

7.0 IMPLEMENTATION

1.0 The Study	2.0 Centretown Today: Analysis	3.0 Centretown Tomorrow: The Vision	4.0 Moving Around Centretown: Mobility	5.0 Greening Centretown: Parks & Open Space	6.0 Building Centretown: Built Form	7.0 Delivering Change: Implementation
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7.1 Delivering Change: Regulatory Updates

The Vision presented in this Community Design Plan anticipates incremental, long term change and potentially some significant, but focused, intensification across portions of the community. Although many areas will witness limited change – such as much of the existing low-rise Residential Area and portions of the commercial areas – some selected locations are appropriate for more significant revitalization, which can be realized through redevelopment and intensification.

To allow the growth that will help deliver community benefits to Centretown and bring forward the vision, some of the City’s policies need to be replaced to facilitate more significant change to occur in appropriate locations. Implementation will require an Official Plan amendments for a new Centretown Secondary Plan to replace the existing one in Volume 2A of the City of Ottawa Official Plan as well as an update of zoning by-law controls. Below is a summary of how the vision for the future of Centretown can be realized though its integration in the City’s regulatory framework.

7.1.1 City of Ottawa’s Official Plan

Although some areas of Centretown will experience limited changes, most notably the lower rise, well-established neighbourhoods west of Kent Street and east of Elgin Street as well as the heritage residential (Group 1 and 2) clusters, other locations are suitable for more significant revitalization. In order to implement the vision for Centretown, it is recommended that a new Centretown Secondary Plan be undertaken. It is recommended that the following recommendations be incorporated in the new Secondary Plan,;

- Recognize the diversity across Centretown by incorporating a section that articulates goals and objectives by the four primary character areas of Centretown (Northern, Central, South, and Residential). Use Chapter 3 of this report to inform goals and future aspirations for each area.
- Recognize the role of Centretown in accommodating intensification and fulfilling municipal and provincial objectives for growth. Higher density infill should be directed to the Northern and Southern Character Areas along intensification corridors, such as Cooper, Lisgar, Nepean, Gloucester, Metcalfe, O’Connor, Catherine and portions of MacLaren west of Elgin Street.
- Allow greater flexibility as to where employment uses can locate within Centretown. Small-scale office uses should be permitted within areas designated as Residential Mixed Use and Apartment Neighbourhood (refer to updated Schedule H, overleaf), as set out in Section 7.1.2.
- Integrate the Design Guidelines presented in this report. This could be done on an area-basis or a typology basis. At minimum, the Design

Guidelines should be directly referenced in the Centretown Secondary Plan.

