
4.11 Town Centre Secondary Plan (Former City of Cumberland)

4.11.1 Town Centre Objectives

4.11.1.1 Introduction

The reason for the preparation of this Secondary Plan for the Town Centre is as follows:

"A Secondary Plan may be prepared for any major physical, social or economic issue, for any major development or redevelopment, or for any area within the municipality for which it is deemed necessary to undertake a comprehensive study and to formulate detailed policies and/or plans which they feel have not been adequately detailed in this Plan or are at variance with this Plan".

The basic goal of Council is to encourage the creation of a dynamic, multiple use town centre, with a "main street" focus which will foster a "sense of place" for the residents of the City of Ottawa and OrLéans. The role of the Secondary Plan in this regard is to set out the general concepts and policies required to achieve the desired pattern of development for the Town Centre.

4.11.1.2 Development Concept

The development concept of the Town Centre is based upon the following general policy guidelines:

- a) That the Town Centre be promoted as a prominent place of significant symbolic and physical interest to the City of Ottawa and the Community of OrLéans.
- b) That a significant employment centre be established through private and public sector office and business development. The provision of approximately 4,500 - 5,500 jobs is an objective in the OrLéans Town Centre (former City of Cumberland portion). Accordingly, the mix of uses and density provided in zoning by-laws and site plan agreements, established in accordance with the Town Centre design guidelines, shall satisfy this objective.
- c) That administrative and institutional functions be provided.
- d) That a major commercial shopping environment be created which comprises the full range of retail and personal service uses. This will be in the form of a Regional Shopping Centre and other retail/services uses in the remaining portion of the OrLéans Town Centre (former City of Cumberland portion).
- e) That medium and high density residential development be provided to increase population density within the centre, to minimize travel distances to work, and provide a central location for people to live. The maximum population range in the Town Centre area shall be 1,800-2,400. This is made up of approximately 1,500-2,000 people in the Urban Residential designation and 300-400 elsewhere in the Town Centre.
- f) That a convenient and efficient pedestrian and vehicular system with access to transit facilities from all land uses be provided.
- g) That the visual impact of the Town Centre be increased by providing an open space system to serve the needs of the community and to function as a link between various land uses.
- h) That a policy framework be provided to ensure that all future development exhibits a high standard of urban design.
- i) That a "main street" focus be provided along Centrum Boulevard which will provide a more intense interaction of commercial, office and institutional uses.
- j) That a concentration and variety of businesses, offices and residences be combined to provide a "downtown" environment for OrLéans.

4.11.2 Land Uses

4.11.2.1 Introduction

The main goals of land use planning are to ensure that land uses are properly located and suitably distributed, that an efficient use of land results, that the intensity or density of land use is appropriate to the site and the larger district, and that land uses are subject to appropriate site and building design considerations.

Land use designations are not the same as zoning districts which are much more detailed and regulatory, and the Land Use schedule should be interpreted as a general guide to future land use and not as a Zoning Map which establishes exact boundaries and zones.

4.11.2.2 Land Use Designations

The land use designations of the Town Centre Secondary Plan are shown on Schedule A and are as follows:

- a) Major Commercial
- b) Business District
- c) Urban Residential
- d) Open Space

4.11.2.3 Major Commercial

Those lands designated Major Commercial on Schedule A shall be developed as the main business and activity area providing a high density concentration of retail, service and office commercial activities. Government facilities, hotels, institutions, recreation, cultural, entertainment and social uses shall also be encouraged.

In order to achieve the Town Centre objectives the City will:

- a) Direct commercial development to locate along both sides of Centrum Boulevard to provide for a commercial link between the Regional Shopping Centre and Prestone Drive.
- b) Encourage the area on either side of Centrum Boulevard to provide for a full range of retail commercial, restaurants, entertainment, personal service shops, and office and institutional uses.
- c) Allow major commercial uses such as department stores, supermarkets, offices and hotels to integrate with the Regional Shopping Centre, and this centre to expand westerly to link with the former City of Gloucester side of the Orléans Town Centre.
- d) Encourage office development on the Centrum Boulevard to locate above ground level and be integrated with the retail commercial uses. The commercial and office uses should appear to be in free standing units with their focus on Centrum Boulevard, with the provision of shared parking facilities.
- e) Encourage through architectural design all uses in the Town Centre to be pedestrian oriented and visually and functionally related to the urban streetscape.
- f) The pedestrian and commercial focus initially shall be oriented to Centrum Boulevard with subsequent internal pedestrian and commercial linkages permitted only if they do not take away from the main street concept.

