by the City, but by the NCC on federal land. The NCC has a mandate with respect to federal lands in the capital. The City is working with the NCC on the development of affordable housing in other locations such as Tunney's Pastures and LeBreton Flats.

### **Concern 11: Public Access**

- Once land is transferred to a foreign country for their use as an embassy, the City will lose control over what is built over the land as well as the assured access the City needs for maintenance. How will the City ensure the access it needs?

Response:

Where the lands are subject to future municipal planning processes, such as a Site Plan application, the City will require that necessary easements be registered on the lands to ensure access for maintenance of any City infrastructure that may be impacted.

### **Other Concerns**

- The proposal is confusing, unclear, and there was insufficient time for consultation.
- I don't really have the time or patience to sort through all the [online material] and make sense of it. Your process is highly transparent, which I commend, but it does not make for the best engagement.
- Proper highly visible signage was not provided around this property for most of the proposal review period. Second, this was not part of the original Official Plan.

Response:

The initial application and reports have been available for review online since it was deemed complete in December 2020. An online public meeting was also held on February 10, 2021. The planner attended the Mechanicsville Community Association (online) meeting in March 2021 to answer questions. The revised submission has been on the [Development Application Search](#) page since June 2021.

People were advised to submit comments up until Council makes its decision, and 176 did. Many people made more than one submission. *Planning Act* requirements and Council-approved approaches for notice and public consultation, including on-site signage, for Zoning By-law amendments have been followed. The original Official Plan dates from 2003 and a new Official Plan is proposed this fall. Any property owner in Ontario has the right to request a change to the Official Plan or zoning. City Council will consider the application and make a decision on it.

### **Community Association Letter**

Mechanicsville Community Association (MCA)

215 Parkdale Avenue, Suite 1104

Ottawa, ON K1Y 4T8

July 16, 2021

Attention: Allison.Hamlin@ottawa.ca

Re: Amendment to Applications D01-01-19-001 and D02-02-19-0072

Community of Mechanicsville

Please consider this letter the response from the Mechanicsville Community Association (MCA) for the amendment to the above-mentioned application with the City of Ottawa. The MCA again opposes this application as it still does not fully address MCA, stakeholders' and residents' concerns. MCA also strongly recommends that this entire property, locally referred to as "Lazy Bay Commons" be completely zoned as Parks and Open Space for future protection and use for all Canadians to enjoy and not developed and fenced off for the exclusive use and occupation of a Diplomatic Precinct.

Our overview of the amended application, the NCC has not addressed all community concerns except making the eastern park slightly larger to include the underground storm sewer of which they cannot build on. This eastern park is still short of the area identified in the Scott Street CDP. NCC have also not addressed the need for a park on

the western side of this property as identified by MCA, its legal counsel and the As We Heard It Report prepared by the City of all comments by residents on the original application received by the City. Also the MCA response dated February 15, 2021 to the original application requested a Parks and Greenspace Analysis for Mechanicsville due to its rapid, dense intensification underway now. This request has not been addressed.

MCA is very concerned that the NCC have produced an amended Concept Plan which appears to have “hidden” the buildings and the parking with over 200 parking spots. The NCC have still not addressed the concerns with above-ground parking lots especially with the LRT located so close by. The amended Concept Plan creates a serious risk of misleading the community and the City planning process. MCA are requesting accurate modelling to show the location of the 5 buildings, parking lots, security walls/fencing, security huts, access (concerns with access entering/exiting from the hill on Burnside and Forward) and the location of the garbage containers which is the only view the community may see of this Diplomatic Precinct.

Also noted on the amended Concept Plan is the introduction of a new term “Private Landscape” that surrounds each Diplomatic Mission and the setback along the SJAM. The term “Private Landscape” appears to be intended to prevent the applicant/foreign country from building over the numerous underground utilities within each walled Diplomatic Mission and to forbid public pathways for pedestrian use. This is not acceptable to the MCA. The essential easements over the City owned underground utilities must be retained for use as pedestrian and cycling mixed use pathways providing a view and access to the Ottawa River.