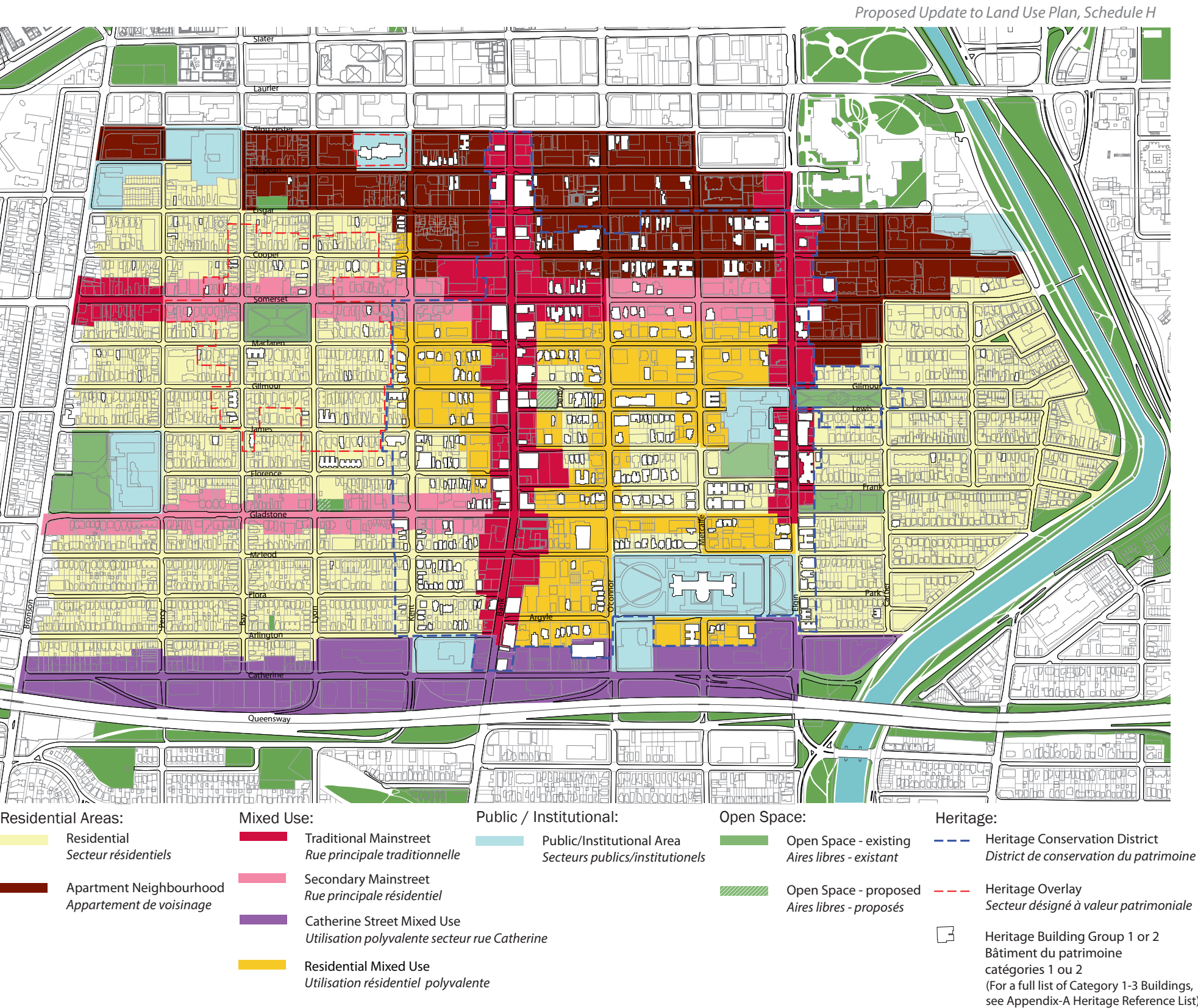
- Place greater emphasis on the need for traffic calming of all arterial roads.
- Identify specific locations for future cycle facilities, as per the City’s Cycling Plan and recommendations in this CDP.
- Recognizes the deficiency of usable open space in Centretown and identify those areas of Centretown where new park spaces are most desired (by zone or by land use area).
- In the absence of an opportunity to introduce a major new greenspace within the community, indicate that a review should be undertaken of existing greenspaces in Centretown to inform a strategy for their intensification and optimization of use.
- Introduce a statement in the Secondary Plan that upon zoning being exceeded, Section 37 community benefits and Tall Landmark Building benefits come into play.
- Specific reference should be made to upgrading existing open spaces, with a priority on Jack Purcell Park, Dundonald Park and McNabb Park, followed by St. Luke’s and Minto Park.
- In addition to the identification of a requirement for a third Community Centre, the Secondary Plan should also reference a requirement for additional community meeting spaces, youth centres,

- seniors’ centres, and improved outdoor recreation spaces (ice rinks, basketball courts, etc.).
- Include the following initiatives:
 - Park repair and upgrade program, with Museum of Nature East Lawn and Jack Purcell Park as priorities;
 - Reclaim public ROW when encroached by parking;
 - Pursue Metcalfe two-way conversion;
 - Introduce a Safe Crossings Project, including signalized pedestrian crossing at key intersections along all arterial routes; and
 - Provision of on-street cycle routes and facilities.

Note: Bronson Avenue has been excluded from the land use designations because it requires a separate CDP study to address the entire length of its Official Plan Traditional Mainstreet designation. The Centretown CDP study area is limited to just the eastern half of the street frontage between Gloucester Street and the Queensway and, at best, could only provide partial analysis of the OP designation.

In addition to the above, it is recommended that the new Land Use Plan and definitions reflect more accurately reflect current and future land uses. The proposed Land Use Plan is presented to the right and reflects the following:

- Modify the Low Profile Residential Areas, as currently presented on Schedule H and their related policies.
- To better represent existing conditions and direct future growth, expand the boundary of what is currently identified as High Profile Residential Area. Redesignate this area as 'Apartment Neighbourhood,' retaining many of the applicable existing 'High Profile Residential Area' policies under the new designation.
- Delete the existing designation of 'Residential Area Heritage' and 'Commercial Area Heritage' and 'Public/Institutional Heritage,' as they are *built form condition* and not a land use. As such, they should be controlled through zoning and the existing Heritage Conservation District.
- Remove 'Parking' as a land use designation.
- Introduce 'Catherine Street Mixed Use' designation to reflect existing conditions and anticipated conditions along this corridor, recognizing the diversity of its character and function.
- Absorb portions of the existing, fragmented Medium Profile Residential Areas and Heritage Commercial Areas into the new designation called Residential Mixed Use.
- Permit small scale office and minor commercial uses (including retail) in Residential Mixed Use Areas. Limit the range of uses and floor area in the Zoning By-law.
- Identify both Bank Street and Elgin Street, as well as portions of Somerset Street as Traditional Mainstreets. This would replace the current split land use designations on Bank Street (of 'Commercial Area District' and 'Commercial Area Residential Office') with a single designation extending its entire length.
- Include portions of Gladstone Avenue and Somerset Street as a Secondary Mainstreet designation to recognize them as mixed-use streets able to accommodate some commercial uses, but not limiting the range of uses permitted at grade (including residential).
- Update definitions of the proposed land use designations, as defined in Section 6.1.