- g) Allow accessory residential housing to be developed in conjunction with the office-commercial uses, particularly senior citizens apartments. However, exclusive residential buildings will not be permitted in the Major Commercial designation. In order to meet employment objectives the major portion of any such building which includes residential uses must be office and/or retail.
- h) Not permit any new automotive sales and service uses or gas stations, or any highway commercial uses which have large parking or outdoor storage requirements, except small garden centres associated with a Department store.
- i) Encourage hotels, restaurants and entertainment facilities to develop in the Major Commercial area.
- j) Encourage major institutional uses such as civic administration, government offices and cultural facilities. For those lands designated "Major Commercial" and located on St. Joseph Boulevard, service and retail uses with second storey office, as well as office buildings will be encouraged.
- k) Encourage the redevelopment and integration of those lands designated Major Commercial and located on the north side of St. Joseph Boulevard, with the overall development of the Regional Shopping Centre with shared parking facilities, joint accesses and internal off-street vehicular circulation.
- l) Encourage land consolidation, joint access and parking on the redevelopment of those lands designated Major Commercial and located on the south side of St. Joseph Boulevard.
- m) Allow a farmers market to be integrated with the retail component of the Town Centre.
- n) Require all buildings along Centrum Boulevard to have a minimum of two storeys and encourage a density of up to four times coverage in order to achieve the employment and concentration objective. Floor area ratios will be the mechanism used in the zoning by-law to control this.

4.11.2.4 Business District

In order to achieve the Town Centre objective of establishing a significant employment centre, a Business District designation is established and located in close proximity to residential, institutional, or commercial uses without resulting in land use conflicts. The types of uses encouraged will be office and "light industrial" activities, which take place entirely indoors, emit no noxious or unpleasant fumes, discharge or noise. In order to achieve the Town Centre objectives, the City will:

- a) Establish a business district designation which permits light industrial uses, professional and business offices, hotels and accessory retail uses and services such as fitness clubs, showrooms, banks, restaurants. Accessory residential may be permitted as part of an office building. The zoning by-law will further refine the range of permitted uses.
- b) Direct the business and light manufacturing uses to locate along the loop road north of Centrum Boulevard.
- c) Encourage day care centres to locate in this area.
- d) Limit industrial uses to those which are wholly enclosed within buildings with no open storage permitted.
- e) Require all buildings to have a minimum of two storeys subject to soil loading capability in order to achieve the employment objectives. Higher densities and provision for future expansions will be encouraged depending on the soil loading capability of this area.

4.11.2.5 Urban Residential

A major objective of the Town Centre Secondary Plan is to provide a residential community to add "life" to the Town Centre, encourage night time activity, and to provide for people who would like to live and work in the same location. The City will therefore:

- a) Encourage planned residential developments reflecting a high standard of design for the site and buildings and encourage innovative housing developments.
- b) Permit in the area designated Urban Residential medium and high density residential development. The density shall range from 50 to 150 units per hectare, allowing for a range of apartments and town housing. The ultimate population of this area should be in the range of 1500-2000 persons.
- c) The maximum height of any residential building shall not protrude above the height of the escarpment except as indicated on Schedule A-1.
- d) Require that a senior citizens building be built in the Town Centre either in the Major Commercial or Urban Residential designations.

4.11.2.6 Open Space

An open space and park system is required for passive and active recreation and the conservation and enjoyment of the existing landscape. It is not, however, expected that with the population of the Town Centre in the range of 1800-2400 people that active park space in the form of baseball diamonds and soccer fields will be required. These sort of active recreational facilities are provided for elsewhere in the urban area. However, the City will:

