

Escarpment Area District Plan

*A Community Design Plan to Implement the
Downtown Ottawa Urban Design Strategy 20/20*



November 2008



DELCAN

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Acknowledgements

We would like to thank John Abel, Aled Ablorwerth, Andrew Aitkens, William Aitken, Doug Allen, Richie Allen, Sadel Almazi, John Archibald, David Arsenault, Richard Asselin, John Ayres, Linda Bartlett, Luc Bédard, B.B. Berkovic, Ken Beselt, Paul Biela, B. Bradley, Reg Brazier, Mary Braun, Doug Bridgewater, Barry Brock, John Brownfield, Elorius Cain, Brian Caines, Archie Campbell, James Carnegie, Dennis Carr, Mike Carson, Doug Casey, Mike Casey, David Caulfeild, David Charles, Hiu Yin Choi, Anne Coffey, Catherine Coleman, Marilyn Corneau, Bertin Côté, Gilles & Jacqueline Courtemanche, Joyce Crago, Judith Daoust, Eric Darwin, Melanie Doerig, Dave Donaldson, H. Dowd, Carl Dubé, Pierre Dubé, Robert Dunn, Rodney Durnin, Leo Elnitsky, Robert W. T. Ennor, Daniel Finch, David Fleming, Sheila Flynn, Dale Ford, Daniel Fournie, Andrew Francis, Larry Frazer, Torchy Freeman, Peter Frenck, D. Fry, Andy N. Gelling, Marcel Georget, Lynn Graham, Dennis Gratton, Marc Gratton, Xiaebing Guo, T. Habicht, H. Hagne, Jennifer Hambridge, Michael Hatfield, Josee Helie, Lola Henderson, Michael & Michelle Herberg, John Hillier, Linda Hoad, Rita Hogan, Diane Holmes, Lise Hood, David Hopper, Jon Hunt, John Hurkmans, Dennis Jacobs, Rafael Janica, David Jeanes, Marnie Johnstone, Marie Keasey, M.G. Kelly, Marguarite Kieley, Richard Kilstrom, John M. Kingma, Karen Knowles, Claudette & Philip Kong, Emi Koyariagi, Hélène & André Labadie, Lisette Lacroix, Colin Lake, Margaret Lange, Sylvain Lapointe, Guy Larocque, Phyllis Larsen, Ned Lathrop, Janine Laurencin, Dan & Odette Laurin, F. Juliette Lawson, Andrew Lay, Stuart Lazear, Eliane Leclerc, Rick & Lynn Legault, Aileen Leo, Caroll Lesage, Christine Lodge, Therese Murphy, David Liang, Marie Litalier, Jonathan Loan, Susan Lurk, Jerry MacGillivray, Miriam MacNeil, Kalubi Marthe Masengu, Heather McArthur, Lois K. Maody, Marion Martinson Lynn McCarney, Peter McCourt, Sylvia McCoy, Marta McDermott, Leticia Messier, Bratislav Mineic, Fiona E. Moon, Brenda Morehouse, Heather Morehouse, Matt Morgan-Brown, Larry Morrison, Tom Morris, Marie Carole Mouden, Jeanne Mouter, Marsha Musgrove, Alia Nakanishi, Aliza Nakanski, Hoda Nassim, Ross Nicholls, Dan Nixey, Allan Nodelman, Sharon Nodelman, Alma Norman, Abdol Nouraeyan, Terry O'Shaughnessy, Karen Ostafichuk, Frank Paterson, Lesley Paterson, Grant Peart, Stephen Perkins, C. Pestieou, John Petrolian, Ray Pollock, Jerome Poulin, Elizabeth Powles, Colleen Price, Lola Price, Kirsten Rainer, Jeff Richstone, Sabra Ripley, Cam Robertson, Ramon Ross, Paul Royce, Andrew Sacret, N. Savoia, Elizabeth Scott, Laleh Shabnavard, John Shields, John Shipman, Alan Smuck, Robert Smythe, Joan Spice, Robert Spicer, Peter Steacy, Mihaly Szabo, Walter Sullivan, Brian D. Tam, Robert Tambay, Mary Taylor, Rosemary Taylor, Adam Thompson, Lori Thornton, Barry Townsend, Louise Treparnia, Teressa Trollope, Tom Trottin, Judy Tulloch, Michel Vincent, E. Volder Scott, S.A. Warner, Brenda & John Watts, Terry Weber, Jessica Webster, Michael Welch, John Whitman, Andy Wielgoiz, Rod Wilmore, Stanley Wilder, Amy Wong, Tony Wong, Jacqueline Wood, Joan Yanofsky... If any participant had been missed, you have our apology and our appreciation.

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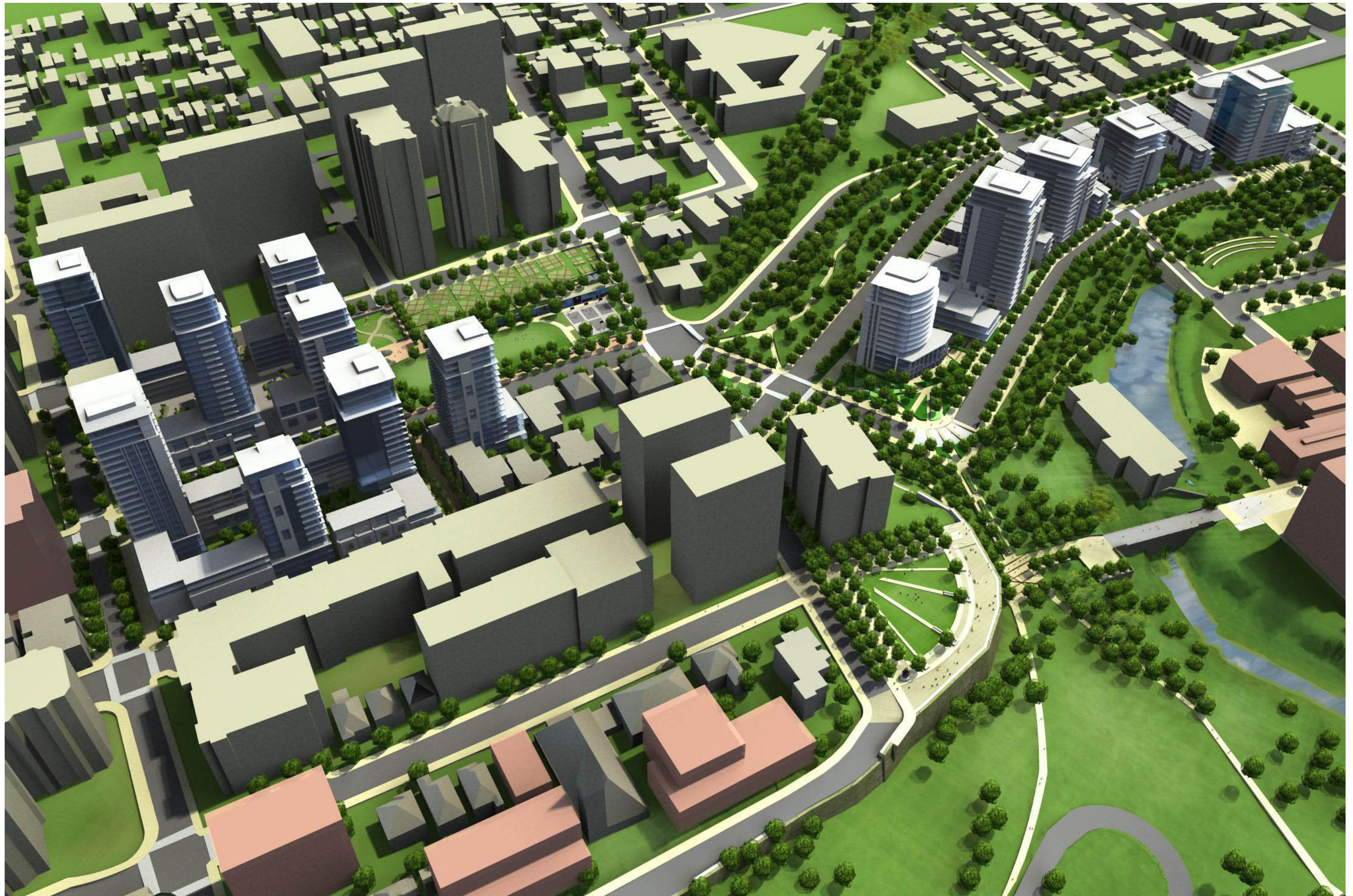
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Future view from the new LeBreton Flats Community towards Central Park and Upper Town

The Vision for the Escarpment Area District

Over the next 15 years the **Escarpment District** will be transformed into one of the most desirable neighbourhoods in Ottawa. It will be recognized as an **active, diverse and attractive** Downtown community and celebrated for its **natural features**, the quality and character of its **open spaces, public realm and new buildings**. At its heart, a new Central Park will act as a neighbourhood focus and will support a range of formal and informal activities. New **high quality developments** and an enhanced green network will bridge the gap between the emerging community of LeBreton, the Escarpment District and the Downtown core.

Residents of the Escarpment District will continue to benefit from the amenities afforded by living in such an urban setting – including **easy access** to Ottawa’s best cultural facilities, **close proximity** to the business core and Ottawa’s best shopping and leisure assets. In addition to these uniquely urban amenities, residents will also enjoy improved direct **connections** to the regional and national system of parkland, major new open spaces and strong links to the Ottawa River.

The Escarpment Area District Plan articulates a contemporary and **inspiring entry statement** for the Downtown core of Ottawa. It positions this area for future opportunities by creating a strong framework for the introduction of new development and park spaces, allowing this area to be more **integrated** with the Downtown, LeBreton, national open space & waterway systems.



Ottawa River Parkway

Fleet

Albert

Booth

Lome

Perkins

Empress

Albert

Slater

Cambridge

Bronson

Percy

Bay

Nepean

Gloucester

Laurier

Slater

Albert

Queen

Sparks

Wellington

Lyon

1.0 THE STUDY

This section provides the background and overview of the study including a summary of the consultation process and a review of feedback received. It defines the study objectives and highlights how the report will be used to shape the future of the Escarpment District.

Sections include:

- 1.1 *What is the Escarpment Area District Plan?*
- 1.2 *What are the Study Objectives?*
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The Escarpment District is located in the northwest corner of the downtown. The district is comprised of an established, but evolving, upper quarter (Upper Town) and an emerging lower quarter (LeBreton Flats). These two distinct areas are bound together by the Escarpment. As presented on the plan to the right, the study area has two boundaries.

The first boundary identifies the core Study Area where the majority of detailed work was undertaken. This area extends from Albert to Laurier between Bay and Bronson, and includes the wedge that runs down the escarpment edge to the aqueduct. Beyond this boundary, a second boundary delineates the wider Area of Influence and provides the broader context of the study. This area is bounded by LeBreton Flats to the west, the Garden of the Provinces to the north, Lyon Street to the east and Gloucester Street to the south.

— · · · Study Area
- - - Area of Influence



Caption

1.1 What is the Escarpment Area District Plan?

The Escarpment Area District Plan provides a series of development proposals for both the built form and new open spaces that can be used by the City of Ottawa to inform the future direction of urban growth in this Downtown location.

In partnership with the Downtown Ottawa Urban Design Strategy, this report should be used as a tool to help develop, guide and implement future development projects and public realm improvements across the Escarpment District.

This Plan establishes a high design standard for the Escarpment Area, identifies new park spaces, new development parcels and formulates recommendations for public realm improvements, servicing requirements and design guidelines. Each recommendation has been tailored to respond to the specific issues and opportunities of the Escarpment District.

Under the initiative of Centretown Councillor Diane Holmes, the Escarpment Area District Plan was commissioned by the City of Ottawa in January, 2006, and prepared in cooperation with the City of Ottawa and various other stakeholders, including the National Capital Commission (NCC), the Ottawa Carleton District School Board (OCDSB), Local Resident's Associations, community groups and the development industry.

Work was completed between January 2006 and February 2007, and updated in September and October 2008.



The Escarpment



The former Ottawa Technical High School



Nanny Goat Hill Community Garden



Queen Elizabeth Residential Towers



LeBreton Flats Development Area

1.2 What are the Study Objectives?

This study provides a timely opportunity to capture the city-building energy that surrounds this once overlooked district and harness it for the creation of better quality open spaces and built form environment. The Escarpment Area District Plan provides the City of Ottawa with an opportunity to guide future growth in this downtown neighbourhood and create an attractive community where buildings, public spaces and transportation work well together.

Through the implementation of the Escarpment Area District Plan, the City will be able to influence public realm design, built form, development build-out and set the standards for design excellence. This will be achieved by meeting the following objectives:

- Creating an updated and agreed Vision for this distinct corner of Downtown Ottawa.
- Identifying potential new development parcels and preparing recommendations on the form and quality of future built form.
- Facilitating future growth to create a better quality urban environment for all residents.
- Preparing design proposals for the public realm, green connections, and proposed new major open spaces.
- Preparing design guidelines on a block-by-block basis to inform site specific development applications, public realm improvement plans, transportation and development initiatives.
- Providing an agreed strategy and priorities for longer term civic investment across the area.

1.3 How will the Plan be used?











The Escarpment District is an area already under growth pressure. It is expected that this pressure will continue in coming years as the area evolves as both a neighbourhood and an essential connection between LeBreton Flats and Downtown Ottawa. This plan provides the City of Ottawa with an opportunity to articulate its long-term vision for this district and explore the future development options available.

Acting as the Community Design Plan for the Escarpment District, this study provides a long-term strategic plan to guide future growth. Based on an agreed vision, this plan establishes guidelines for day-to-day decision-making and defines community priorities for the future.

Although not yet a statutory document in its own right, this study translates the principles and policies of the Official Plan to the community scale and will be used to amend the City of Ottawa Official Plan where appropriate. The City will use the recommendations of this study in parallel with the Official Plan, Comprehensive Zoning By-law 2008-250 and the Downtown Ottawa Urban Design Strategy 2020 (DOUDS) to guide future development. The Escarpment Area District Plan provides development solutions that are locally responsive, yet still able to respect the wider policy goals of the Official Plan.

This study allows the City of Ottawa to respond to the current development opportunities with a design framework that captures the many opportunities offered by this district's unique location and is in keeping with the City's desire for the creation of a remarkable 'quality of place' across Ottawa's Downtown.

1.4 The Process

<p>Phase 1 Defining the Opportunities and Potential</p>	<p>January 06 - April 2006</p>	<p>Project Initiation meeting with City Staff to refine the scope of the project and confirm the process of the study.</p>	<p>Stakeholder Interviews. Interviews with City Staff, developer interests, community groups and residents to provide a transfer of local knowledge to the study team.</p>			
<p>Phase 2 Defining Objectives and the Draft Design Framework</p>	<p>April 06 - July 06</p>	<p>Public Advisory Committee Meeting and Workshop to review preliminary findings and establish a series of options for the study area.</p>	<p>Presentation of initial findings and workshop outcomes to residents and other stakeholders. Collecting feedback on the preliminary opportunities and vision for the area.</p>	<p>Public Advisory Committee Meeting and workshop to review the initial propositions and solicit feedback on a preferred strategy for the area.</p>	<p>Presentation of propositions to local area residents to solicit feedback on a preferred set of concepts for the area.</p>	
<p>Phase 3 Preparing the Plan</p>	<p>July 06 - February 07</p>	<p>Preparation of the Draft Ottawa Escarpment District Plan.</p>	<p>Meetings with City Staff and stakeholders to review the draft report in progress.</p>	<p>Distribution of the Draft Escarpment Area District Plan for review and feedback.</p>		
<p>Phase 4 Launching the Finalized Escarpment Area District Plan</p>	<p>January 07- June 07</p>	<p>Revision and refinement of the Escarpment Area District Plan.</p>	<p>Public Presentation of Final Escarpment Area District Plan.</p>			
<p>Phase 5 Updating and Launching the Escarpment Area District Plan</p>	<p>September 08 - December 08</p>	<p>Escarpment Area District Plan updated to reflect the on-going Downtown Ottawa Transit Tunnel Environmental Assessment.</p>	<p>Presentation of the Final Escarpment Area District Plan to the Planning and Environment Committee.</p>	<p>Approval of the Escarpment Area District Plan by Council.</p>	<p>Implementation.</p>	

1.5 Building on DOUDS

Between March 2003 and February 2004, Urban Strategies led a multi-disciplinary team in the creation of a comprehensive plan for the enhancement of the public realm and urban experience of Canada's National Capital. The Plan, known as the Downtown Ottawa Urban Design Strategy 2020 (DOUDS) was approved by Council in March, 2004, and established a new vision for Ottawa's downtown core as a gracious and inspiring destination for new residential and commercial development. It articulated how to best achieve the vision through a series of area-wide and site-specific design guidelines.