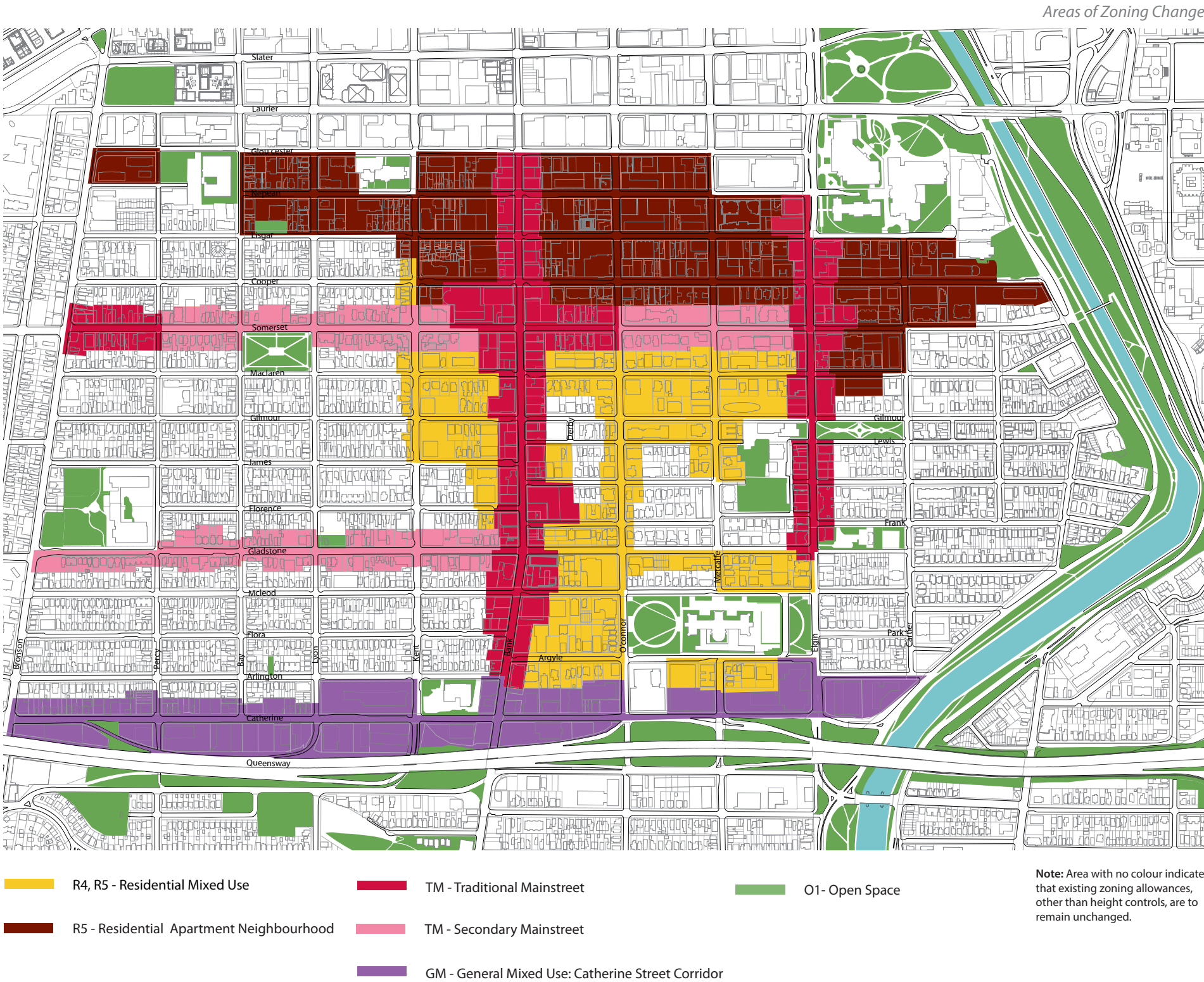


7.1.2 City of Ottawa Zoning By-law

Some of Centretown’s existing zoning controls are not in keeping with Secondary Plan land use designations. For those locations where future change is expected to occur (and be directed towards), zoning should be updated and brought in line with the City’s policy directions. However, maximum building heights will be subject to the general approach for a zoning update set out below. It is recommended that those areas not anticipating significant changes and those areas not identified as appropriate for significant intensification retain their existing zoning controls.