The NCC amended Rationale has still not addressed the community concerns of:

- the security argument of the development of a high security diplomatic precinct in a dense residential area. The amended Rationale states that the Bylaw is silent on this requirement however a Security Analysis needs to be undertaken to confirm the dense urban form proposed, the setbacks and any tree removal. The argument that other diplomats and citizens are at risk throughout the City is not an acceptable rationale for failing to seek out alternative larger sites such as Tunney’s Pasture and Lebreton Flats that would minimize these risks;
- the use of legal easements is necessary to identify and protect the location of underground utilities and for pedestrian pathways. Without a Security Analysis, neither

the MCA nor the NCC could determine if the pedestrian pathways are a security risk to this Diplomatic Precinct;

- the needs of the community for significantly more greenspace including the creation of a parks on both the east and the west end of the site;
- the importance of urban canopy and natural habitat to fight climate change and sustain the wellbeing of Mechanicsville increasingly dense population;
- a more complete, accurate and credible traffic and parking impact assessment on the community. The NCC amended Rationale has proposed to enhance the SJAM/Slidell intersection with a “gateway”, this is not sufficient to address the traffic safety concerns of 5 Diplomatic Missions with vehicles from over 200 parking spots attempting to ingress/egress from Burnside Avenue and Forward Avenue.
- request for a Parks and Greenspace Analysis for Mechanicsville due to its dense, rapid intensification.

It appears that the Amended Planning Rationale has attempted to correct the errors and omissions in its original application with its request for revised amendments to the Official Plan and Zoning By-law as follows:

- “Amendment to the City of Ottawa Official Plan (2003, as amended) to re-designate the majority of the subject lands from ‘Major Open Space’ to ‘General Urban Area’;
- “Amendment to the Scott Street Secondary Plan (2005) to re-designate the majority of the subject lands from ‘Open Space’ to a new designation ‘Institutional/Embassy’; and

**MCA comment: It should be noted that the Scott Street Community Design Plan (CDP) identifies a larger east park and fewer Diplomatic buildings. Is the NCC requesting to update those sketches in the CDP as well?**

- “Amendment to the City of Ottawa Zoning By-law to re-zone the majority of the subject lands from ‘Residential Fifth Density, Subzone B, Maximum Building Height 37 meters’ and ‘Open Space, Subzone L, Exception 310’ to ‘Minor Institutional, Subzone A, Exception X’ and ‘Parks and Open Space, Subzone A’.

**MCA comment: Pleased to see NCC have tried to address the inconsistent R5 parcel on these lands. However, both MCA, its legal counsel and the As We Heard**

It Report have identified the need for Parks and Open Space, Subzone A for the western portion of this property as well.

**MCA comment:** Note the previous concept plans and the assessments (TIA, technical services, geotechnical etc.) were all based on an R1 rezoning. The Minor Institutional allows for 30% higher buildings and more demand on City services. MCA expects that the NCC will undertake revisions to all its supporting documentation (traffic impact assessment, technical, geotechnical and environmental analysis) to reflect this new zoning and MCA will be available to review these new/revised submissions.

The addendum to the Planning Rational states:

“The revised Zoning By-law Amendment seeks to:

- Propose two distinct zones on the subject lands. The Minor Institutional zone would be strictly applicable to the proposed diplomatic missions and office uses, while the Parks and Open Space zone would be strictly applicable to the proposed park space along the eastern portion of the lands.

**MCA Comment:** Again MCA, its legal counsel and the as We Heard It Report have identified the need for Parks and Open Space, Subzone A for the western portion of this property as well the eastern portion of the lands and the eastern park that is consistent with the park in the CDP.

- Create a new exception exclusively permitting diplomatic missions and office uses. The exception would also address any setbacks and other zoning provisions which may be different from the parent zone.