Contained within DOUDS was the recommendation that a detailed study be undertaken to examine the future development opportunities of the Escarpment Area. This study is the result of that recommendation, and is among the first projects to be brought forward from DOUDS.

The Vision for Downtown Ottawa, as presented in DOUDS, is retained and reinforced by this Plan. Key strategic interventions presented in DOUDS are further articulated and brought forward through the Escarpment District Area Plan, including:

- development of a major new park space and green connections for residents and visitors;
- stronger integration with the Ottawa River and LeBreton community;
- smart intensification through more strategic zoning; and
- better quality streetscapes and built form standards.



Detail of the Escarpment Area



Downtown Ottawa Urban Design Strategy 20/20

1.6 What We Were Told

As the Escarpment District is already a well-established neighbourhood, one of the most critical components of the study has been the consultation process with local residents, community groups and other stakeholders.

If the long-term vision for this area is to be realized, it is essential that there be both political and community support for the proposals. Over the course of the study, a series of public open houses, drop-in work sessions, interviews, stakeholder round table sessions and informal discussions have been completed to achieve an overall consensus. In total, approximately 250 community members and other stakeholders were consulted for this project.

These important consultation sessions identified some of the concerns that people have who live and work in the area. They also helped the study team understand first hand the nature and range of issues affecting the area. The consultation strategy directed the study towards what problems should be addressed as a priority and what elements about the area already work well and therefore should remain.

Here is a sample of what was heard:



This part of Ottawa is different than the rest of downtown
 Walking along Bronson is dangerous We need a better park
 for all the people I love that we are so close to the River
 The city needs better design guidelines The area should be more
 mixed – not just a place to live Pedestrians need greater
 priority We need better playing fields and recreational facilities
 in the park Why can't we have more trees on the streets
 The Ottawa Tech High School has a beautiful auditorium It's hard
 to get to the bus stop Winter is pretty miserable in this part
 of town There is a wonderful view from Bronson Park We
 need to preserve the views The LRT is going to create a mess
 around the escarpment The park is well used The park could
 be used more We need to create more paths up and down the
 escarpment It's great being so close to downtown We should
 light the escarpment and have more art The money collected
 from the redevelopments should be invested in the District
 The safety of existing bicycle paths should be improved
 It's great to live right downtown I love tall buildings I hate high rises

2.0 THE FUTURE

This section explores some of the urban trends shaping the future of the Escarpment District and influencing its residential mix and development pattern. It presents both national and international trends as well as more local impacts responsible for shaping and re-shaping the future of the area.

Sections include:

2.1 Urban Trends

2.2 Local Impacts

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2.1 Urban Trends

Below we have provided a summary of some of the major trends influencing urban growth and physical development patterns across cities. The six trends summarized in this section consider how residents are using the urban spaces that comprise their cities, where people are choosing to live and work, how they move around the city, how market demand impacts on a city's 'look' and, most importantly, how concepts around sustainability are embedding themselves in our personal habits, investment decisions and city building actions.

2.1.1 Sustainable Development

Over the past decade, it has become increasingly recognized that building successful communities is about much more than just delivering housing. Thus, at the heart of bringing forward the Vision for the Escarpment Area District Plan is the need to deliver long-term sustainable communities.

Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equal opportunities for all.

As presented opposite, from the Official Plan, creating a sustainable neighbourhood requires a balance between:

- Social Integrity
- Environmental Integrity
- Economic Progress

In pursuit of creating sustainable communities, the Ottawa 20/20 Initiative calls for the City of Ottawa to adhere to seven principles, including striving to be:

- A caring and inclusive city
- A creative city rich in heritage, unique in identity
- A green and environmentally-sensitive city
- A city of distinct, liveable communities
- An innovative city where prosperity is shared among all
- A responsible and responsive city
- A healthy and active city

The Escarpment Area District Plan supports these principles by: creating an enduring destination; providing exceptional public transportation alternatives; promoting quality design at all levels; integrating future development and open spaces with adjacent areas and land uses; reinforcing and supporting the existing community; protecting natural and built heritage assets; and minimizing adverse impacts on the environment.

The Official Plan for the City of Ottawa explicitly states that “the goal of the Ottawa 20/20 initiative is sustainable development. The classic definition of sustainable development is ... Meeting the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development is a strategy that requires the integration of economic growth, social equity, and environmental management. It is about ensuring a better quality of life for everyone, now and for generations to come.”

(Section 1.3, Ottawa Official Plan)

Social Integrity



Social cohesion and community integration is a key objective envisioned for the District

- A safe and healthy local environment with well-designed public and green spaces.
- Well-integrated mix of quality home forms accommodating different types and tenures to:
 - support a range of household sizes and incomes;
 - advance the City's affordable housing targets; and
 - provide a diverse neighbourhood.
- Better connected communities through the introduction of additional pedestrian links, pathways, green routes and roadways.
- Creating a more animated urban environment by offering retail and leisure opportunities to serve new residents, businesses and visitors.

Environmental Integrity



Nanny Goat Hill Community Gardens, Ottawa

- Development of an appropriate size, scale and density to support new amenities in the neighbourhood and minimize use of resources, including land.
- Enhanced open spaces and new green connections.
- Providing an emphasis on the natural environment, creating new links to the river and quality new public spaces and parks for all to enjoy.
- Higher density residential proposals built around new public transport investment.
- The potential for implementing 'green buildings'.

Economic Progress



Sparks Street, Ottawa

- Creating a better image for investment.
- Diversification of existing land uses to allow for a more complete community.
- Significant redevelopment and regeneration opportunities created.
- Providing demand for new services.
- Reinforcing the accessibility and attractiveness of the area to maintain its role as hub for a centralized workforce.

2.1.2 Downtown Living



Ottawa Byward Market

Over the past decades, many downtown areas across North America have witnessed an increase in demand for not just cultural, commercial and leisure uses, but also for residential living.

This trend has been driven by a number of factors, including:

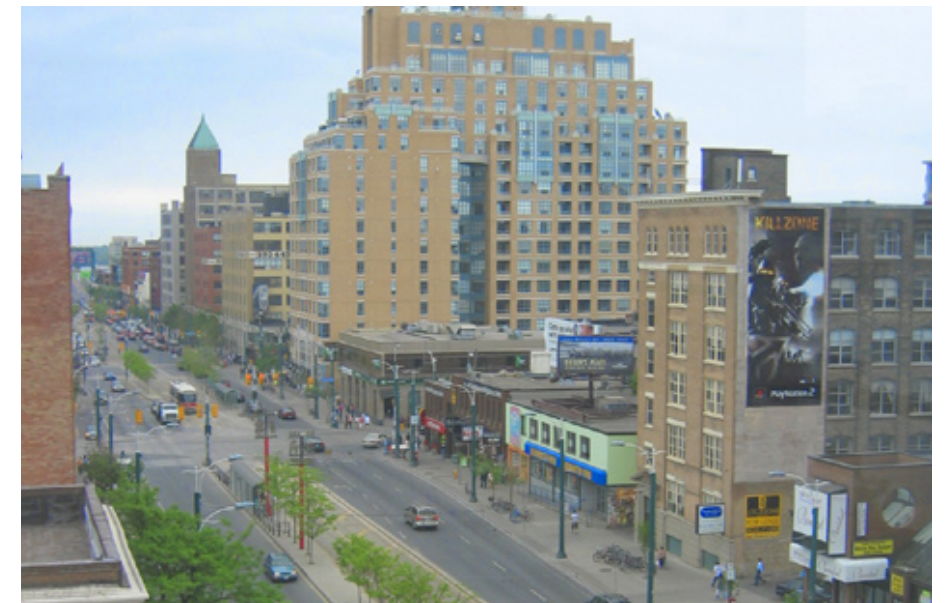
- 1 **A Recognition that Cities are Cultural & Economic Engines:** In Canada, cities remain centres for investment. Downtown areas are typically the focus for much of this investment – particularly through office and commercial development, institutional growth and cultural amenities. Downtowns continue to be the cultural and entertainment centres of Canadian cities.
- 2 **Changing Demographics:** Older people, empty nesters and young couples who are having children later in life are all growing segments of the population, and they are very interested in the convenience and amenities of urban life. Empty nesters – who are a large segment of the Ottawa market – are choosing to downsize and relocate to more modern and practical housing – typically condominiums – that require less maintenance, allow them more leisure time and are located much closer to the activities of a City.



False Creek, Vancouver

- 3 **A Desire to Live Downtown:** Many renters and/or first-time buyers that use the city centre amenities are regularly choosing to purchase their home within easy access to these services. Living downtown also means less need to use/own a car and much greater access to a diversity of amenities.
- 4 **Lack of Affordability:** The high price of single family homes in centrally located neighbourhoods is forcing people to consider alternative housing types, such as high rise or townhouse condominiums.
- 5 **The Ability to Borrow:** The historic low rates for borrowing has created new opportunities for home ownership amongst those who have traditionally rented. Low rates has enabled former renters to buy.

2.1.3 Diversifying Activities



Queen + Spadina District: a diverse mixed use neighborhood, Toronto

Fundamental to the long-term health of any new or existing community is the provision of a suitable mix of uses that creates sufficient density to make a vibrant, safe and active environment.

As mentioned above, downtowns are no longer only places that people work. They are also the place to play, relax and live. Providing the right mix of stores, residential uses, employment space, restaurants and community facilities, in appropriate locations, is essential if a neighbourhood is to accommodate a range of ages, abilities and needs as well as supporting economic prosperity. In any new development, the focus should not only be on the retail, employment and residential components, but also on the provision of community infrastructure, such as park space, community centres, health amenities, schools and so forth.

The mixed-use approach in Downtown communities maximizes opportunities to provide the necessary mix of uses in a concentrated area - this can be in one building, along a specific street, at a major intersection or at a public transport interchange. Providing a local mix also helps to animate the street and provide easy access to services.

2.1.4 Appreciating the Past



Old Montreal

The presence of a historic environment - whether it be buildings, monuments or landscapes - helps to create a unique sense of place and local identity.

In many cities, historic buildings and places have played a central role in driving economic development objectives, sustainable growth, regeneration ambitions and cultural development.

The historic environment underpins many successful projects aimed at improving quality of life, transforming failing areas and creating a more sustainable environment by delivering a range of benefits, including:

- attracting visitors, activities and investments to communities;
- playing a central role in repopulating inner-city areas;
- providing diversity in the character and affordability of commercial and industrial floor space. This is crucial to the development of small businesses and creative industries;
- historic places typically offer a supportive pedestrian environment;
- providing a focus for leisure facilities, such as theatres, art galleries, studios, restaurants and bars; and
- contributing to a high quality environment and positive image.

2.1.5 Integrated Mobility



Dublin Light Rail Transit



Subway Entrance in Bilbao, Spain



OC Transpo, Ottawa



Cycle path, Ottawa

Key to the success of the Downtown transit system is the appropriate integration of transit lanes and stations with the road network, sidewalk systems and adjacent buildings. The ideal objectives should be to maximize transit ridership, maximize road user and pedestrian safety, minimize on-road congestion and be as visually attractive as possible. Successful core areas of cities have a land-use mix that encourages short trips via walking and cycling, and a high quality, well integrated urban transit system that allows the area's employees and residents to maximize the use of public transit when travelling within, to and from the core area.

To date, Ottawa has had a relatively successful transit system with a very high percentage of public transit travelling in and out of the core during peak periods. While the City has been well served by its current transit system, the combination of bus congestion in the core, increasing suburban growth and a road network approaching capacity during peak periods, has resulted in the need to consider new solutions.

2.1.6 Demanding Better Design

Urban dwellers are rediscovering the power of cities to connect people and give them a sense of pride and belonging. To support this, urban design is increasingly recognized for the role it plays in creating communities and influencing human behaviour.

Great cities are made up not only of great individual buildings, but of wonderful streets, parks and squares. It is in these places that we interact and share our public lives. Consequently, these spaces need to be thought of as much as the buildings themselves.

Urban design recognizes the need to deal with the urban environment in a comprehensive, holistic manner so that both the buildings and the spaces between them contribute to the creation of a positive urban experience. Great care must be taken to ensure that our streets and open spaces are not only comfortable but can contribute to the quality of urban life at all times of the year. This involves thinking about: how open spaces look and feel; how they function; how they can support a diverse range of uses; and, how they contribute to the culture of city life through public art and programming.

As Canada's national capital, there is an added significance placed on the quality of Ottawa's streets and open spaces. Not only must they be reflective of what is great in Ottawa but they should also put Canada's "best foot forward" and be demonstrative of the highest standards and aspirations.



2.2 Local Impacts

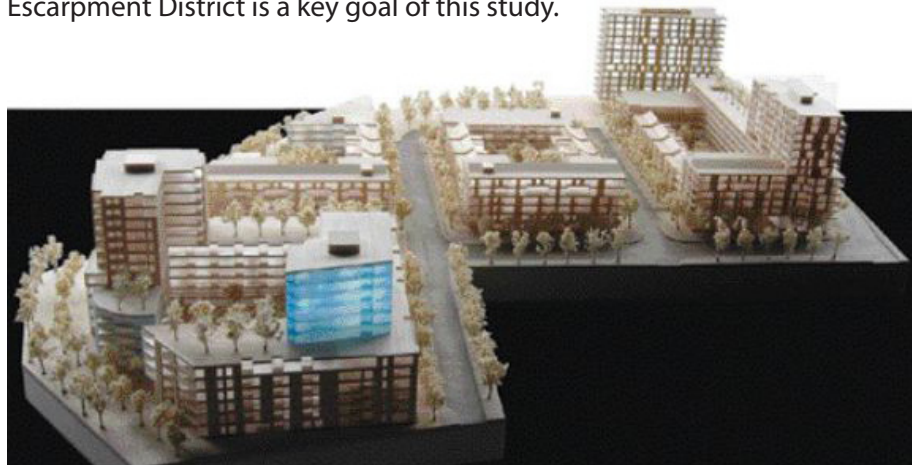
2.2.1 LeBreton Flats

The eastern portion of the study area is adjacent to the ambitious LeBreton Flats redevelopment project, Ottawa's largest regeneration effort.

Over the coming years, this 62.5 hectare site will be brought to life as an important Ottawa neighbourhood and transformed into a genuine mixed-use quarter containing residential developments, office spaces, retail and major new open spaces (including LeBreton Common) and direct public access to the riverfront. The LeBreton redevelopment will be anchored by the much celebrated Canadian War Museum, which is already completed, and will be an attractive destination in the City of Ottawa.

Phase 1 of the redevelopment is already under construction and includes about 120 low to mid-rise apartments scheduled for occupancy in late 2008.

Securing strong, direct and pleasant pedestrian, cycle and vehicular connections between the amenities and communities of LeBreton and the Escarpment District is a key goal of this study.



proposed development of LeBreton Flats



War Museum



Masterplan 2002, National Capital Commission

2.2.2 Residential Development & Continued Intensification



The "Laurier" residential tower

Ottawa, like many other North American cities, has witnessed a huge demand for downtown residential living. In addition to the new residential development occurring at LeBreton Flats, Ottawa has enjoyed a major renaissance in downtown living with significant new developments both completed and proposed. It is estimated that almost 6,300 units have been added - or will be added - to the downtown east and downtown west areas in coming years. *Appendix I* provides additional details of Ottawa's condominium growth.