The general approach for a zoning update is as follows:

- As a priority, remove floor space index requirements (FSI suffixes) and replace with height and setback requirements to provide more certainty regarding the location and massing of buildings.
- No parcel should be downzoned from its current height and density permissions. Any parcel supporting a greater as-of-right height permission than that shown on the ‘Proposed Zoning Approach’ plan, should be retained.
- Existing zoning permissions relating to height should be retained. If additional height is sought, a rezoning is required, triggering a Section 37 process (once established), refer to Section 7.2.1. Such rezoning applications will be considered to the maximum heights as set out in this CDP. If additional height is sought above the maximum heights set out in this CDP, the rezoning will in addition trigger a Tall Landmark Building process (refer to section 7.2.2).
- Maximum height allowances are subject to transition to adjacent zones (refer to Section 6.2.1). Maximum height permissions are subject to proposals being compatible with adjacent buildings, meeting design guidelines and making a positive contribution to the urban landscape.
- Continue to regulate the low rise neighbourhood areas west of Kent and east of Elgin Streets (identified as predominantly Residential Fourth Density zones) as per the existing Zoning By-law. Restrict the predominant uses in these areas to residential and limit height to a maximum of four storeys (11m to 14.5m in height).
- Recognize that the central portion of Centretown is already a mixed-use area and that this role should continue. Although many of the R4 controls would be retained, some land use restrictions could be relaxed to allow limited institutional, commercial uses, including retail and office uses (in those areas identified as Residential Mixed Use).



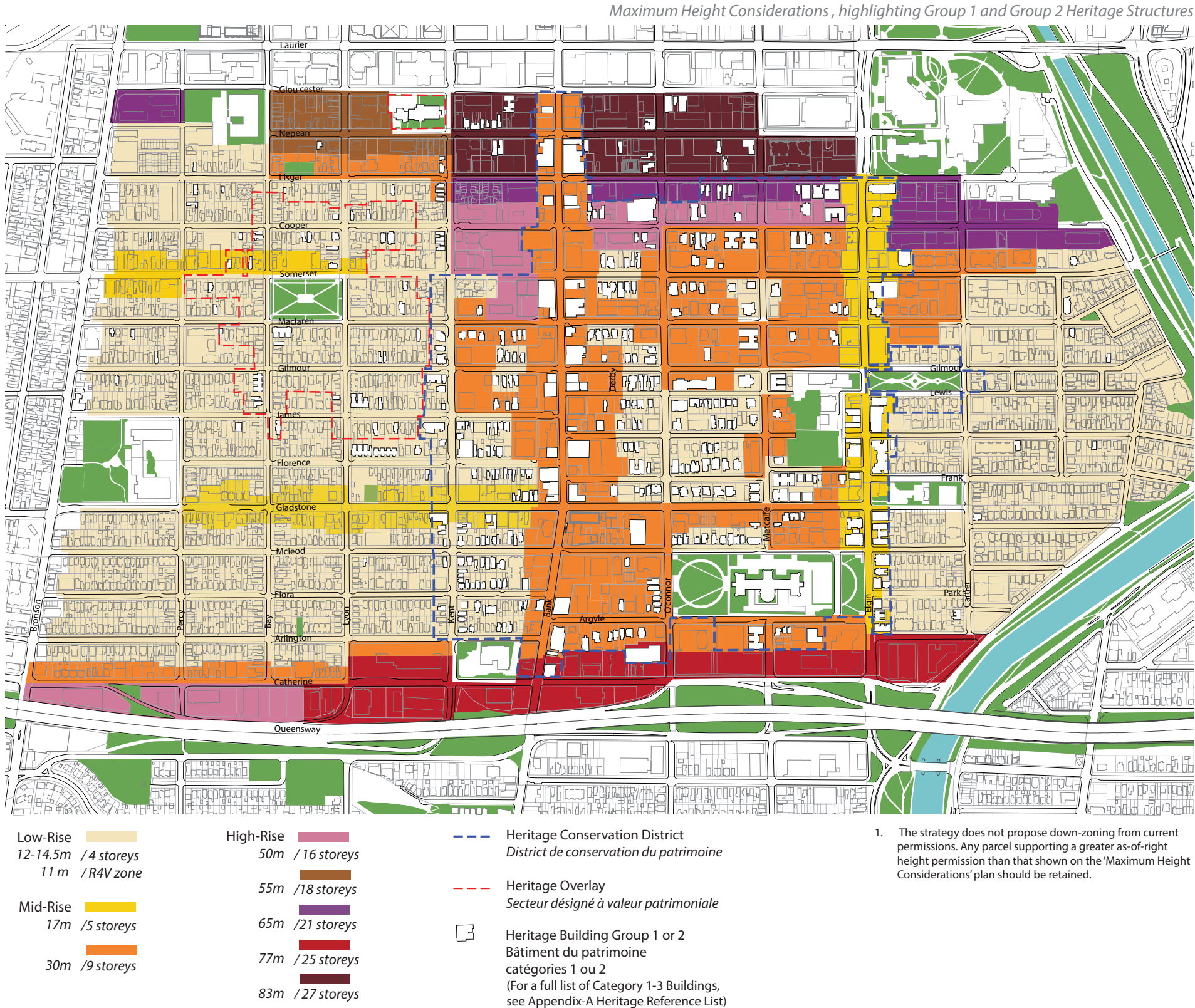
- Reinforce Bank Street, Elgin Street and portions of Somerset Street as important local and regional destinations. This requires introducing more rigorous controls for active uses on the ground floor (retail, commercial, community or institutional) as well as supporting design requirements. It is recommended that the height controls on Bank and Somerset Streets be brought in line with Mid-Rise definitions (up to nine storeys), while Elgin Street could retain its current height limit, as per a 2005 zoning study.
- Bank Street is appropriate as a mid-rise area subject to the retention of the existing scale, streetscape and heritage character of this Traditional Mainstreet (refer to section 6.4) by setting back taller building elements from the existing street wall.
- Reinforce Metcalfe Street from Nepean to the Museum of Nature as an important civic street. This requires introducing specific design guidelines including more generous setbacks and stepbacks (refer to section 6.4).
- Based on the quantifiable guidelines contained within this study, introduce stronger design controls specific to the various intensification zones (refer to Section 6.4).
- Prepare an area specific zoning bylaw amendment for the area illustrated to the right. Amendments are required to the existing TM, R4, R5 and GM3 classifications to reflect the recommendations presented below.