- a) Require an open space corridor as shown on Schedule A-1 along the escarpment. This corridor will preserve the existing wooded area as much as possible. The escarpment area will not act as a contribution to the parkland dedication requirements.
- b) Provide at least one formal public park of an appropriate size for park benches, picnics, fountains, band/concerts, etc.
- c) Provide adequate pedestrian circulation links or pathways between all components of the Town Centre.
- d) Require private recreational areas to be associated with the residential areas, and integrated into the development.
- e) Establish a pedestrian/bicycle path system ultimately linking the various activity nodes within the municipality, through the main east-west open space link along the escarpment, through Place d'Orléans Shopping Centre and across arterial road 174 to the north. Consideration should also be given to linkages to the east and north via the Tenth Line interchange.
- f) Ensure that pedestrian movement is facilitated from transit/bus stations/stops to all parts of the site, and that pathways are designed to minimize the effect of severe climatic conditions, i.e. prevailing northwesterly winds, snow, rain, ice.
- g) Create open spaces along various points in the pedestrian system to increase the visual impact of the centre. The private open space system shall be integrated with the public system to form a continuous network of pathways.
- h) Ensure that lands or cash-in-lieu for park purposes are acquired at the time of development in accordance with the parkland dedication requirements in the Official Plan for residential development based on an overall contribution of 1.2 hectares (3 acres) per 1000 persons. In addition, commercial and industrial development's contribution will be based on 2% of the land value.
- i) Encourage the private open space areas, active or passive, to act as a buffer between residential development and arterial road 174.

4.11.2.7 Institutional

Institutional land uses are important as they ensure that adequate educational, health care, cultural facilities and social services are provided to meet the needs of the population.

A specific designation has not been provided on Schedule A, however, the City will:

- a) Permit churches, government offices, and cultural facilities such as libraries, museums, theatres, community centres, day care centres and other institutional uses in any land use designation in the Town Centre. These uses shall be encouraged to locate where shared parking facilities can be maximized.
- b) Cluster related institutional uses and encourage the joint use of community and educational facilities.
- c) Encourage space to be set aside to be at minimum rents, for such Institutional Uses as day care, libraries, classrooms and meeting spaces.

4.11.3 Transportation and Parking

4.11.3.1 Introduction

A transportation system must be designed to serve the proposed land use pattern and to facilitate the most efficient and convenient movement of people and goods throughout the Town Centre. Such a system should include provision for automobiles, bicycles, pedestrians, service vehicles, and public transportation.

4.11.3.2 Transportation Policies

The City will:

- a) Designate a transportation network of arterials and collector roads to serve the central area as shown on Ottawa Official plan Schedule E. Finalized alignments of future major roads and the provision of local streets shall be determined at the time of development review and approval.
- b) Develop the planned north-south route, known as Place d'Orléans Drive, to provide a major link to the arterial road 174 interchange at Champlain Street. This will form part of the main road system through the former City of Gloucester to service the major regional shopping centre component which includes Place d'Orléans. This road will have a right-of-way of 35 metres. Champlain Street between arterial road 174 and St. Joseph Boulevard may be closed.
- c) Protect a 35 metre right-of-way for St. Joseph Boulevard, the major regional east-west transportation arterial.
- d) Develop an east-west link for the central area, known as Centrum Boulevard to provide access to both the central core area and the proposed high density residential areas to the east. This collector road shall have a right-of-way of 26.2 metres (86 feet). It is the intention of the City that this road provide for an urban village atmosphere, and that it will narrow where possible to two lanes in the central core area with wide landscaped sidewalks to ensure a human scale and pleasing pedestrian environment.
- e) Ensure that Centrum Boulevard, Place d'Orléans Drive, St. Joseph Boulevard and Prestone Drive are protected as future public transit routes intended to serve the main central area to provide an optimum level of service to the various land use components.
- f) Maximize direct public access to the core area by local transit by facilitating provision of a bus transit station adjacent to or integrated with the Regional Shopping Centre in the vicinity of Champlain Street immediately south of arterial road 174. Provision shall be made in the development of the central area for transit facilities such as the placement of bus bays, stops and shelters at appropriate locations all to the satisfaction of the City of Ottawa.
- g) Allow the expansion to Regional Shopping Centre to the west to be integrated with the former City of Gloucester side of the Orléans Town Centre site. The Regional Shopping Centre shall be required to provide pedestrian links to the east and north residential areas. Consideration should be given to an overhead walkway system across Place d'Orléans Drive to the east.
- h) Participate in the joint study by the Ministry of Transportation and the City of Ottawa which will study the feasibility of an interchange at arterial road 174 and the extension of Tenth Line Road.
- i) To ensure that the above can be carried out satisfactorily, developers will be required to undertake a transportation study to evaluate the road network proposed. This study is to identify appropriate road allowances and cross sections of roadways in the area, particularly as they interface with Arterial Roads. The study shall be to the satisfaction of City of Ottawa.
- j) Reserve a corridor south of arterial road 174, on either public or private land, for a transit route connecting the Town Centre transit station to potential stations to the east.

- k) The internal road structure in the Town Centre will attempt to minimize diversion of traffic onto the Prestone outlet.