Data provided by CMHC indicates that the demand for downtown living is not slowing – and in fact, Ottawa has a more solid condo market than many competing centres. This strength has been credited to the fact that the local condo market enjoys support from both first time buyers and more affluent empty nesters. On a year-to-date basis, condominium sales are growing faster than sales of single-family homes.

2.2.3 Office Growth



Telus office building, Slater Street

With Ottawa's employment level reaching an all-time high in 2008 and projected employment growth of 0.8% in 2009, despite difficult global economic conditions, it is clear that Ottawa has the most stable metropolitan economy in Canada. In fact, according to Statistics Canada, head office employment in Ottawa-Gatineau grew at a rate that was second only to Calgary between 1999 and 2005 (Ottawa Business Journal, July 13, 2006).

Coupled with employment growth is the demand for work space. Ottawa has one of the lowest vacancy rates of all Canada's major cities. With a Downtown commercial office space availability of only 2.2 per cent (CB Richard Ellis), Ottawa is positioned well behind Toronto's 4.3 per cent or Montreal's 6.6 per cent vacancy levels.



Bank of Montreal



Minto Place

A healthy Ottawa economy and low availability rate has generated significant new office development across the Downtown. In Ottawa's core, six office buildings totaling more than 100,000 square metres are under construction (*source: JJ Barnicke LTD Ottawa Office Quarterly, Second Quarter 2006*). Most recently, Telus Mobility has completed its new 9,940 metre squared office complex at the corner of Bank and Slater.

This level of office investment has not been witnessed in Ottawa for many years – but what is most notable is that much of this demand is coming from the private sector, as opposed to Ottawa's traditional tenants – the government and institutional users. *Appendix II* provides additional details of Ottawa's office market.

2.2.4 A Commitment to Provide Housing for All

A commitment to provide housing to people with a variety of incomes is critical for growing cities – and Downtowns – to truly thrive. Providing affordable and appropriate housing for all residents is a fundamental building block of a healthy, liveable community.

The City of Ottawa recognizes the importance of providing housing for a range of users, and consequently, has carefully embedded this aspiration into their formal policies and practices. The Official Plan for the City of Ottawa states that *“the need to accommodate social diversity is a cornerstone of a liveable community. Diversity in the housing supply is achieved through a mix of multiple and single-detached housing, provision of ownership and rental housing, housing affordable to low- and moderate-income groups, and housing appropriate to households with special needs.”* (Section 2.5.2, Official Plan)

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. A target has been set by the City for 25 per cent of housing units available each year to be affordable. This target has been made statutory through its inclusion in the policies of the Official Plan (Section 2.5.2 Affordable Housing).

Noting that it may be difficult to provide affordable housing in all new developments and that affordable housing will not be appropriate for all developments, the City of Ottawa has built flexibility into its policy. To address this challenge, the second policy of Section 2.5.2 states that *“the City will consider alternative means to ensure that the target is met”* and identifies the following examples:

- density bonusing
- meeting the requirement on alternative sites
- a contribution of land to the City

It further states that *“the City will work with the development industry and other groups having an interest in affordable housing, to determine the means by which the development review and approval process can contribute to achieving these requirements.”*

The Escarpment Area District Plan fully supports the intent of the Official Plan to provide a diversity of housing types and tenures across the City. Where appropriate, it is recommended that future development partners work within the parameters established by the new Official Plan.

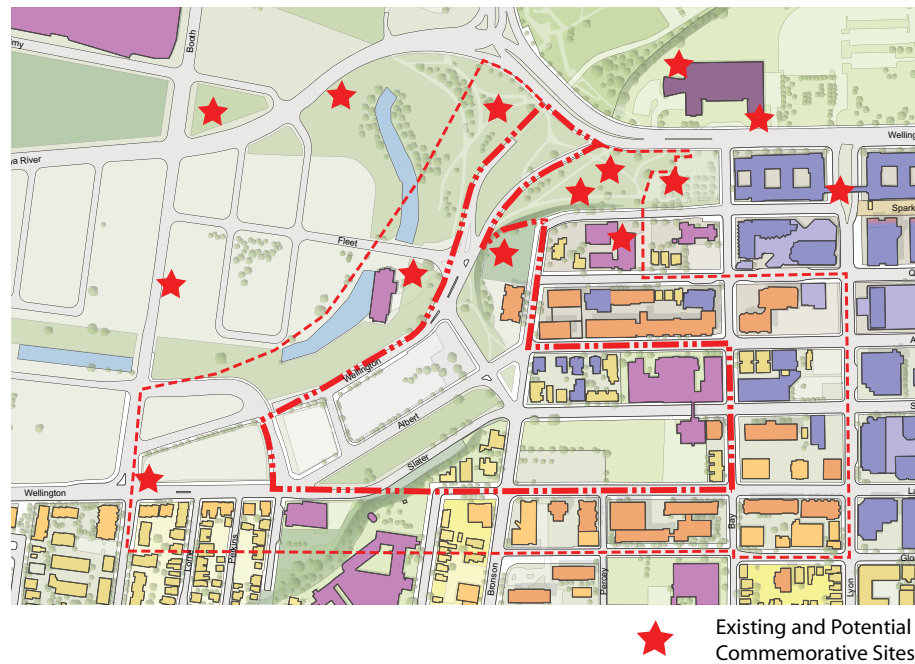
In 2005, in support of providing a diversity of housing and achieving the Official Plan’s affordable housing target, Ottawa implemented a “Housing First” policy. This initiative was introduced to ensure that public lands are used to help meet the need for affordable housing in all areas of the City. The Housing First Policy allows for the selling or leasing of surplus municipal properties for new affordable housing. This policy is an incentive used by the City to encourage private and non-profit builders to build affordable housing.

The Housing First Initiative strives to ensure that sufficient surplus City land or proceeds from the sale of land are made available to achieve a minimum of 200 of the annual target of 500 units a year. When City-owned properties are sold, the policy requires that the target of 25 per cent of any housing developed on those lands be affordable, as per the Official Plan policy (OPA 10), and that 10 per cent of the residential development be affordable to households with incomes at or below the 20th income percentile.



Rental housing at the corner of Bay and Albert

2.2.5 National Capital Commission Activities & Projects

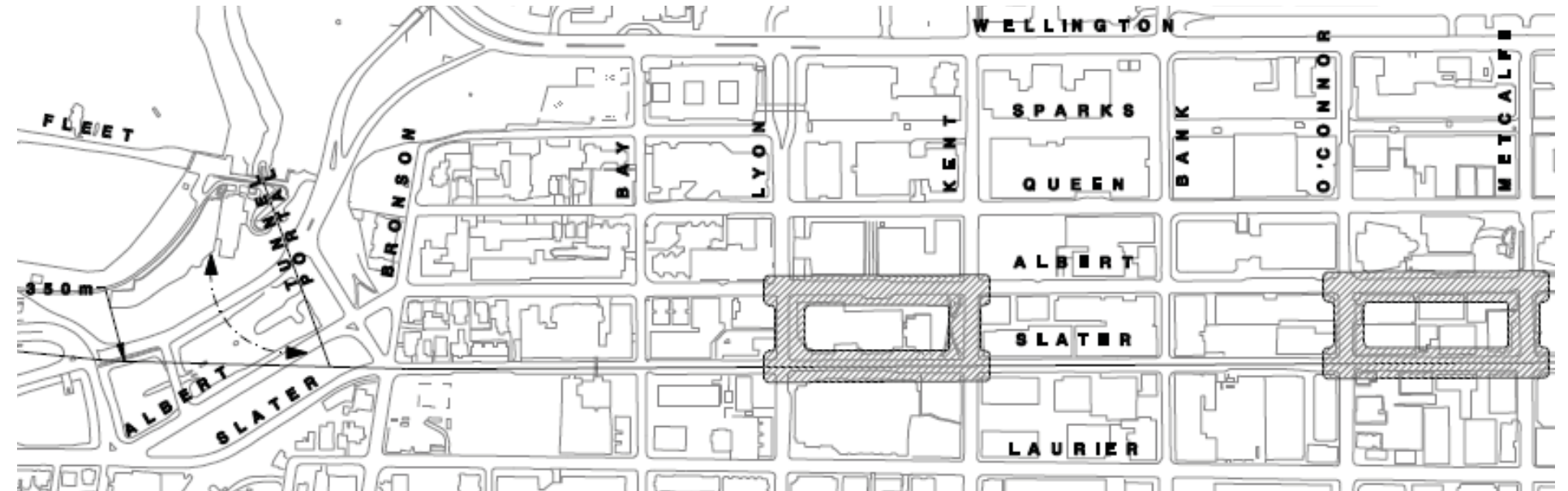


The NCC is undertaking a variety of initiatives within the Escarpment District. The largest of these is the *Phase I LeBreton Flats* development, which includes a strong public realm improvement component, expanded pathway system, streetscaping and new natural amphitheater.

The NCC has developed the *Pathway Network for Canada's Capital Region Strategic Plan 2006* to improve pedestrian and cycle connections throughout the area. In partnership with the City of Ottawa, the NCC is expanding the interpretive commemorative trail across the area. Within the Escarpment District, numerous commemorative sites have been identified for inclusion. One of the approved proposals is the *Fallen Firefighters Memorial*, situated along LeBreton Boulevard, adjacent to the north end of the Tail Race. The *Canadian Firefighters Memorial Urban Design Guidelines* was approved in 2007.

Other NCC initiatives include the *Sparks Street Vocational Study*, approved in 2004, and the *Portage-Wellington Node Study*, approved in 2008.

2.2.6 Rapid Transit Network and Downtown Tunnel



One of the proposed Downtown Ottawa Transit Tunnel Alignment January 2008 (other alignments are also being considered)

Following the approval of the City's Transportation Master Plan (TMP) in 2003, the City embarked on the Environmental Assessment Study of the North-South Corridor Light Rail Transit (commonly known as N-S LRT) project as the City's priority rapid transit initiative. The project included an LRT line extending from the Riverside South community to the University of Ottawa, running at-grade integrated with traffic through the downtown core. On July 11, 2005 City Council approved the N-S LRT EA study. However, on December 14, 2006 the newly elected Council terminated the project.

In 2007, work was started on the update of the TMP for approval in 2008. The intensive analysis carried as part of this exercise indicated that there would be no potential for growth in the downtown for on-street transit

service and that a grade separated tunnel that accommodates part or all transit service is required.

On May 28, 2008 City Council approved the rapid transit network, also known as Option 4, which included an LRT tunnel through the downtown (along with local bus on the surface) and the conversion of the Transitway to LRT between Baseline and Blair Stations. The Downtown Ottawa Transit Tunnel (DOTT) Planning and EA Study commenced in June 2008 and is expected to be complete by early 2010.

3.0 TODAY

This section provides a comprehensive review of the current conditions present within the Escarpment District from both a physical and policy perspective. Gaining an understanding of these conditions - and the impact they have had on the area - is the starting point for analysis of the form of the district and preparing responsive recommendations for how the area should evolve in the future.

Sections include:

3.1 Analysis of the Escarpment District

- land use
- public land ownership
- scale
- open space network
- heritage assets
- serviceable sites
- pathway & trail systems
- road networks
- existing public transit, access & integration

3.2 The Policy Framework

- The Official Plan
- Central Area Secondary Plan
- Cathedral Hill Heritage Conservation District
- City of Ottawa Comprehensive Zoning By-law

3.3 What can be Built Today?

| 1.0
THE STUDY

| 2.0
THE FUTURE

| 3.0
TODAY

| 4.0
THE VISION &
FRAMEWORK

| 5.0
OPEN SPACE
OPPORTUNITIES

| 6.0
DEVELOPMENT
OPPORTUNITIES

| 7.0
MOVING
FORWARD

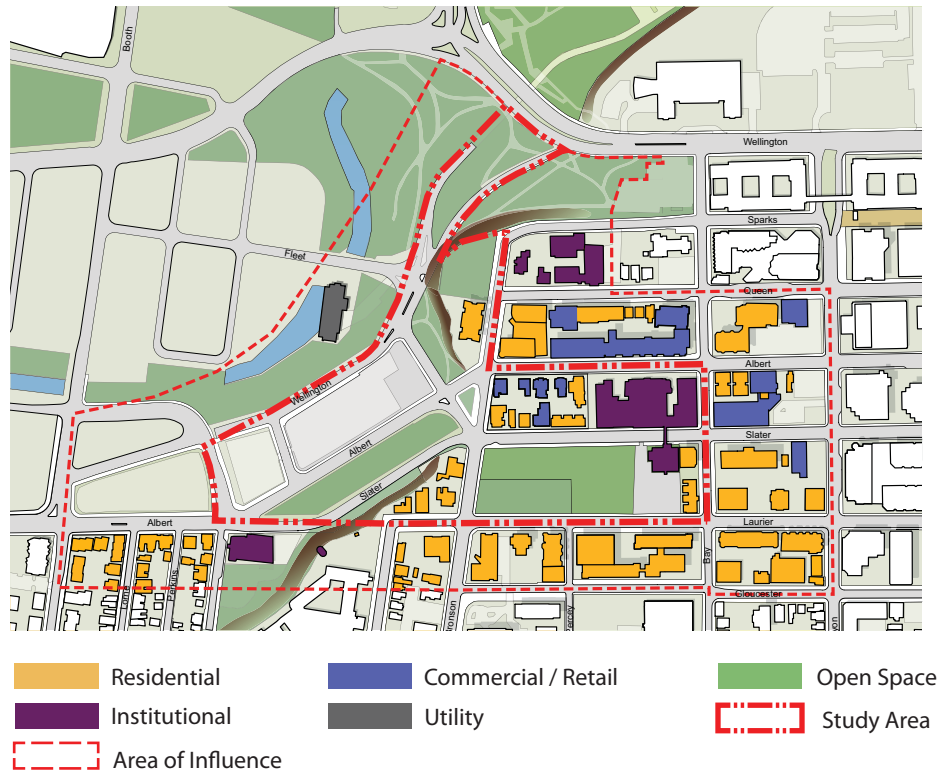
3.1 Analysis of the Escarpment District

To produce a viable long-term development plan for any community, it is important to first understand the physical and policy environments that influence the area. This section provides a snapshot of the study area, highlighting the conditions that help define it. Although these conditions are presented separately, it is these inter-relationships that create and will continue to make the study area a distinct neighbourhood within the city.

The urban form of the Escarpment District is comprised of a series of layers, each supporting unique characteristics. Following is an overview of the Escarpment District's physical components which define both its character and its opportunities as a neighbourhood. Understanding these layers and the urban structure that they create is the starting point for analysis of the physical form of the Escarpment District and preparing responsive recommendations for how the area should evolve.



3.1.1 Land Use



Upper Town is primarily a residential district that supports limited commercial uses. This area is unique as it is one of the few ‘apartment neighbourhoods’ in Downtown, characterized by a series of high-rise buildings ranging from 12 to 23 storeys in height. A small amount of low-rise housing is situated in pockets, many of which are heritage buildings that support commercial uses.

The block bounded by Bronson, Albert, Bay and Queen is representative of the more historic grain and scale of the neighbourhood. Here, late 19th century low-rise housing has been retained and is being used for a range of activities that include a mix of residential, commercial and hotel uses. A small commercial hub is emerging around the intersection of Bay and Albert where restaurants and some retail provide ground related activities. This is the main retail hub serving the area.