The location of each proposed zone is shown on the plan on page 110 and described below:

R5 - Residential Apartment Neighbourhood

Within this area, many of the controls included in the R5 zone remain appropriate, however, it is recommended that the following provisions be added to the existing R5 exceptions:

- Remove floor space index requirements. Replace with a height limit reflective of their zone.
- Continue to require residential as a the dominant use in a building (minimum of 50 per cent of gross floor area), but relax exclusion of institutional and commercial uses to allow for a more mixed-use residential district. This includes permitting institutional, office and minor retail uses. Commercial uses should be limited to first two floors and never more than 50% of a buildings gross floor area.
- Allow community uses, as listed in GM classifications.



- Appropriate maximum heights would be considered through a rezoning, up to 83 metres, as set out in Section 6.2, with appropriate building separation and transition to adjacent zones.
- To ensure appropriate transition and integration with adjacent residential areas, design guidelines that can be quantified in Section 6.4.4 should be incorporated into zoning provisions.

R4, R5 - Residential Mixed Use

The proposed designation of Residential Mixed Use not only presents a more accurate representation of the area’s current and planned condition, but also reflects the recommended Official Plan changes from above.

Residential Mixed Use would be based on the R5, R4 and GM classifications that currently exist. Within this area, many of the controls included in the R4 and R5 remain appropriate; however, the following amendments are recommended:

- Add to the existing R4 exceptions to permit mid-rise apartment buildings. Height will be controlled by the zone provisions. This may require a new definition for *Apartment Dwelling Mid Rise* be introduced as an R4 permission.
- Within the R4 Residential Mixed Use area, continue to require residential as the dominant use in a building, but permit commercial uses (including limited retail uses). Building floorplate and massing controls should be established to ensure compatible fit with Residential Mixed Use Areas.
- Continue to require residential as a the dominant use in a building (minimum of 50 per cent of gross floor area), but relax exclusion of uses to allow for a more mixed-use residential district. This includes:
 - allowing office and minor retail uses. Commercial uses should be limited to first 2 floors and not more than 50% of a buildings GFA.
 - allowing community uses, as specified under existing GM.
- Consider restricting on-site parking for commercial uses. Introduce a maximum restricted parking standard for small scale office uses/ professional services. No front yard parking permitted.
- A spectrum of appropriate maximum height would be considered between 19 and 30 metres (up to 9 storeys), as set out in Section

- 6.2. Different sub-areas would support different height permissions that take into consideration the existing and proposed character and function. Appropriate building separation and transition to adjacent zones is required.
- To ensure transition and integration with adjacent uses, include quantifiable standards as presented in the Mid-Rise Built Form Guidelines from Section 6.4.2 and Section 6.4.3.