**MCA comment:** Serious concerns with the original and amended Rationale statement of: diplomatic missions “and” offices. This statement should consistently state throughout the amended application: “Diplomatic Missions “with” associated offices. The use of “and” appears that the NCC could also sell this property to a developer to build offices not related to diplomatic use. This could be an awkward loophole that the City must address now. If the City grants an amendment to allow for diplomatic use, MCA recommends that the amendment should specify “diplomatic missions *with* associated offices only”.

The amended Planning Rationale includes following zoning provisions:

- Minimum Lot Area: 400m<sup>2</sup>
- Minimum Lot Width: 15m
- Minimum Front Yard Setback: 3m
- Minimum Rear Yard Setback along Sir John A. MacDonald Parkway: 15m
- Minimum Interior Side Yard Setback: 6m
- Minimum Corner Side Yard Setback: 4.5m

**MCA comment: Without a Security Analysis, MCA cannot determine if these setbacks will address the security concerns of a Diplomatic Mission. As such MCA cannot comment on these zoning provisions nor will it accept any variances of these setbacks. MCA does recommend that if the City grants the 15 meter setback along the SJAM Parkway that it also be protected with an easement for the City's underground utilities and public accessible pathway network for pedestrian and cyclists.**

"The proposed Minor Institutional zone will ensure that the zoning for the subject lands complies to the requested 'General Urban Area' designation within the Official Plan as well as the requested 'Institutional' designation within the Scott Street Secondary Plan. Further, as per the above-noted purpose of the Minor Institutional zone, any institutional uses within the zone are required to demonstrate a scale and intensity that is compatible with neighbourhood character. The amendment is therefore appropriate as it will ensure a more compact urban form, scale and intensity that is compatible with the Mechanicsville neighbourhood character. It is important to note that Subzone A is the most restrictive subzone within the Minor Institutional zone. Although the subzone stipulates the requirement for a minimum interior side yard setback of 7.5m, the proposal requests a 6m interior side yard setback. The requested 1.5 meter side yard reduction further ensures that a compact urban form can be achieved, and that the proposal is compatible with the surrounding neighbourhood."

**MCA comment: Again without a Security Analysis to determine if the compact urban form and the setbacks will conform with the security needs of a Diplomatic Mission, MCA cannot comment on these zoning provisions nor support any variances of these setbacks. A Security Analysis could reveal that Diplomatic Missions require further distancing between each building which then makes the**

**amended Concept Plan and proposed setbacks an inefficient and costly planning exercise for the NCC and its entire property.**

“Lastly, should the municipality approve the Official Plan and Zoning By-law Amendment applications, each parcel will be subject to a future Site Plan Control Application. Further, each new development and parcel will be subject to a rigorous federal approval process. This will include a Federal Impact Assessment evaluating any environmental assets on the lands and addressing any concerns related to the presence/absence of species at risk and their habitat on the subject lands. There will be future opportunities for additional public consultation and engagement for each Site Plan Application.”

**MCA comment: This statement does not provide any reassurance to the MCA or the community of Mechanicsville. If these land parcels are sold to foreign countries, those lands will become sovereign nations and no City, provincial or federal legislation will apply. This situation also makes the statement in the amended Rationale that there will be no tree removal completely null and void. A Security Analysis may also require tree removal for safety and security purposes.**

The MCA is also strongly objects to the fact that the amended Rationale removes the previous two pathways from Hinchey and Carruthers to the SJAM. There is also no greenspace on the west end and there is no pedestrian pathway from Forward Avenue to access the site. This further limits the view of Lazy Bay on the Ottawa River and access to Lazy Bay Commons, a beloved greenspace to Mechanicsville residents. The pedestrian pathways should be retained with a viewing platform for residents and visitors to enjoy the view of Lazy Bay. MCA fails to understand why foreign countries should have the exclusive privilege of this unique and beloved view of Lazy Bay? The pathways over underground utility easements should be reinstated with the installation of viewing platforms. The statement does mention retention of “view corridors”, it is unclear exactly where these are and who will have access to them?