South of these is the former Ottawa Technical High School. Opened in 1913, the school is an important landmark for the area. Although the school itself is not fully utilized today, its playing field has become a focus



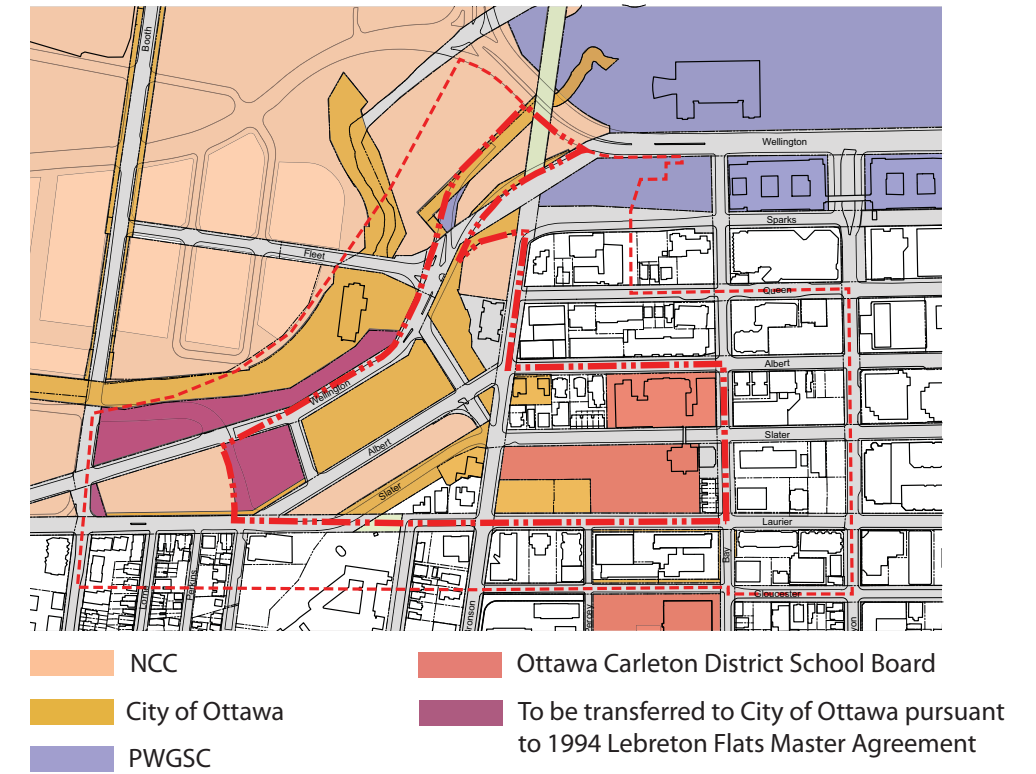
View from residential tower south of the Ottawa Technical High School playing field

for the neighbourhood and provides space for active, passive and many creative activities.

The northern edge of the neighbourhood is defined by the older institutional structures of the Cathedral Hill Heritage Conservation District, home to the Christ Church Cathedral, the rectory and other church related buildings. Within this block, many older houses have been converted to office uses. The southern edge between Gloucester and Laurier is dominated by high-rise, high-density residential towers built in the 1970s. This clustering of towers is unique in the Downtown Ottawa landscape.

In contrast with the Upper Town area, the LeBreton Flats site is at present mainly comprised of undeveloped land and is the last major development opportunity in the Downtown area. Currently the area is undergoing an ambitious and phased redevelopment programme that will result in the creation of a new mixed-use district comprised of mid- and high-rise residential, commercial and office uses. LeBreton Flats will also contain a well-considered open space system of parks, squares and waterways in

3.1.2 Public Land Ownership



very close proximity to downtown and Upper Town.

To the west of Bronson, at the foot of the Escarpment, a series of surface parking lots run south of the canal from what will become South LeBreton Flats.

Within the study area, a significant portion of land is owned by public agencies. These agencies include the City of Ottawa, the National Capital Commission and the Ottawa-Carleton District School Board. This ownership pattern provides exciting opportunities for partnerships and the introduction of a major new public amenity to complement future development.

3.1.3 Scale



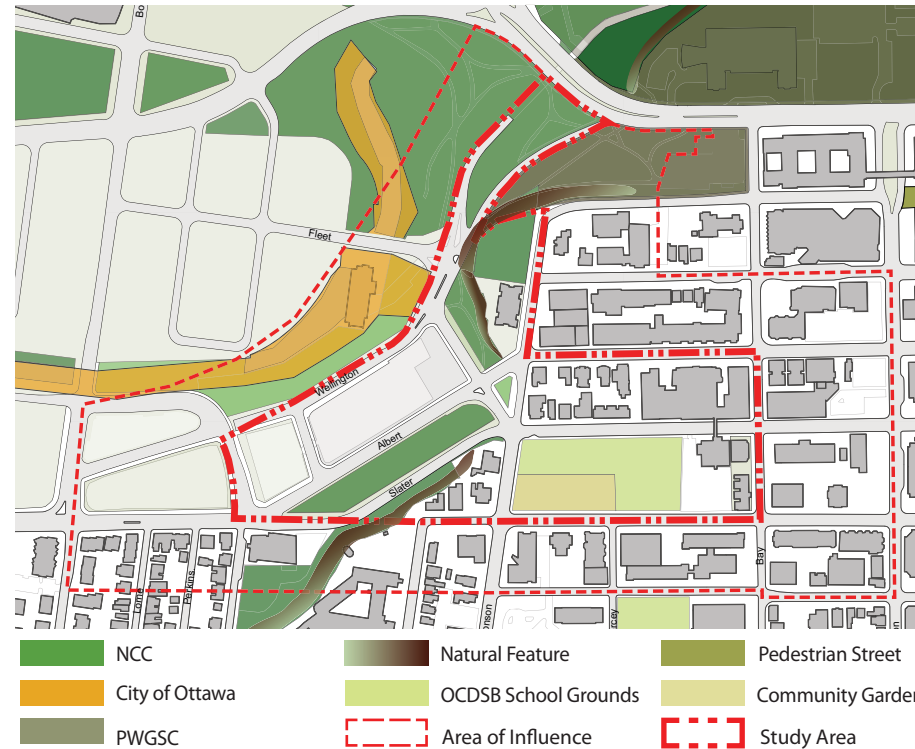
View from residential tower south of the Ottawa Technical High School playing field

Much of the Escarpment District is characterized by large scale “slab styled” apartments and office developments, generally ranging in height from 12 to 23 storeys. These “slab” style buildings are typically built side-by-side, providing minimal space between buildings. In many cases, these buildings have blank walls at street level and support ground floors which are partially sunk below grade. This offers very limited street access and has the cumulative effect of creating a hostile pedestrian environment with little activity, heavy shadowing and strong winds.

At the centre of the neighbourhood, the former Ottawa Technical High School and adjacent two to three storey housing provide a break from the scale of the surrounding slab buildings and offers a more finely grained scale of development. This scale is also found within the Cathedral Hill Heritage Conservation District north of Queen Street.

While the South LeBreton Flats area has yet to be developed, it is planned as a high density mid-rise community interspersed with taller buildings up to 12 storeys. Adjacent neighbourhoods to the south consist primarily of low density housing and townhouse development.

3.1.4 Open Space Network



The City of Ottawa enjoys an extensive network of green spaces. These green spaces typically hug the river and canal corridors, providing the setting for some of Ottawa’s most important buildings and monuments. Many of these important green spaces are under the control of the National Capital Commission.

However, in contrast to these major open spaces, the urban heart of the City, where people live and work, suffers from an under provision of usable park space.

Fortunately, within the study area, the playing field of the former Ottawa Technical High School is utilized as an important community open space. Although not formally recognized by the City as a park, this well-used space coupled with the adjacent City-owned allotment gardens (Nanny Goat Hill Gardens), serves as a focus for neighbourhood activities, including football, soccer, basketball, community movie nights and a renowned graffiti wall (the Tech Wall). Protecting and improving aspects of this amenity is a key objective of this study.



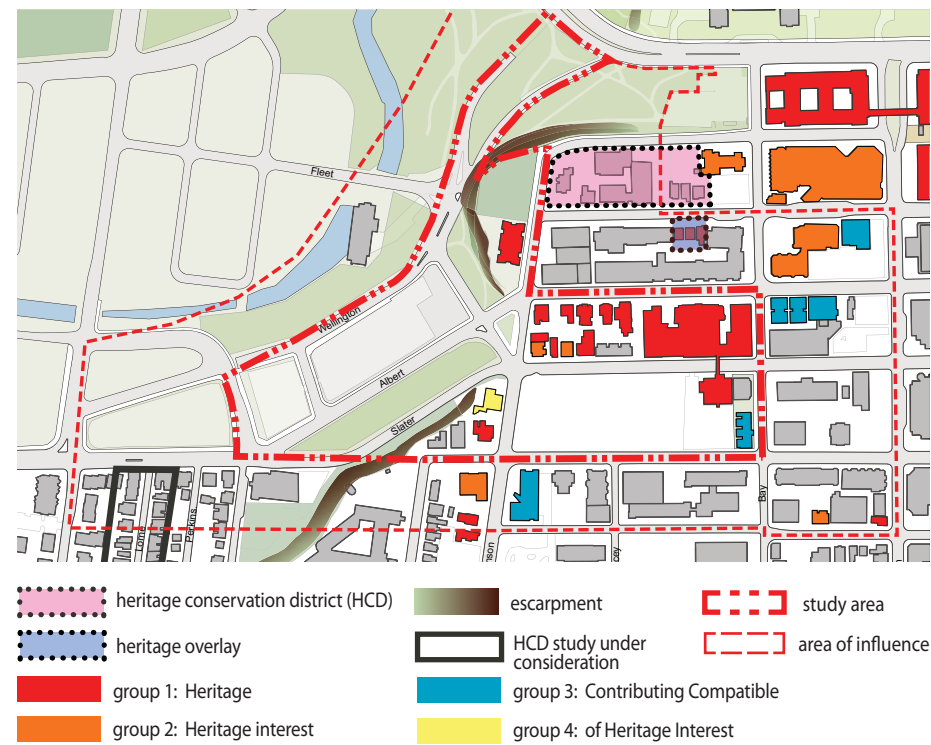
Ottawa Technical High School playing field

Northwest of the recreation field, the Escarpment forms a very unique natural feature of the area. It provides topographic interest and forms a natural gateway into the Downtown from the west. In combination with what are currently a series of fragmented open spaces at its base, this area is one of only three open space connections between the Downtown and the Ottawa River. Preserving this connection while protecting and celebrating the Escarpment is critical.

Any plans for the Escarpment Area must work to enhance the existing parks and open spaces for existing and new residents, Downtown workers and visitors to the Capital.

Appendix III provides an inventory of Ottawa’s main Downtown park spaces.

3.1.5 Heritage Assets



While much of the area has changed over the last 50 years, there are still a number of local and regional heritage assets which need to be considered and protected. These assets include the aqueduct, the Fleet Street Bridge and the pumping station at the foot of the Escarpment as well as a series of designated homes along Albert east of Bronson.

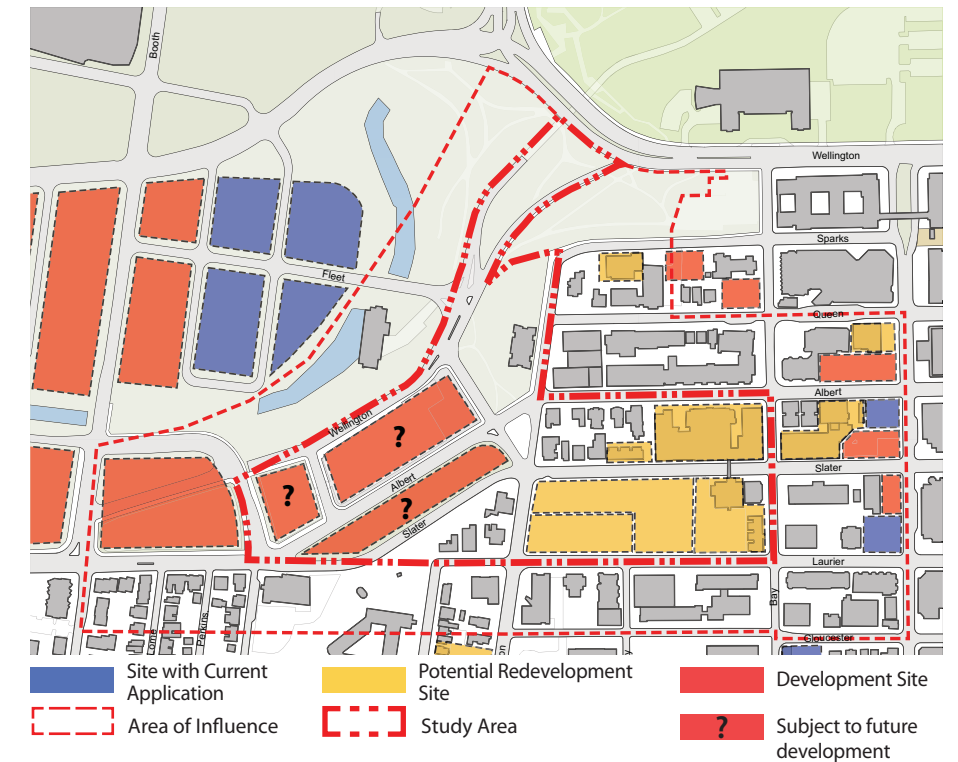
In addition, although not formally designated, several structures within the study area may merit special consideration for their historic qualities. The few houses to the east of Bronson and directly north of Slater help maintain the integrity and historic scale of the block, while the Ottawa Technical High School houses a historic performance theatre of exceptional quality and unique Lower Gymnasium.



Heritage building cluster along Albert Street

Adjacent to the study area, the Cathedral Hill Heritage Conservation District and Queen Street Heritage Overlay preserve a series of older homes now being used as offices and two Churches. To the south of the emerging LeBreton Flats community, Lorne Avenue is currently undergoing designation as a Heritage Conservation District.

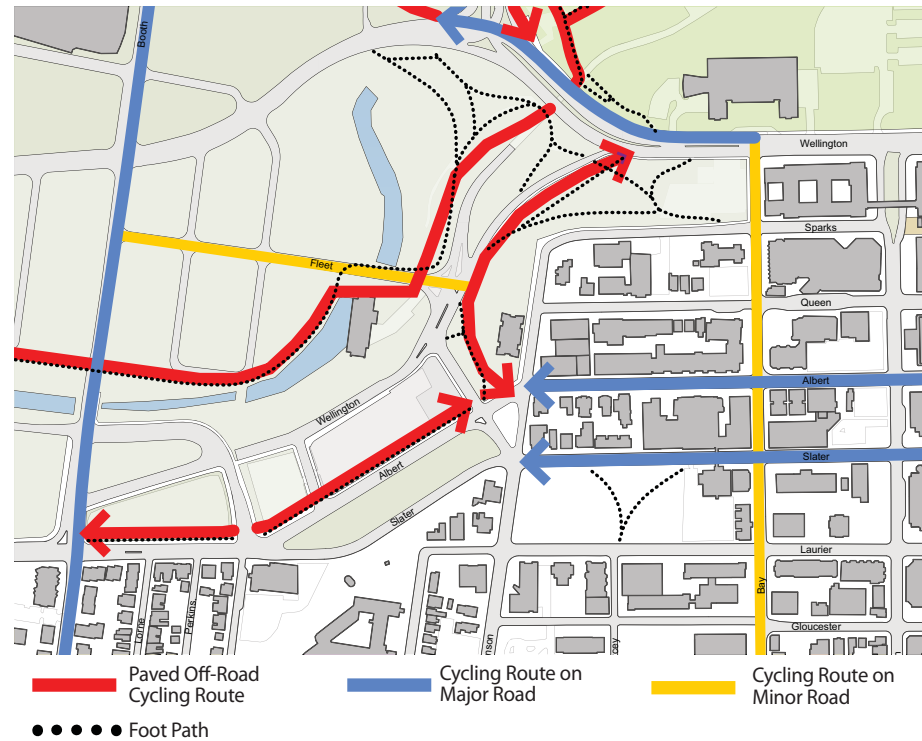
3.1.6 Serviceable Sites



A number of sites are appropriate for redevelopment across the district. Particular attention should be focused on those lands under the control of the Ottawa-Carleton District School Board as well as other City-owned and NCC controlled sites west of Bronson Avenue. At present, some of these sites are ready for redevelopment, while others require removal of buildings.