GM - General Mixed Use: Catherine Street Corridor

This classification is based on the GM3 classifications currently present. Within this area, many of the provisions included in the General Mixed Use Zone would remain appropriate; however, the following amendments are recommended:

- Expand GM area to reflect boundaries of Catherine Street Corridor, as presented in Section 6.2.
- Existing school sites currently zoned as I1A should remain.
- Remove floor space index requirements. Replace with land use classification and height limit that is reflective of their presence in a high-rise zone as set out in Section 6.2.
- Appropriate maximum heights would be considered between 50 and 77 metres (16 to 25 storeys), as set out in Section 6.2, with appropriate building separation and transition to adjacent zones. Tallest building permissions should be between Kent and Cartier.
- Permit a wide range of uses to promote activity on the street.
- To ensure transition and integration with adjacent residential areas, quantifiable design guidelines presented in Section 6.4.4 should be incorporated into zoning provisions.
- Public surface parking lots are not permitted.

TM - Traditional Mainstreet

This classification is based on the existing TM classification, which could remain generally intact, but be modified slightly to respond to local conditions. The classification would continue to be applied to Bank Street, Elgin Street and portions of Somerset Street. To strengthen the role of these important Mainstreets as commercial destinations, the following are recommended:

- Require active commercial uses at grade. Retail uses are preferable.
- Residential uses should not be allowed at grade.
- Include portions of Somerset as a Traditional Mainstreet (east of Percy and between Bank and O’Connor Streets).
- To support retail uses and allow for flexible design, the height of the first floor should be 4.5 metres. This applies to new developments only.
- As set out in Section 6.2, relax height restrictions on Bank Street to bring them in line with the City’s Official Plan (Schedule H) of mid-rise building permissions (up to nine storeys).
- Allow 17m height permissions on Elgin Street to accommodate 5 storeys.
- Any mid-rise areas abutting a low-rise area are subject to the guidelines presented in Section 6.4.3.
- Quantified design guidelines presented in Section 6.4.2 and 6.4.3 should be incorporated into zoning provisions.

TM - Secondary Mainstreet

In support of the evolving nature and future opportunity of Gladstone Avenue and the less developed portions of Somerset Street, a new TM subzone should be introduced (‘Secondary Mainstreet’).

- Encourage active uses at grade along Secondary Mainstreets, but do not require retail uses. Commercial, institutional and residential should also be allowed at grade.
- Maintain existing height limits within the low-rise neighbourhood areas
- Along those areas that support more generous height permissions require a ground floor height of 4.5 metres on new build/infill developments.
- Along those portions of Somerset Street that support a 30m /9 storey height control, new buildings must reflect design guidelines presented in Section 6.4.3.
- Any mid-rise areas abutting a low-rise area or heritage area are subject to the quantifiable guidelines presented in Section 6.4.3 and Section 6.5.1.

7.2 Delivering Community Benefit

Over the past decade Centretown has attracted significant residential development interest and it is expected that this interest will continue well into the future. As a growing urban neighbourhood, Centretown is well positioned to capitalize on this enduring development interest through the utilization of a planning tool called 'Section 37'.

Under Section 37 of the Planning Act, the City is allowed to authorize increases in permitted height and/or density beyond existing permissions in return for 'community benefits', provided that there are related Official Plan policies in place. Typically community benefits are cash contributions, but they may also be in the form of physical facilities or infrastructure improvements. Section 37 is a valuable tool for developing partnerships with the private sector to deliver a wide range of city-building projects to the local community

Ottawa's Official Plan already contains the requisite policy to allow for increases in height and density in return for the provision of such benefits as public cultural facilities; building design and public art; heritage conservation; rental housing replacement; green technologies; etc. Although this list is significant, there are additions that should be considered, including:

- parkland acquisition
- improvements to affordable housing
- heritage adaptive re-use
- physical and programmatic improvements to parks and open spaces
- funding for arts, community, cultural or institutional facilities
- streetscape improvements (public realm)
- transportation related items (transit facilities, cycling facilities, etc.)
- pedestrian connections
- land for municipal purposes, including public recreation facilities
- child care facilities
- funding for the urban forest