4.11.3.3 Parking Policies

Parking requirements shall be on a shared use basis with the commercial component along Centrum Boulevard, and backing on St. Joseph Boulevard, and integrated within City owned parking areas. Private parking facilities located underground or in additional private parkades will also be encouraged as a way of increasing the density of residential and office developments. As peak parking demand occurs at different times for different uses, with regards to commercial office, retail, restaurant, residential and institutional, parking allocations can be achieved by implementing the shared use principle as follows:

- a) That parking will be provided on site or to a maximum distance of 130 metres from all development and where applicable, cash-in-lieu of parking will be received by the City in lieu of providing parking spaces within the Town Centre.
- b) That the City may establish a parking authority to provide for parking within the Town Centre area in centrally located parking structure(s).
- c) That the Municipality, under the Planning Act, shall where applicable establish the cash-in-lieu of parking levy to be obtained at the time of site plan approval, to be deposited into a fund to construct parking spaces for the approved development. The amount of cash-in-lieu will be established by the City from time to time based on the average cost to acquire and construct a parking space.
- d) That the integration of all or part of the Hydro corridors into the Town Centre area shall be undertaken via either purchase and sale agreements or lease agreements to provide additional parking space locations and areas.
- e) That sufficient off-street parking be provided in accordance with municipal standards. The amount of parking required will be outlined in the zoning by-law.
- f) That automobile parking not be the major focus in the site, rather underground parking where possible, garages and efficient and sensitively landscaped groupings for surface parking be provided.
- g) Regional Shopping Centre's parking requirements will be provided in a conventional manner on-site, in structures and underground. A portion of the required parking may be provided on their site in the former City of Gloucester.

4.11.4 Servicing

4.11.4.1 Introduction

The provision of services and utilities to the general public is essential to provide a convenient and healthy living environment for the City inhabitants and for encouraging proper growth and development of the Town Centre.

4.11.4.2 Servicing Policies

It is the intention of the City to:

- a) Require all main street services, including hydro facilities, to be installed underground to limit visual clutter and protect the urban form and streetscape.
- b) Extend the necessary sanitary, storm and water mains to the Town Centre area in conjunction with the future development of adjacent lands, subject to the approval of the appropriate municipal authorities.
- c) Ensure that the Town Centre area be fully serviced by municipal piped water and sewage systems as a condition of development.
- d) Require developers to pay development charges as a condition of approval in order to provide municipal services.
- e) Negotiate with Hydro Ottawa to eliminate the existing hydro substation in the long term and integrate the site into the Town Centre.
- f) Require storm water management to be in accordance with current City policy, and to be integrated with recreational facilities where feasible. A study of how this is to be done will be completed by the developer and be subject to the approval of the City.

4.11.5 Visual Environment and Urban Design

4.11.5.1 Introduction

A major objective of the Town Centre Secondary Plan is to ensure that all future development exhibits a high standard of urban design. With proper urban design policies, it is possible to promote and improve the overall image and visual environment of the Town Centre. A visually attractive Town Centre will contribute to a sense of community identity, and is also a contributing factor in the attraction of tourists, and new businesses. Through the use of urban design techniques, it is possible to promote land use compatibility, protect property values, improve the quality of the Town Centre streetscape, promote better pedestrian circulation systems, and encourage attractive, innovative and diverse development. A visually attractive Town Centre is one that will be more marketable and will continue to improve the visual image of the City.

4.11.5.2 Urban Design Policies

To ensure that all future development exhibits a high standard of urban design, and to achieve the Town Centre objectives, it will be the intention of the City to:

- a) Undertake an urban design study for the Town Centre with particular emphasis on:
 - i. Centrum Boulevard, Place d'Orléans Drive and Prestone Drive to provide for a pedestrian system, low profile street lighting, seating and landscaping areas in order to encourage pedestrian use of the street;
 - ii. generating a unique character or theme for the Town Centre through the use of special sidewalk and walkway treatments, aesthetically pleasing street furniture, and create a sense of continuity by encouraging architecturally compatible and complementary building designs, particularly in the urban village core area;
 - iii. developing policies to control the architectural treatment of facades, advertising signs and lighting in order to create a charming urban environment.
- b) Require that all the land uses in the Town Centre be serviced by a safe and convenient pedestrian circulation system comprised of the following elements:
 - i. well lighted sidewalks with minimal road crossings, located where intersection controls can facilitate pedestrian movements to crossing points and transit facilities;
 - ii. hard surface pedestrian walkways should be treated to contrast with road pavements, and be lighted and landscaped for visual emphasis. Open spaces or courtyards should be located along the walkways where appropriate to create urban interest.
- c) Ensure that new development does not restrict the access to sunlight on surrounding uses by:
 - i. considering the height of buildings on the south side of Centrum Boulevard and along St. Joseph Boulevard to minimize the shadowing effect on Centrum Boulevard;
 - ii. orienting buildings to minimize the shadow effects on open spaces and pedestrian areas;
 - iii. requiring any new development to show the extent of shadowing that will be produced.
- d) Minimize wind tunnel effects, and snow deposition in public places through proper building orientation and design.
- e) Implement noise attenuation measures along arterial road 174 in accordance with the standards of the Ministry of the Environment, and control the nature and type of residential development.
- f) Encourage wherever possible and practical, underground and roof type parking in order to create an intensive urban built form while minimizing the visual effect of expansive paved areas for outdoor at grade parking.
- g) Enhance the appearance of and give identity to the Town Centre by including such aspects as:
 - i. a landscaped central court located with the government office area adjacent to Centrum

- Boulevard;
 - ii. extensive tree planting and landscaping along Centrum Boulevard, Place d'Orléans Drive and Prestone Drive to create an attractive visual impression;
 - iii. a softening of the visual impact of the parking areas, particularly within the core area, by means of tree planting, terracing, berms and planting areas;
 - iv. the use of co-ordinated park furniture and other ornamental landscaping techniques to create a varied and interesting environment;
 - v. a pedestrian link integrating Place d'Orleans Shopping Centre with Centrum Boulevard.
- h) Encourage high quality building designs in the Town Centre by:
- i. reducing building setbacks from Centrum Boulevard, Place d'Orléans Drive and Prestone Drive in order to encourage a more intensive built form and a greater sense of enclosure and pedestrian interaction;
 - ii. encouraging off-street parking within the main street area to locate at the rear of buildings where possible in order to achieve continuous street facades and high quality streetscape;
 - iii. integrating all the commercial, office and residential components in an interesting and functional manner in order to create a unique mixed land use environment.

4.11.6 Implementation

4.11.6.1 Introduction

An ongoing and dynamic process of implementation is required in order to achieve the goals and policies set forth in the Town Centre Secondary Plan. Successful implementation involves a combination of development control, public action programs and liaison, co-operation and co-ordination with all the affected groups and agencies. The goals and policies outlined in this Secondary Plan will not be immediately achieved, rather a systematic, continuous and long term program of implementation will be required. The Ottawa Official Plan Section 4.1 outlines means to implement this Secondary Plan. In addition to these policies the following will take place:

4.11.6.2 Site Plans

- a) Site plans will be required in accordance with the policies of the Official Plan.
- b) The use of an architectural advisory committee will be studied. This committee would review building plans in order to ensure that all the urban design criteria, landscaping, signage, parking, building facades, etc., are complied with. A set of planning and urban design guidelines shall be prepared to assist in the review of site plan submissions and to provide guidance to applicants.

4.11.6.3 Zoning

- a) It is intended that an amendment to the comprehensive Urban Zoning By-law be enacted containing zones and development standards in conformity with the policies of the Secondary Plan. The new Zoning By-law shall be prepared and passed as soon as possible after the Secondary Plan is enacted.
- b) The City will consider the use of density, height or other bonuses and related bonusing agreements in order to foster more innovative and integrated development, particularly mixed commercial, office and residential projects.

4.11.6.4 Subdivision of Land

- a) It is City policy that registered plans of subdivision, pursuant to the Planning Act, will be required to establish blocks and dedicate roads within the Town Centre. Only plans of subdivision which conform with the policies of this Plan will be granted approval.
- b) Consent to sever land may take place where Council is satisfied that orderly development of land is taking place, and where all the requirements and policies of this Plan are met to convey, mortgage or charge land, or grant, assign or exercise a power of appointment with respect to land.
- c) Prior to the final approval of any Plan of Subdivision or any consent granted, the owner will be required to enter into a development agreement with the City to establish the conditions, which the owner will meet for the development of the property.

4.11.6.5 Phasing

- a) Builders and developers will be encouraged to consider phasing construction in order to provide additional vertical density as demand increases for office, commercial and residential uses over time.
- b) Development shall progress in a manner relative to the potential for servicing the Town Centre.