The parcel north of Slater between Booth and Bronson will be better understood once a final LRT/DOTT alignment is approved.

3.1.7 Pathway & Trail Systems

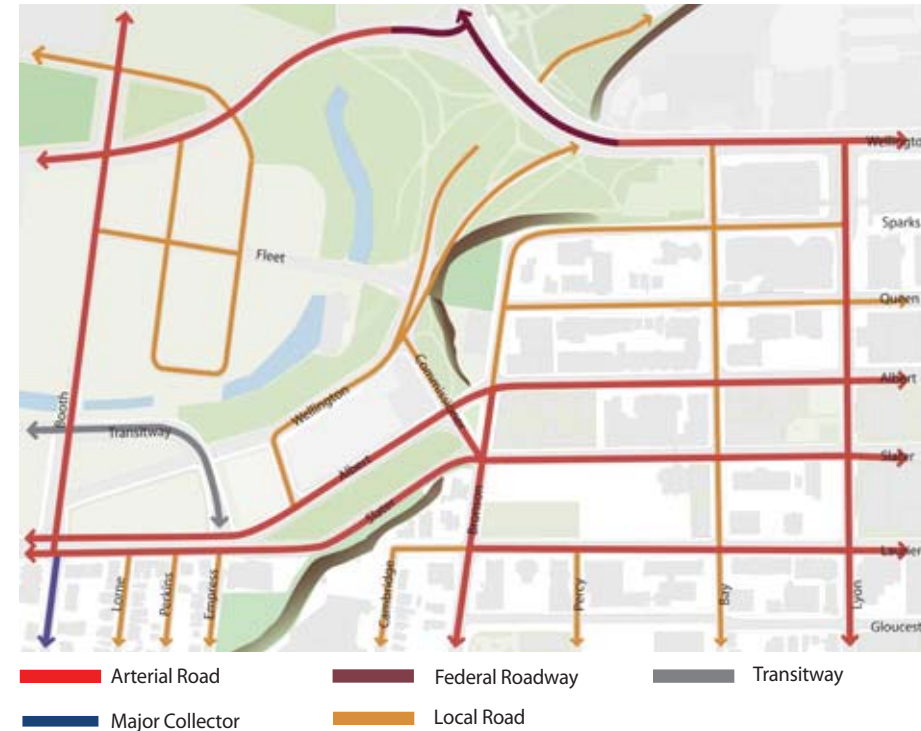


The Escarpment District has the potential for strong connections to both the Ottawa River’s recreational pathway system and the Trans-Canada trail system. It is situated at one of only three connecting points between the Downtown and the Ottawa River and is directly connected across the river into the City of Gatineau via a dedicated pedestrian and cycling route.

While maintaining strong potential for connections to the area’s recreational pathway systems, strong internal connections have been hampered by the difficulty in traversing from the top to the bottom of the Escarpment. Currently pedestrians and cyclists must make their way across several confusing intersections and along busy roads. No direct cycle routes exist and the existing sidewalks are narrow.

To the east, stronger ties to the Parliamentary Precinct, the business core, shopping precincts – such as Sparks Street and Bank Street – and to other amenities such as the Garden of the Provinces are in need of improvement.

3.1.8 Road Networks



The Upper (east) and Lower (west) sectors of the Escarpment District have distinct differences.

The Upper Area is a typical grid system of roads, however, their operation is a mixture of one-way and two-way streets. Two-way streets include Sparks, Queen and Laurier in an east-west direction, and Bronson in a north-south direction. One-way streets include Albert and Slater in an east-west direction, and Bay and Lyon in a north-south direction. The benefit of the one-way system is that it provides more capacity due to reduced intersection conflicts and also offers more flexibility for the use of its lanes (i.e. for transit, turn lanes or parking). Two-way streets have the advantage of better mobility and accessibility when travelling within the area due to fewer operational restrictions.



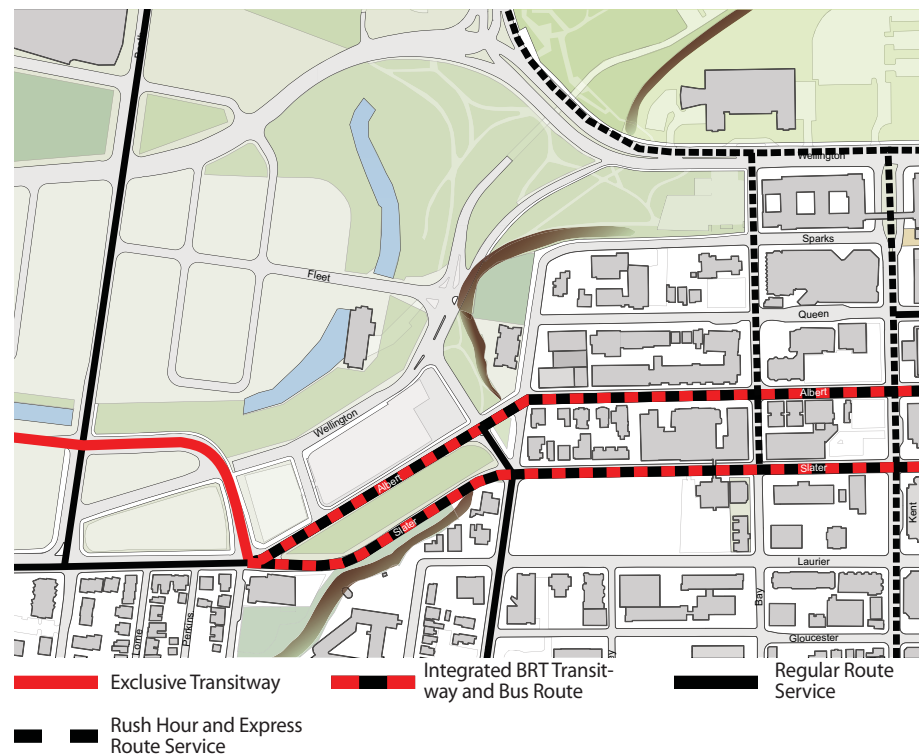
Existing Slater Street bus stop fronting the Ottawa Technical High School playing field

Within the upper sector of the Escarpment District, Albert, Slater, Laurier, Bronson and Kent are the designated arterial roads carrying the majority of traffic volume. All other roads in this sector are designated as local roads carrying lower levels of traffic. With the exception of Wellington Street, there appears to be capacity in the Upper Area to accommodate additional traffic resulting from residential growth.

Appendix IV presents additional details of transportation systems.

The lower portion of the Escarpment District is impacted by the Escarpment, a water course, a rapid transit corridor and an open space corridor. Accordingly, its road network is not typical. The area is dominated by transportation links including: the Albert/Slater one-way pair which join east of Bronson to become two-way Albert Street; Booth Street, which is an interprovincial road link adjacent to the area’s west boundary; and the Transitway corridor which is predominantly a “cut” through LeBreton Flats, but rises up to grade within the subject lower section of the Escarpment District.

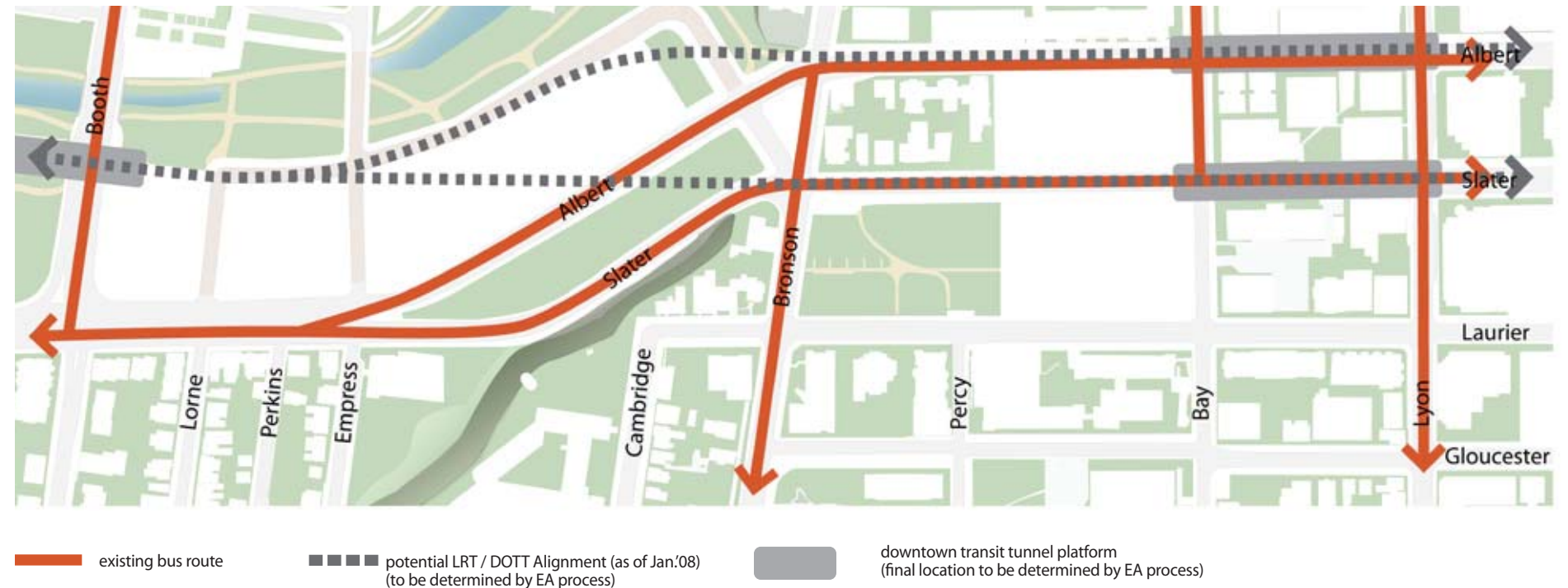
3.1.9 Existing Public Transit, Access & Integration



Regardless of the longer-term transit solution for the Downtown area, responsive station integration and design and safety of pedestrian access are guiding principles.

For the Downtown tunnel, the location of the LRT stations will be determined through the Downtown Ottawa Transit Tunnel (DOTT) Planning and EA study. Consequently, the route of the tunnel and its positioning and design will impact upon the configuration and development potential of the Escarpment District.

The Escarpment Plan must ensure that the district continues to be well connected through its road networks, open space systems and pedestrian linkages and must take advantage of opportunities provided by the Downtown core, the national open space & waterway systems and local neighbourhoods to the west and south.



Of note, the on-going 2008 TMP Update will identify and recommend an implementation plan for the transit and road infrastructure including phasing/staging in the Fall 2008. Until such time in the future that the Transitway section between Baseline and Blair Stations is converted to LRT, a BRT service (albeit somewhat reduced frequency) can be expected to operate on the Albert/Slater corridor.

The areas of greatest consequence are:

Bronson Avenue / Escarpment Edge:

In this area, it is critical that pedestrian connections between LeBreton and the Escarpment District be preserved and enhanced.

North of Albert/Slater and the Canal Edge:

The areas north of Albert/Slater between Booth and Bronson and the LeBreton South area will be better understood when the DOTT Planning and EA study is completed in early 2010. It should be noted that for the area of LeBreton South, there are significant new development opportunities. 'Air rights' development above the LRT corridor adjacent to the aqueduct should be preserved.

It is also critical that the connection between LeBreton and the new development be seamless. The location of the DOTT portal, west of Booth (ideally at Bayview, and the covering of the DOTT alignment in front of the new development would help meet this objective.

3.2 The Policy Framework

3.2.1 The Official Plan

This Plan sets a policy framework for managing growth in ways that will reinforce the qualities of the city that are most valued by residents: its distinctly liveable communities; its green and open character; and, the landmarks and landforms that distinguish Ottawa from all other places. The Official Plan is not a tool to limit growth but rather to anticipate change, manage it and maintain options.

(Section 1.1, The Official Plan)

The Official Plan for Ottawa provides a vision for future growth of the City and a policy framework to guide its physical development over the next 15 years. This Plan, approved in 2003 and now nearing its five year review, was the first to be developed for the amalgamated City of Ottawa and successfully brought together 11 urban and rural municipalities and one regional government into a single government structure. It should be noted that the Official Plan is unique in that for the first time it is considered to be a “design-oriented strategy”, which places a greater emphasis on quality design and place making.

Through the policies presented in the Official Plan, the City of Ottawa will plan its future by pursuing strategic directions in four key areas:

- i. Managing Growth
- ii. Providing Infrastructure
- iii. Maintaining Environmental Integrity
- iv. Creating Livable Communities

Proposals presented in this study support each of these four areas through the creation of an intensified residential destination built around a public transport interchange and offering new green spaces, stronger road and pedestrian networks, public transport alternatives and the highest quality public realm and built form.

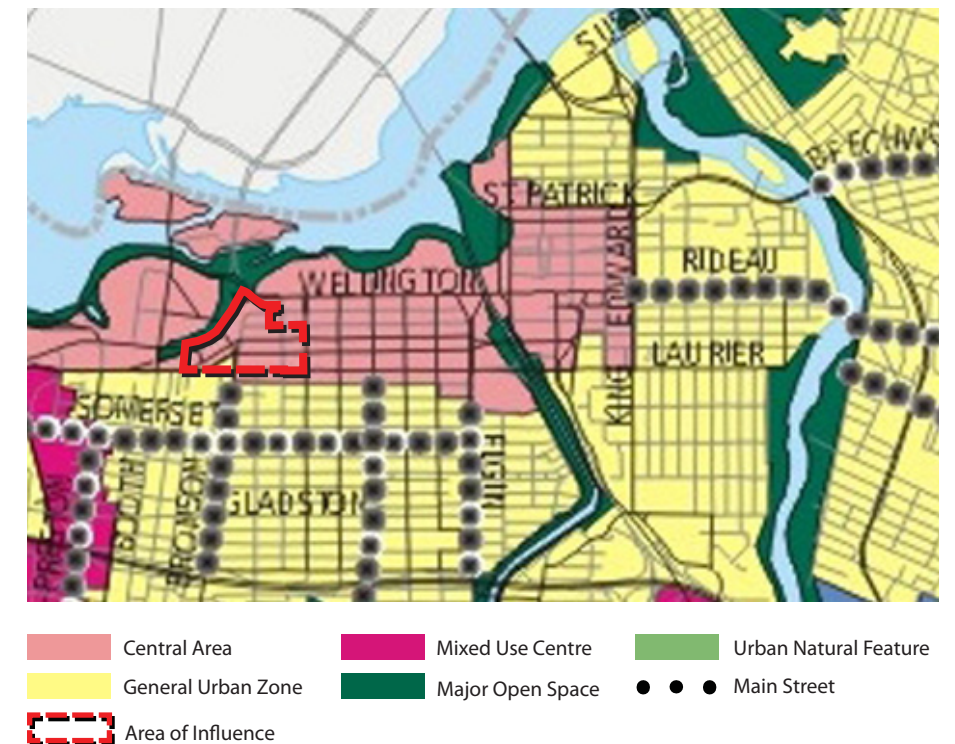
Within the Official Plan, the Escarpment District forms part of a larger area designated as the “Central Area”. The Central Area is made up of a number of sub-areas stretching from the Ottawa River south to Gloucester Street and from LeBreton east to King Edward Avenue.

Key policies presented in the Official Plan for the Central Area (Section 3.6.6) and supported by this study include:

- The Central Area will be the economic and cultural heart of the City.
- The Central Area will be promoted as a vital and active destination with mixed-use developments encouraged.
- The City will enhance the appearance and livability of the Central Area.
- The City will encourage new infill residential development across the Central Area, but also protect established neighbourhoods in and near the Central Area.
- The City will improve and enhance the pedestrian environment of the Central Area.
- The City will give priority to walking, cycling and public transit.
- The City will work with the NCC and other stakeholders to provide streets, open spaces and public amenity areas, including improved access to the River.