Critically, the existing enabling policy in the Official Plan provides for the use of Section 37 for any local improvements identified in Community Design Plans. This means that any initiative presented in this plan is eligible to

receive funding collected through Section 37 negotiations. Consequently, many of the priority items for the Centretown Community Design Plan could all 'exchanged' for increases in height and density, including initiatives such as:

- park repair of Jack Purcell Park, Dundonald Park or McNabb Park
- open space acquisition for smaller park spaces across Centretown
- the redesign of Metcalfe Street and its public realm
- streetscape improvements along Elgin Street (furniture, planting, paving, signage, lighting)
- traffic calming on all arterials
- intersection treatments to increase pedestrian safety
- the enhancement of cultural and community facilities
- new cycling infrastructure

It is worthwhile noting that although this mechanism is intended to apply for rezonings, the same principle could apply to Committee of Adjustment applications. As the zoning variances would likely be smaller than in a rezoning, the level of contribution could be correspondingly smaller.

7.2.1 Implementing Section 37

Ottawa's Official Plan already contains the requisite policy to allow for increases in height and density in return for the provision of community benefits. In 2012, the City completed a protocol for negotiating Section 37 Community Benefits. The protocol deals with the process by which community benefits are negotiated by City Planning staff, with the involvement of the Ward Councillor and with community consultation. This includes the thresholds for when Section 37 can be negotiated (how large a development needs to be) as well as the specific type of projects funding can be used for.

It is recommended that community benefits resulting from Section 37 be negotiated for those developments that exceed the existing zoning of a site. To realize the greatest potential benefits through Section 37, current as-of-rights height permissions should be retained. The City should establish a maximum height regime (as presented above in Section 7.1) that can only be achieved through site specific rezoning.

It is important to appreciate that not all sites are suitable for tall or mid-rise buildings. Any development proposal accessing additional height beyond the as-of-right will be required to be good planning, provide public benefit and meet the design regulations for mid- or high-rise buildings. A detailed study of the site's properties and the development proposals fit with adjacent context should be undertaken to ensure appropriateness. In some cases, some sites may be found to be unsuitable. As a planning control, these tests should be undertaken as part of the City's rezoning process. New developments must respond to the policy directions provided in this CDP.

To guide decision making around appropriate contribution levels, a schedule relating a unit of increased density to defined quantities of specified community benefits is being created by the City. As with the requirements governing the use of Section 37, a reasonable planning relationship must exist between the tall building and the benefits provided. Over time, land values and construction costs can diverge over what they were when the schedule was originally established, so the schedule may need a mechanism for updating cost assumptions.

7.2.2 Tall Landmark Building

In addition to negotiated increases in permitted height and/or density beyond existing permissions through Section 37 in return for community benefits, the City may also permit buildings, in very specific locations and under special conditions, to exceed the maximum height limits set out in this CDP by triggering a Tall Landmark Building process as presented in Section 6.2 of this plan.

A Tall Landmark Building will be subject to the provisions of Section 37 of the Planning Act in accordance with the Council- approved Section 37 Guidelines for determining value uplift.

The intent is to ensure any proposed taller buildings are true civic or national landmarks that make both significant and exceptional contributions to the public realm and overall identity of Centretown. They may depart from the built form parameters established for Centretown, but in this regard they will not set precedents for other development, and to be different they must be special.

Conversion Policy: Policy 4.5.1 of the Official Plan prevents the conversion of rental housing to condominiums or to freehold ownership (for buildings containing five or more rental units, depending upon the city-wide vacancy rate). However, this policy excludes heritage buildings from this control. In Centretown heritage buildings represent a significant source of housing. Consequently, to protect all forms of rental housing, it is recommended that the City include heritage buildings designated under Part IV of the Ontario Heritage Act and Group 1 and Group 2 buildings designated under Part V of the Act, as part of the rental conversion policy.

Additional Considerations:

There are a number of other opportunities that the City should consider to promote the preservation and growth of its rental and affordable housing stock. These include:

- Consider deferring or exempting development charges and cash-in-lieu of parkland for all types of rental buildings. At present, only non-profit and charitable housing providers are exempt from planning fees and development charges. How to ensure that such buildings remain as rental requires further consideration.
- Enter into discussions with CMHC to take control of Homeowner Residential Rehabilitation Assistance Program (RRAP) funding, which could then in turn be used to support the restoration and/or renovation of residential/rental heritage buildings.
- Waive administrative costs such as application fees for the development of all types of rental buildings.
- Study the potential to create a dedicated ‘Centretown Affordable Housing Fund’ funded through Section 37 contributions in addition to a representative portion of the Development Charge Reserve Fund.
- Ensure that Section 37 funds can be allocated to the acquisition of private market units, land acquisition for affordable housing development and maintenance of existing rental / affordable housing.
- Work with private developers to introduce Home Ownership programs.
- More rigorous enforcement of property standards.