MCA is concerned that in the ‘Minor Institutional, Subzone A, Exception X’ the height restrictions would be 15 meters for each Diplomatic Mission. This is 30% higher than the original request for the R1 height limit which were identified in the previous concept plans and all the assessments, including the Transportation Impact Assessment, the Technical Services Assessment, and the Geotechnical Assessment, etc. This 30% increase in the height of each of the 5 Diplomatic Missions, combined with the request for reduced setbacks will lead to larger buildings with more people and more demand on

City services. If the supporting technical assessments are not revised to reflect the amended application, then the building heights and footprints should be limited to those applicable to R1 structures.

In summary, MCA is opposing this amended application as submitted due to its:

- failure to respond to the many issues raised by the MCA, its legal counsel, its Stakeholders and residents including but not limited to its need for significant additional greenspace. The Official Plan and the Greenspace Master Plan identifies the required greenspace needed for a community such as Mechanicsville that is undergoing rapid, dense intensification that could double or triple the resident population. MCA is committed to ensuring the necessary greenspace is available to its future residents;
- failure to respect the Scott Street Secondary Plan and the Community Development Plan with regard to the preservation of parkland and pedestrian and cycling access to the Ottawa River;
- the attempt to convert City of Ottawa easements over underground services into “private parks” for the exclusive use of foreign diplomats;
- inconsistencies in both the original and amended applications which require correction and further studies/assessments, and • once these corrections are made the must City to repost the signage and notify the community to review and comment.

Should you have questions regarding this letter, please do not hesitate to contact: MechanicsvilleCA@gmail.com or telephone (613) 240-4649.

Sincerely,

Lorrie Marlow

President Mechanicsville Community Association

Cc: Minister Anita Anand Anita.Anand@parl.gc.ca

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July 9, 2021

Allison Hamlin,

Planner, PIED City of Ottawa

Allison.Hamlin@ottawa.ca

Re: Proposed Embassies at 1 & 19 Sir John A MacDonald Parkway

Applications D01-01-19-001 and D02-02-19-0072

Ms. Hamlin

The Hintonburg Community Association fully supports and echoes the Mechanicsville Community Association's (MCA) response to the OP & ZBL amendments requested by the NCC at 1 & 19 Sir John A MacDonald Parkway.

We do not believe this rezoning conforms to the Scott St. CDP and Secondary Plan, the OP nor the PPS.

We do not believe the recent changes address any of the concerns submitted by the communities. We reject the NCC position that adequate community consultation has taken place over the last 7 or more years.

This proposal eliminates badly needed greenspace from a community that has less than the City's aspiration and the ratio of hectares per 1000 people is significantly decreasing as rapid intensification progresses throughout this entire area.

The revised plan cuts off access to the Ottawa River except at the extreme eastern and western edges of our communities – the Scott St. Secondary Plan calls for direct linkages through this land to the river. Five gated embassies do nothing to enhance the community in any way, it fences the community out of public land. Nor have the significant security concerns and parking concerns been addressed.

The enlargement of the eastern park is a direct result of the MCA pointing out the major infrastructure underneath this area that cannot be built upon. This was not a goodwill gesture by the NCC.

The loss of over 200 trees will increase the heat island effect of a community with few existing trees and a rapidly diminishing trees canopy from intense infill. This will further add to the inequity in the tree canopy aspirational target.

We urge you to recommend against accepting this application.

Sincerely,

Linda Brown

President

Cc: Mechanicsville Community Association, [mechanicsvilleca@gmail.com](mailto:mechanicsvilleca@gmail.com)

Councillor Jeff Leiper, [Jeff.Leiper@ottawa.ca](mailto:Jeff.Leiper@ottawa.ca)

Staff response to MCA and HCA comments:

The “accurate modelling” for the embassies requested by the community is not available from the NCC as site layout and building design will depend on the development needs of future foreign nations. The concept plan shows the development parameters permitted by the proposed zoning. Site layout and building design for embassies will be

reviewed as part of the federal approval process using the design guidelines provided in Document 7 and by the City's development application review process.