It is essential that any proposal put forward through this study is able to operate effectively within Ottawa’s existing and emerging planning framework, namely supporting the policies of the City’s Official Plan and Comprehensive Zoning By-law (refer to section 3.2.4).

Detail of ‘Schedule B - Urban Policy Plan’ from the City of Ottawa’s Official Plan



3.2.2 Central Area Secondary Plan

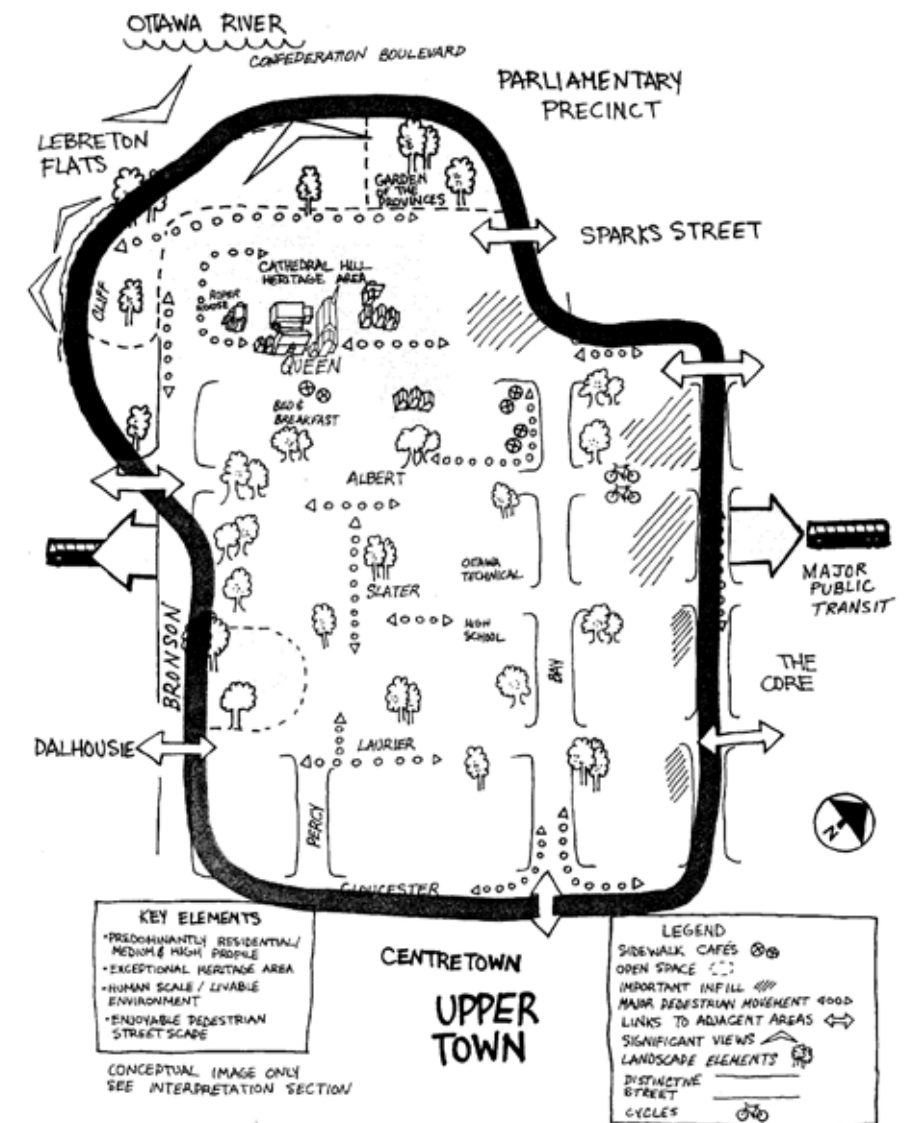
The City’s Vision for Upper Town (within which the Escarpment Area is located), as presented in the Secondary Plan for the Central Area (Section 1.10.1), is as follows:

“Upper Town will contribute significantly to the vitality of the Central Area and especially the Core, as an attractive, liveable urban residential neighbourhood which focuses on a unique heritage district and enjoyable pedestrian environment.”

The Escarpment Area District Plan brings forward this Vision through its sensitive integration of new residential development, preservation of key physical and natural heritage assets, creation of important new community amenities – such as the park and stronger green connections to the River and LeBreton – and the development of a safer, more pleasant pedestrian experience through streetscape improvements, accommodation of active uses at grade and new mixed-use developments anchored by a significant residential component.

More specifically, some of the policy directions which have been embedded in the Upper Town Secondary Plan (Section 1.10) and are fully supported by this study include:

- Upper Town will be an attractive, liveable **urban residential neighbourhood** that contributes to the vitality of the Core and the Central Area as a whole.
- The architectural integrity and cultural identity of Cathedral Hill will be **protected** and enhanced.
- South of Cathedral Hill will be predominantly medium and **high profile development** with sensitively designed new buildings.
- The block containing the Ottawa Technical High School will contain public and **significant infill residential uses as well as open spaces** to serve as a focus for the southern part of Upper Town.
- Investigation of the creation of a **destination park** overlooking LeBreton Flats.
- A **connected pathway system** will link Cathedral Hill, Garden of the Provinces, Sparks Street, LeBreton Flats, the Core and the open spaces of Upper Town.
- Creation of a **pedestrian connection** between the cliff and the base of the Escarpment.
- In partnership with the NCC, the City will pursue **development of Escarpment Park** to bridge the upper and lower areas and provide a direct link to the LeBreton Flats area.



Conceptual Plan of Upper Town from Central Area Secondary Plan

3.2.3 Cathedral Hill Heritage Conservation District

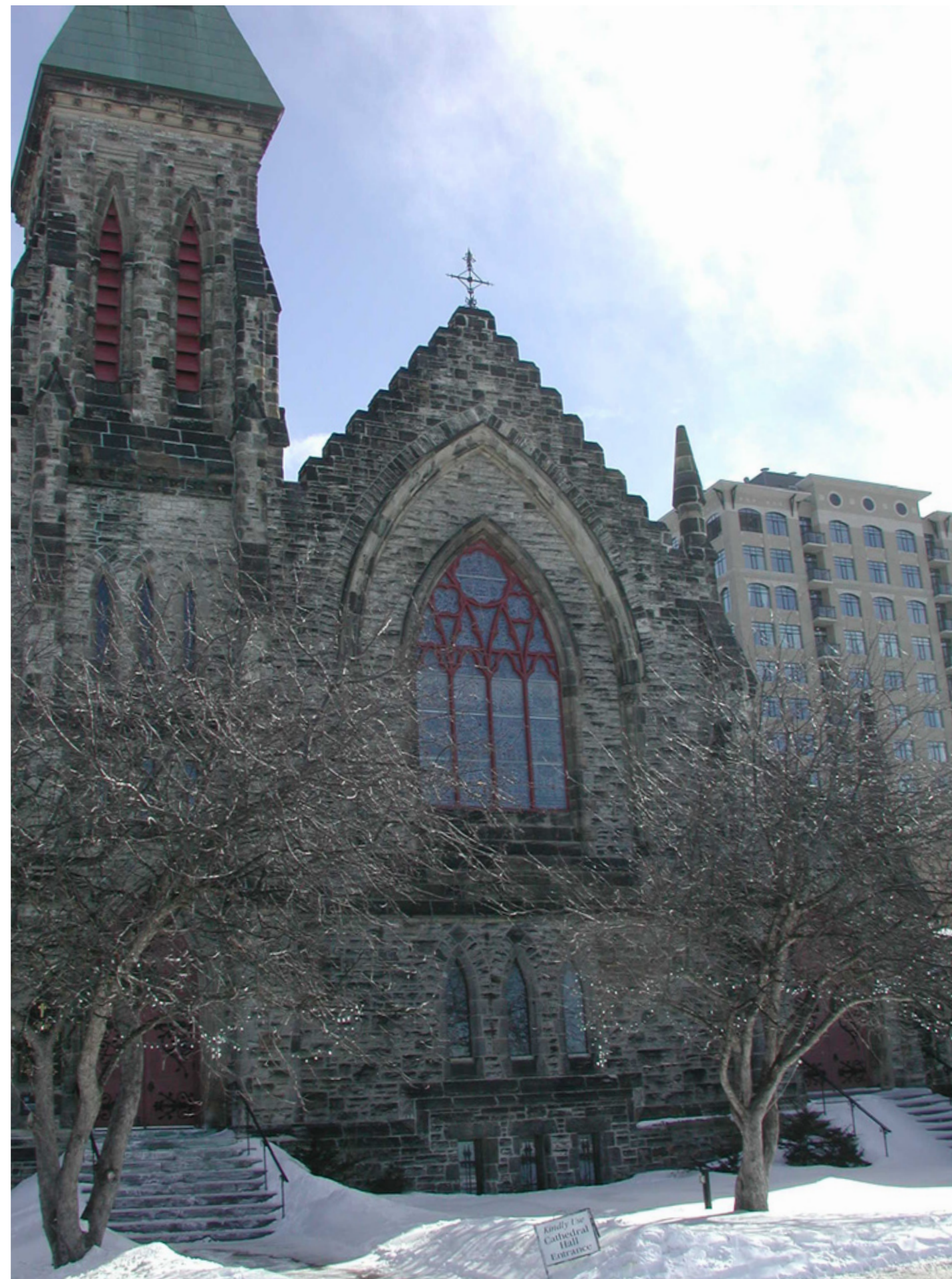
The Cathedral Hill Conservation District is located immediately outside the core study area, and is bounded by Sparks Street, Bronson Avenue, Queen Street and Bay Street. This is a complicated parcel that requires special attention beyond the scope of this study.

Due to the urban context within which this block is located - as well as a series of earlier development precedents - there are potential development opportunities within this unusual and important piece of the city. However, due to the present zoning and heritage designation, current opportunities for redevelopment are limited at this time. Additional detailed heritage studies are required to fully understand the parcel's development capacity.

As presented in the Secondary Plan for the Central Area, the Cathedral Hill Heritage Conservation District is to remain at a predominantly low-to-medium profile. The intent for this block is to create *"a unique transitional entry to Upper Town and the Core. The architectural integrity and cultural identity of this significant historic grouping of buildings will be protected and enhanced. The imposing Roper House, for example, an Ottawa landmark, will be visible above the prominent historic limestone cliff from gateways in LeBreton Flats, and from Confederation Boulevard. Pedestrians walking along the western part of Sparks Street will be drawn to the special heritage character of this area, as well as to the panoramic views of LeBreton Flats, the Ottawa River, and Hull from an aesthetically landscaped pedestrian amenity area which interprets Ottawa's early geologic history from atop the limestone cliff."* (Section 1.10.1)

Nevertheless, beyond current policies and zoning, it should be recognized that modern operating realities of the existing institutional use - coinciding with their need to generate income for their own programmes - indicates that current standards should be reviewed to allow greater flexibility. This review would need to occur in consultation with existing land owners and should result in the creation of a block specific strategy. However, as this area falls outside the Core Study Area, this undertaking will need to be completed as a separate exercise.

As Cathedral Hill is a designated heritage district, any more immediate alterations and/or public improvements within this area must be undertaken in a manner that is sensitive and complementary to the area's special heritage character.



Christ Church Cathedral, the Cathedral Hill Heritage Conservation District, Ottawa

3.2.4 City of Ottawa Comprehensive Zoning By-law

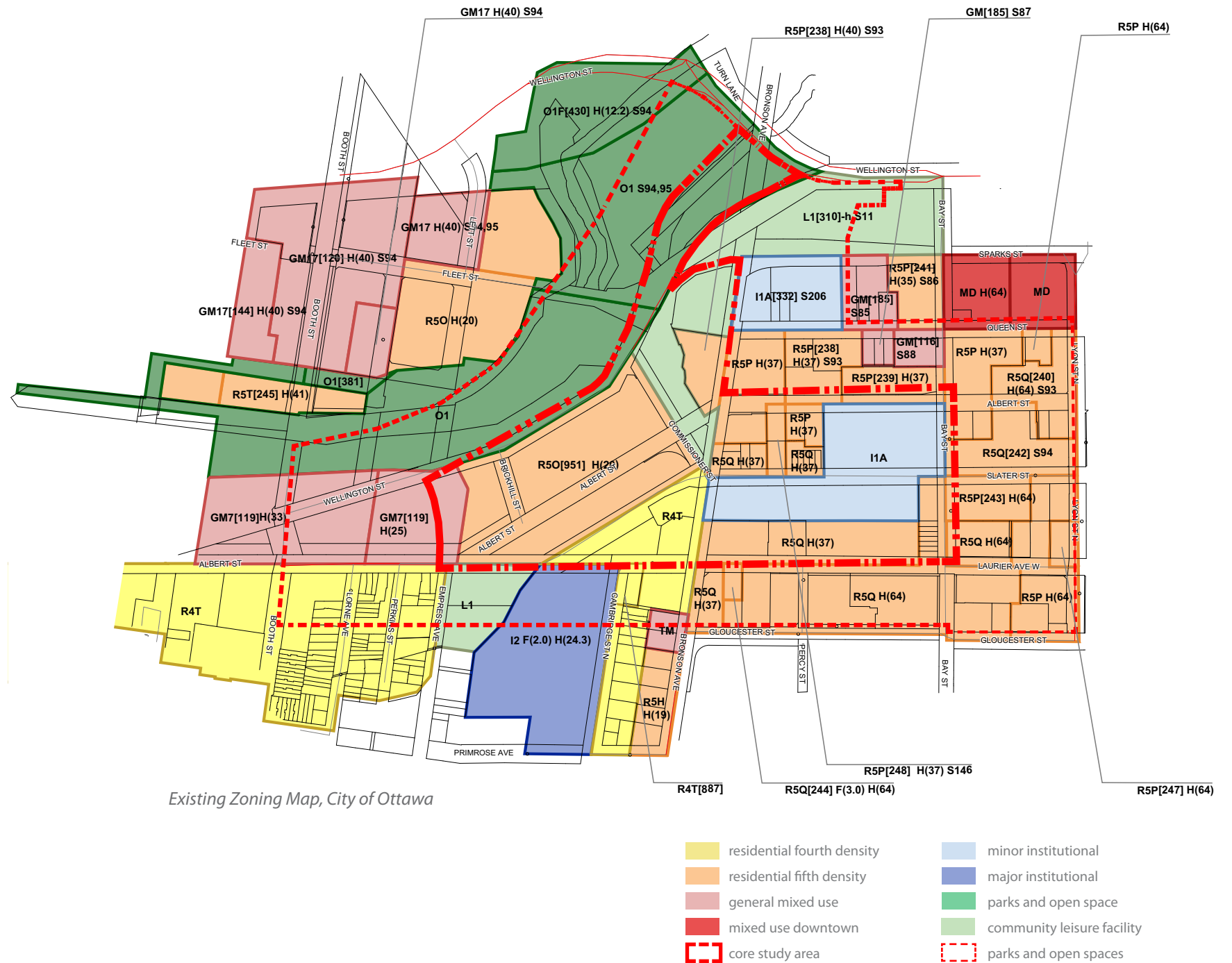
Zoning

The main tool used to translate Official Plan and Secondary Plan policies into consistent decisions and 'on the ground' actions is the Zoning By-law. While an Official Plan sets out the municipality's general policies for future land use, zoning by-laws put the plan into effect and provide for its day-to-day administration. The Zoning By-law sets out controls for the permitted uses and type of development by setting specific requirements that developments must follow. These standards include how land may be used, the types of buildings that are permitted and how they may be used, building heights, parking requirements, setbacks from the street, lot sizes and so forth.