- Explore the opportunities for tax relief for rental housing as per the provisions of the Municipal Act Capital Facilities By-law, and equalization of rental housing tax rates with condominium rates.

Providing Family Housing Opportunities

To help ensure that Centretown remains a destination for all types of residents, including families, a diversity of housing types is required. Today in Centretown the primary form of new housing being developed is condominiums. As most new condominium developments comprise of relatively small units consisting primarily of one and two bedrooms, there is a concern that units suited for larger families are no longer being developed and housing choice is becoming increasingly limited. A greater variety in unit type and more flexibility in design are needed to ensure a range of housing opportunities is provided for Centretown’s current and future households.

To help meet this challenge, it is suggested that the following be considered as a possible Section 37 benefit:

- > new developments containing more than 100 units offer up to 10 percent of units as three or more bedrooms (appropriate for families). The design of units should allow for changeable floor plans through knock-out panels or movable walls to allow units to be adapted for different household sizes over time; and
- > require amenities specifically suited to children, such as indoor and outdoor play areas and equipment.

Affordable Housing

The City currently has strong policies around the provision of affordable housing. Affordable housing is defined by the City as housing, either ownership or rental, for which a low or moderate income household pays no more than 30 per cent of its gross annual income. Policy 2.5.2 sets a target of 25 per cent of the total new units in all development projects as affordable housing, of which 15 per cent will be targeted to households up to the 30th income percentile and the remainder of the 25 per cent targeted to households up to the 40th income percentile.

Policies in the Official Plan promote the achievement of these targets through incentives and other initiatives, such as the use of municipal property, development of air rights at transit stations, and financial incentives such as grants, property tax relief, and exemption from development charges and fees. The City should also use the inclusionary housing provisions of the Planning Act when the provincial regulations come into effect.

7.3 Delivering Projects: Phasing & Priority Initiatives

Realizing the vision that has been presented in this document will require a long-term commitment, entailing both private and public interventions. Early initiatives should include a number of enabling projects, such as the Official Plan and Zoning By-law amendments, partnership building and formalization of the guidelines for the use of Section 37 and the Tall Landmark Building process. Early phases of improvements should focus on the priority pedestrian streets and the priority open space improvements, as presented in Chapter 4 and Chapter 5.

The following presents a summary of those interventions which should be undertaken as a priority:

Enabling Projects:

- Policy Framework Updates:
- > Update of Policy Framework for Centretown (zoning and Official Plan). Prepare an Official Plan Amendment to update the Centretown Secondary Plan policies to reflect the vision presented. This should include recommendations around rental housing protection, family housing, land use designations and definitions and the future function and character of Centretown districts.
 - > Update Zoning By-law to accommodate new controls around land use permissions and built form qualities.

Section 37:

- > Formalization of guidelines and protocol for the use of Section 37.
- > Augment list of eligible Section 37 benefits and confirm the community's priorities for benefits to be delivered through future contributions.

Tall Landmark Buildings:

- > Formalization of considerations, guidelines, protocol and list of eligible benefits for the use of the Tall Landmark Building process.

Parks & Open Space Expansion:

- > Implement Park Space Acquisition programme /fund specific to Centretown.

Capital Projects:

- > Park repair and upgrade programme: Museum of Nature East and West Lawns and Jack Purcell Park as priorities.
- > Determine a protocol for reclaiming public ROW when encroached on by parking.
- > Undertake streetscape enhancements to Elgin Street as a first priority, followed by Catherine Street.
- > Initiate a 'Safe Crossing Project': Signalized pedestrian crossing should be introduced at intersections along arterial routes, in coordination with the outcome of the Downtown Ottawa Mobility Study. Identify intersections for improvements.
- > Expand cycle network across Centretown with on-street cycle routes and/or facilities along Bank Street, Metcalfe Street, Somerset Street and Gladstone Avenue.
- > Pedestrian comfort improvements should be pursued as a priority on Metcalfe, Elgin, Bay, Somerset Streets.
- > Two way conversion of Metcalfe as pilot study.
- > Metcalfe reinvented as a green boulevard and street grid street around Museum fully restored. Includes related East Lawn upgrade.

Additional Studies:

- > Update of existing Centretown Heritage Conservation District Study, including review of existing classification system.
- > Bronson Avenue Community Design Plan
- > Study the effect of requiring a like-for-like replacement of rental units as part of the Demolition Control By-law. This will require community and industry consultation.