Public pathways between lots are no longer proposed, but a larger federal park is.

Section 4.8.8 (Personal Security) states that the City uses the principles of Crime Prevention Through Environmental Design (CPTED) in its review of development applications to enhance personal security in the design of spaces that are accessible to the public. Where the lands are subject to future municipal planning processes, such as a Site Plan application, the City will require that the design follows these principles. The Security Analysis that the MCA appears to be seeking does not form part of the municipal development review process.

Staff are of the opinion that the land uses proposed in Document 3, Diplomatic Mission; Office, limited to embassy uses; Park; Environmental Preserve and Education Area; and Place of Assembly, accessory to a permitted use, are appropriate and that no loopholes are created.

Staff do not share the opinion of the MCA that if these land parcels are sold to foreign countries, no City, provincial or federal legislation will apply. Diplomats are required to respect the laws of the host state, including municipal by-laws.

Buildings are limited to three storeys by the proposed Secondary Plan policy. The proposed I1A [XXXX] zone permits a maximum height of 15 metres and the proposed O1A zone permits a maximum height of 11 metres. Future development applications will require updated studies to reflect more specific details of construction.

Staff support the redevelopment of this vacant lot and have recommended that open space uses be permitted to continue until that occurs. The subject lands are federally owned and are required for a capital function. The City acquires municipal parkland through parkland dedication using the development review process and through purchase at market value. Under the current Parkland Dedication By-law, federal lands and government uses such as embassies are exempt from parkland dedication.

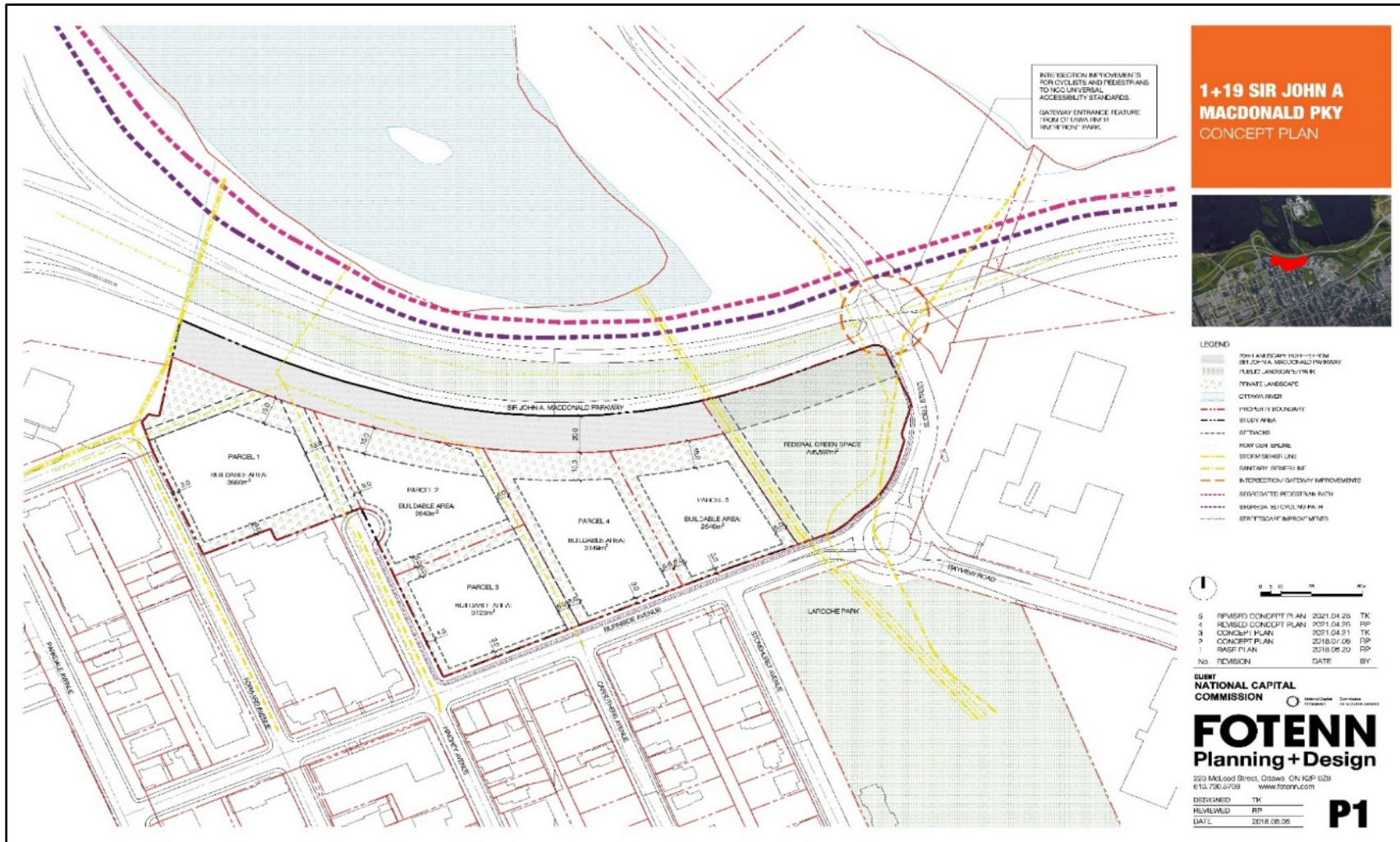
Mechanicsville residents may access Laroche Park, where significant improvements are currently underway, Lemieux Island, as well as the federal greenspace along the Ottawa River. The proposed zoning by-law amendment removes numerous more impactful uses and creates a dedicated 0.6 ha federal park. Improved pedestrian and