The zoning from the new Comprehensive Zoning By-Law 2008-250, approved by Council on June 25, 2008, for the Escarpment District study area is presented to the right. Permitted uses have been colour coded and clearly highlight the dominance of residential uses as part of the "Residential Fifth Density Zone" designation. In the heart of the district is the Ottawa Technical High School site and its associated playing field. These uses are designated as a "Minor Institutional Zone". The escarpment edge is zoned as a mix of "Parks and Open Space Zone" and "Community Leisure Facility Zone"

As indicated by the "H" symbols on the zoning map, permitted building heights in the core study area range from 14.5 metres to 64.0 metres. The typical as-of-right height allowance across the majority of the site is 37.0 metres.

On October 23, 2008, the Ontario Municipal Board approved the unappealed sections of the new Comprehensive Zoning By-law.



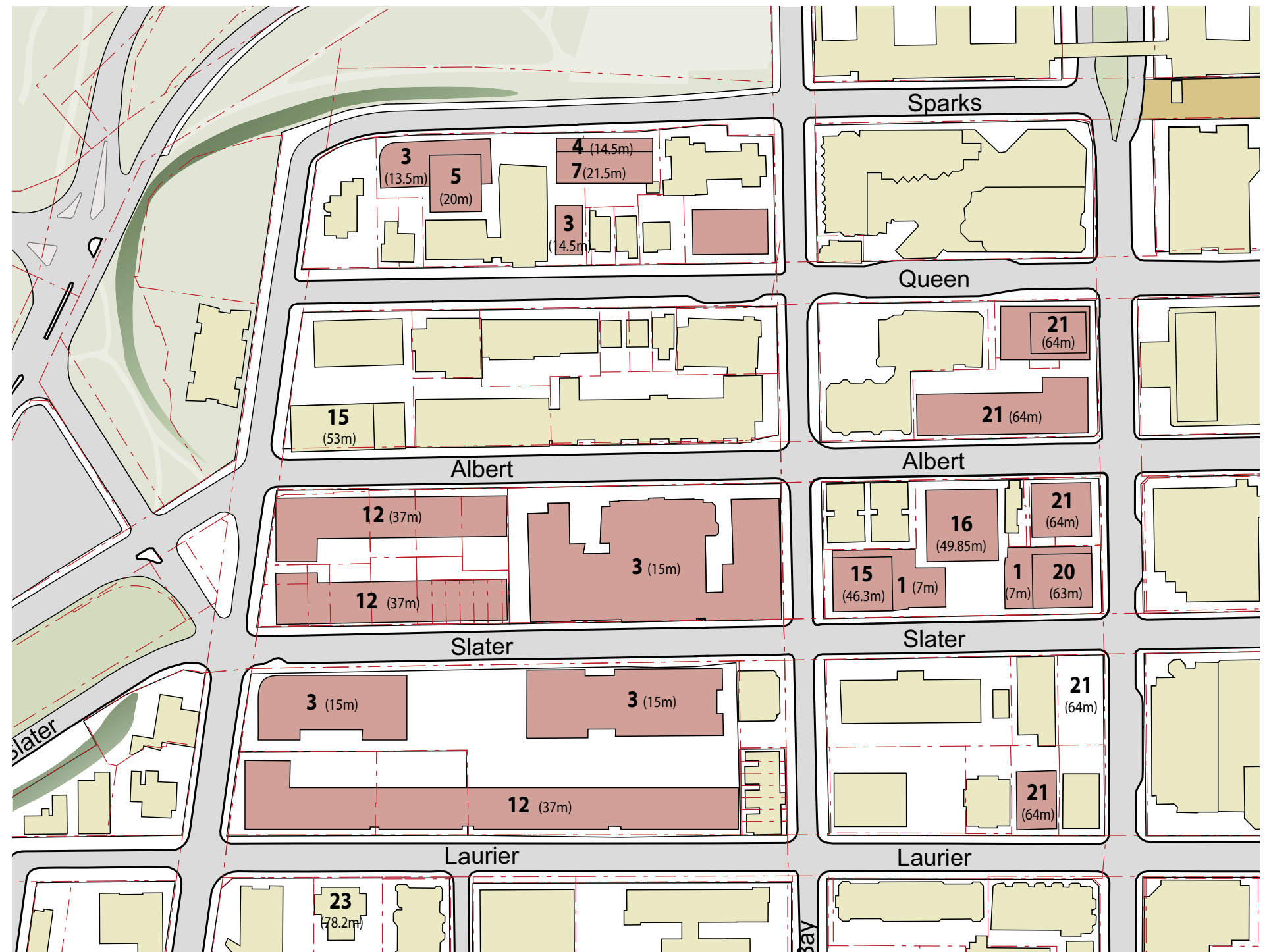
3.3 What Can Be Built Today?

As referred to previously, the City currently has in place a Zoning By-law that permits “as of right” development. It identifies permitted uses, building envelopes and setbacks, approved heights, maximum densities as well as the general scale and form of development. Developers are allowed to build what they wish and develop their lands without having to go through a zoning by-law amendment process as long as they comply with the outlined criteria and obtain Site Plan Control Approval.

The images and diagrams below illustrate what currently exists and what is currently permitted as of right for the Escarpment District Area. The numbers presented in bold indicate approximate number of storeys allowed as of right.

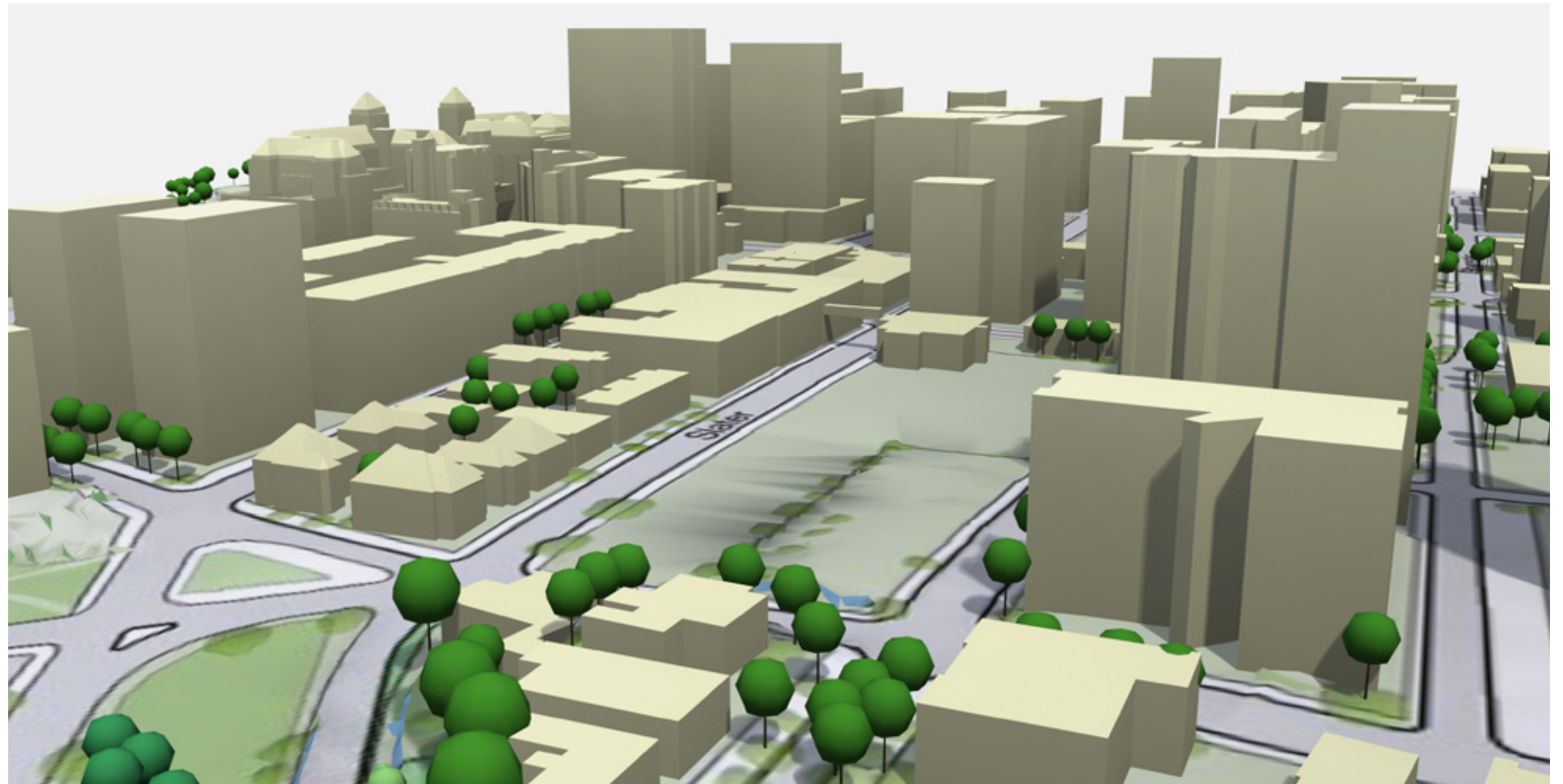


Cooper Street in Ottawa shows an example of what can be built today

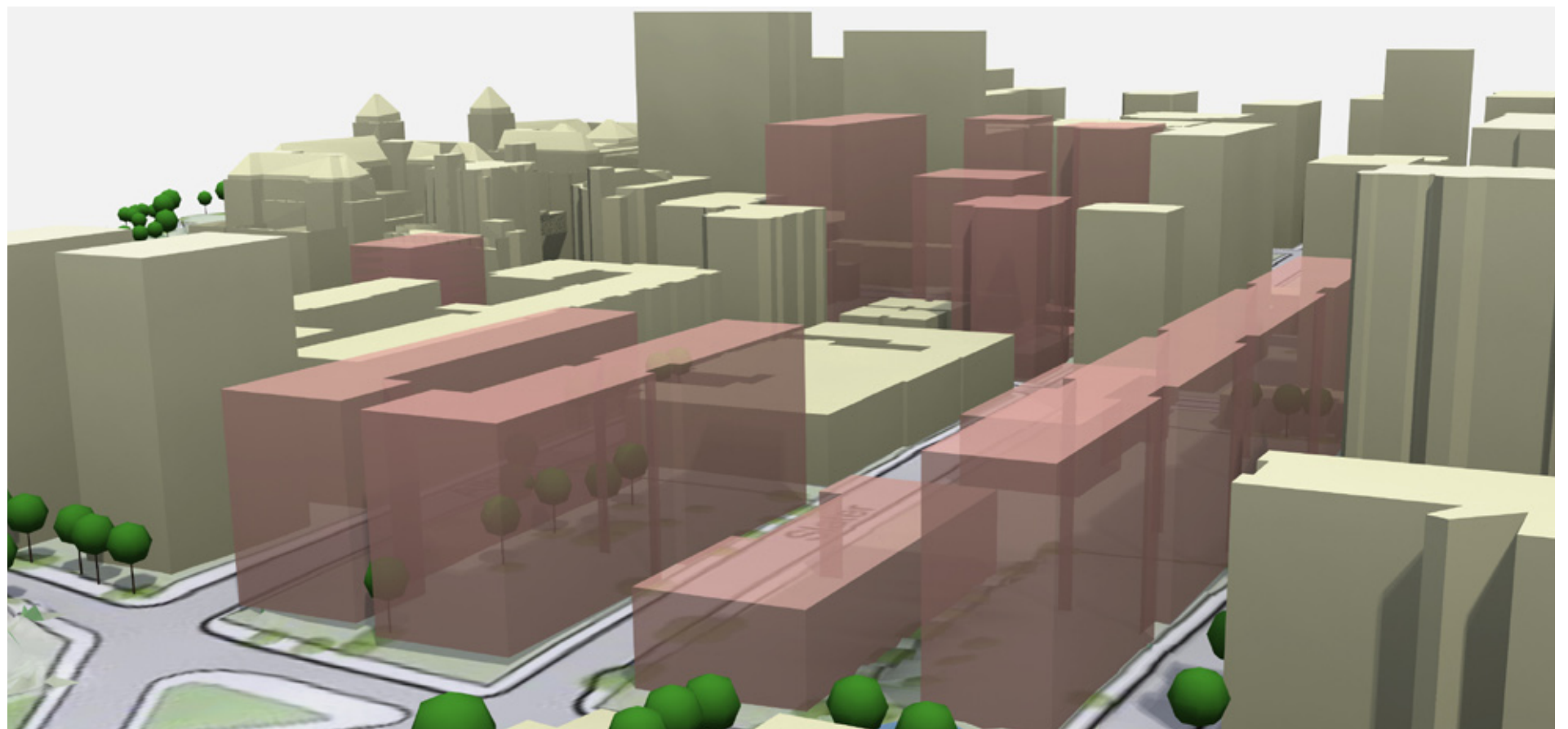


Existing allowable heights

Today -
current built form
& open space
conditions



Today -
current permitted
zoning allowances



existing building 

allowable built form under current zoning 



View looking East from LeBreton Flats towards Downtown

4.0 THE VISION & FRAMEWORK

This section presents the Vision for the Escarpment District. A series of development and planning principles are identified to reinforce the Vision and underpin future development across the area. To move the Vision forward, this section also introduces a series of recommended interventions - or “big moves” - that, once implemented, will make the Vision for the Escarpment Area a reality.

The Vision for the area is positioned within a structural framework comprised of a series of inter-related urban systems, including land uses, circulation and movement, open spaces, utilities and built form. This framework sets the parameters for future change within the Escarpment District. The final section of the Chapter identifies where change is likely to occur across the Escarpment District on a block by block basis. This sets the foundation for the detailed proposals presented in the following chapters (Chapters 5 and 6).

Sections include:

4.1 *The Vision*

4.2 *The Principles*

4.3 *The Framework*

4.3.1 *Structuring Systems*

- *Land Use*
- *Open Space Structure*
- *Movement & Circulation*
- *Utilities*

4.3.2 *Approach to Built Form*

4.4 *Where Change May Occur*

| 1.0
THE STUDY

| 2.0
THE FUTURE

| 3.0
TODAY

| 4.0
THE VISION &
FRAMEWORK

| 5.0
OPEN SPACE
OPPORTUNITIES

| 6.0
DEVELOPMENT
OPPORTUNITIES

| 7.0
MOVING
FORWARD

|

4.1 The Vision

Over the next 15 years the Escarpment District will be transformed into one of the most desirable neighbourhoods in Ottawa. It will be recognized as an active, diverse and attractive Downtown community and celebrated for its natural features, the quality and character of its open spaces, public realm and new buildings. At its heart, a new Upper Town Commons will act as a neighbourhood focus and will support a range of formal and informal activities. New high quality developments and an enhanced green network will bridge the gap between the emerging community of LeBreton, the Escarpment District and the Downtown core.

Residents of the Escarpment District will continue to benefit from the amenities afforded by living in such an urban setting – including easy access to Ottawa’s diverse cultural facilities, close proximity to the business core and Ottawa’s best shopping and leisure offer.

The Escarpment Area District Plan articulates a contemporary and inspiring entry statement for the Downtown core of Ottawa. It positions this area for future opportunities by creating a strong framework for the introduction of new development and park spaces, allowing the Escarpment District to be more integrated with the Downtown, LeBreton, national open space and waterway systems.

At the top of the Escarpment, striking new residential developments will seamlessly integrate with existing towers to frame a **major new community park – Upper Town Commons**. This park space will provide much needed green space and act as a formal stage for a spectrum of community-based activities for the enjoyment of local residents and visitors. This green space will be fully connected to the NCC’s wider open space network, allowing users to move easily between their high-rise urban neighbourhood, the Ottawa River and the Chaudière Islands.

A diversity of residents will be accommodated across **a range of housing types and tenures**, supporting all levels of affordability and amenity. The high rise character of the area will contribute towards the creation of an **exciting and varied skyline** for the Nation’s Capital. Taller buildings will be carefully positioned to allow for the greatest sunlight permeability and sky views as possible.

In harmony with existing developments, new buildings will be supported by a **high quality public realm and streetscape**. Street life will bring activity and vitality to Ottawa’s downtown and help transform the area’s blank walls and harsh pedestrian environment into a pleasant realm with new opportunities for local shopping and dining.