cycling facilities around the site and to the Ottawa River will be required with redevelopment.

No tree removal is required for this policy change, but additional tree protection direction has been added in the proposed Secondary Plan amendment as follows: "Existing landscape features such as mature trees should be retained, except where removal is unavoidable for site remediation or construction, or where they are unhealthy or hazardous". Tree conservation will be reviewed with future development applications.

Public notice and public consultation have followed provincial and City requirements and more detailed information on site layout and building design will be available in future development applications, prior to any construction.

Document 6 – Concept Plan



**1+19 SIR JOHN A  
 MACDONALD PKY  
 CONCEPT PLAN**



- LEGEND**
- 10M LANDSCAPE ENHANCEMENT PARK
  - SIR JOHN A. MACDONALD PARKWAY
  - PUBLIC LANDSCAPE / PARK
  - PRIVATE LANDSCAPE
  - CITYWAY / RIVER
  - PROPERTY BOUNDARY
  - STREET AREA
  - SETBACK
  - HIGH USE ZONE
  - SIDEWALK / BIKE LANE
  - SANITARY SEWER LINE
  - INTERSECTION / GATEWAY IMPROVEMENTS
  - SEGREGATED PEDESTRIAN PATH
  - BIKEWAY / BIKEWAY IMPROVEMENTS

5	REVISED CONCEPT PLAN	2021.04.25	TK
4	REVISÉ CONCEPT PLAN	2021.04.25	RP
3	CONCEPT PLAN	2021.04.21	TK
2	CONCEPT PLAN	2018.07.09	RP
1	BASE PLAN	2018.05.20	RP
No.	REVISION	DATE	BY

CLIENT  
**NATIONAL CAPITAL COMMISSION**

**FOTENN**  
 Planning + Design

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DESIGNED: TK  
 DRAWN: RP  
 DATE: 2018.08.06

**P1**