The mix of **natural landscapes** and **high density urban developments** will continue to create contrasting city experiences. To soften the district’s urban character, facilitate movement between the upper and lower Escarpment areas and integrate the federal and civic realms, **green connections** will be drawn into the heart of the community. New and enhanced parks will act as green stepping stones between the top and bottom of the Escarpment.

At the base of the Escarpment, the **reinvigorated park area** will give way to the waters of the historic aqueduct and beyond into the new LeBreton community. **New waterside development** to the south of the aqueduct will transition down in scale to meet the heritage streets south of Wellington Street.

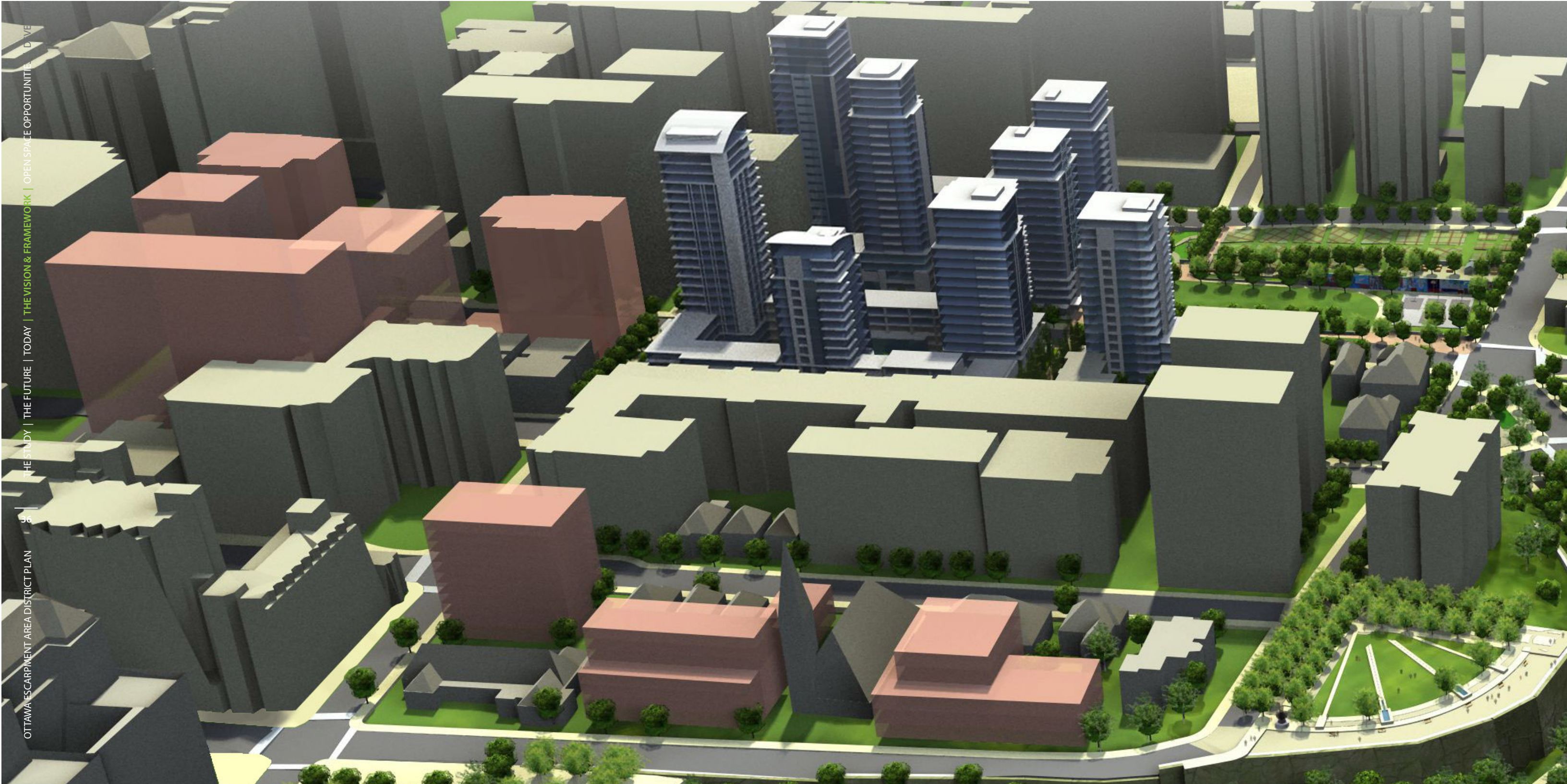
The Escarpment District will be celebrated across Ottawa as one of the most **sought after addresses for downtown living** – offering unrivaled views over the city and the river, easy access to the core, plentiful green spaces and the best in quality new development.



4.2 The Principles

In support of the long-term Vision, the following ten development and planning principles have been developed to help guide decision making within the district:

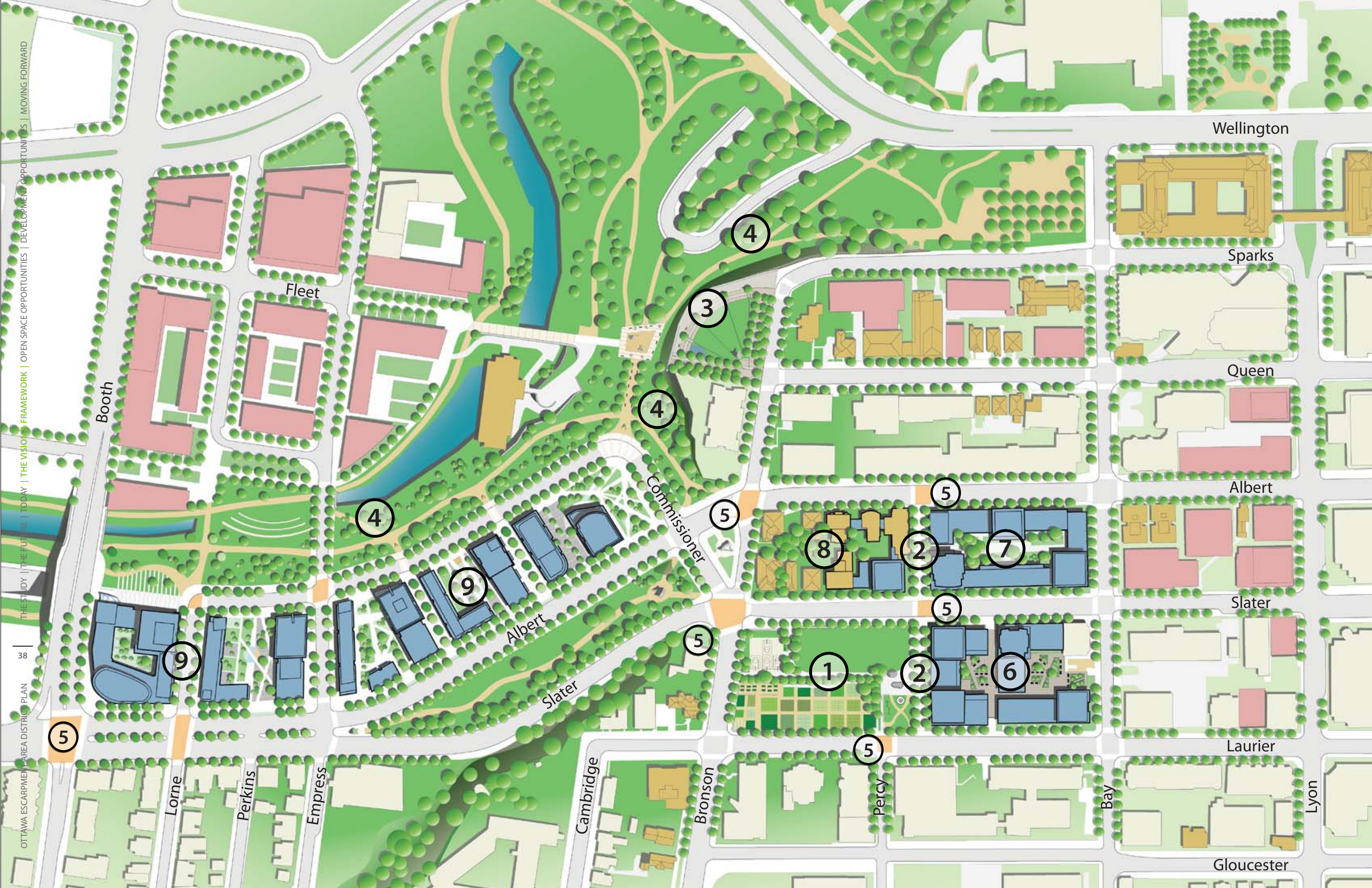
- i. The Escarpment District will be a safe, attractive and comfortable place to live, work, visit and play.
- ii. Unique attributes of the area, including unparalleled views, dramatic topography and landscapes, built heritage, and key connections between the Federal Realm and the Civic Realm will be protected.
- iii. The Escarpment District will contain a variety of uses that support the needs of local residents and visitors to the area.



- iv. While recognizing the high density character of the area, new development will be of high quality, create a comfortable pedestrian environment and will integrate harmoniously with existing development.
- v. Streets will provide a balance between the need for moving vehicles, cyclists and people.
- vi. The quality and design of the public realm will create desirable settings for new investment and new development.

- vii. Open spaces will be designed to support the needs of the surrounding communities and the city at large.
- viii. The Escarpment District, through its public realm and development pattern, will ensure that the LeBreton community is well connected to the downtown.
- ix. Public transportation should support both the density and functions of the community.
- x. New developments and open spaces must embrace the challenges of designing for a Winter city. Design must be adaptable for all seasons.





5

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8

2

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7

1

2

6

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5

Wellington

Sparks

Queen

Albert

Slater

Laurier

Gloucester

Booth

Fleet

Commissioner

Albert

Slater

Cambridge

Bronson

Percy

Bay

Lyon

4.3 The Framework

Introducing the Big Moves & Structuring Systems

The Framework Plan, presented to the left, identifies 9 key opportunities - or Big Moves - that, once completed, will make the Vision for the Escarpment District Area a reality. The opportunities, marked 1 to 9 on the plan, are a mix of open space and physical development proposals. Each is explained in more detail in Chapters 5 and 6.

Open Space Opportunities

- new upper town commons 1
- north/south pedestrian mews 2
- bronson park improvements 3
- escarpment park 4
- key intersection + streetscape improvements 5




Development Opportunities

- ottawa-carleton district school board south parcel 6
- ottawa-carleton district school board north parcel 7
- heritage parcel intensification strategies 8
- south lebreton development framework 9

In addition to the priority opportunities, a series of more general urban systems comprise the framework. These systems break the framework down into more specific components, such as circulation, the public realm, open space networks, land uses and activity, and so forth. These urban systems exist in every neighbourhood and act as the over arching organizational layers that work to direct the location and form of buildings, the function and scale of open spaces and ease of access and movement for people and cars.

The following structuring systems are presented within this chapter:

- land use
- open space structure
- movement & circulation
- utilities
- approach to built form

-  new development options
-  as-of-right development
-  building with heritage value

4.3.1 Structuring Systems

Land Use

To successfully accommodate new uses, the challenge is to create an environment that is more integrated with existing uses, works to protect current strengths and creates new opportunities for development.

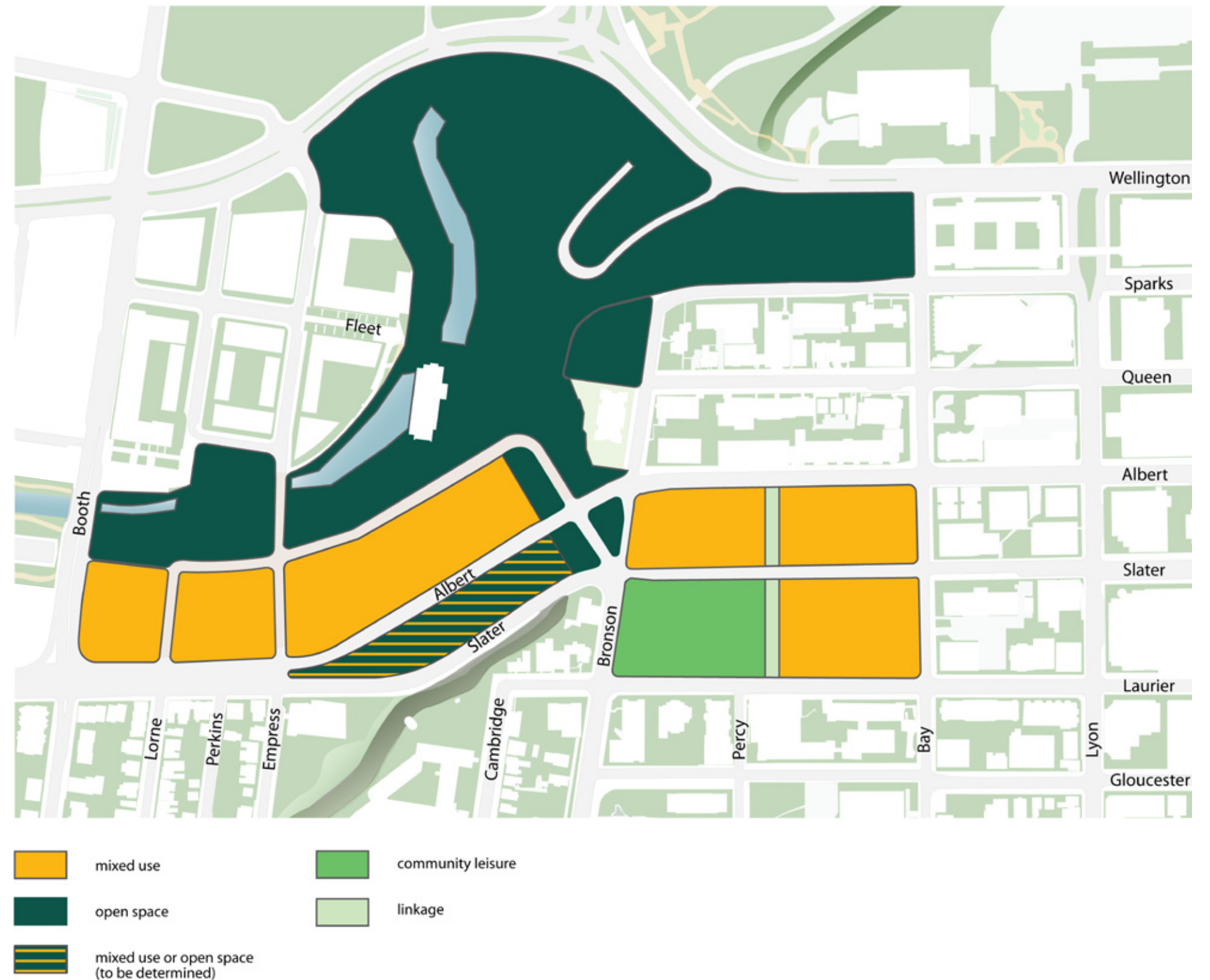
The Escarpment Area District Plan presents a major opportunity for the delivery of a cohesive, high quality, higher-density urban quarter with significant levels of new residential and supportive commercial uses. To grow in the most sustainable way possible, this study fully supports residential intensification at key public transport interchanges across both the LeBreton Flats area and the Upper Town area of Downtown Ottawa.

In higher traffic zones, such as Bay at Queen, some additional street level retail and commercial uses are encouraged to provide a suitable mix of activities and opportunities. A mix of ground related retail or other commercial uses within this area will contribute to the emerging cluster of ground related activity in the area and provide valuable local services. These have been accommodated through a mixed-use land designation.

Closest to the Downtown edge, an opportunity exists to include a dedicated office component along Bay Street. This inclusion would help the City to capitalize on the increasing demand for quality new office provision in the core and help to stimulate both job creation and local employment opportunities.

The land use proposals for the South LeBreton area remains unchanged as presented in the City's Official Plan with a mix of residential and commercial uses.

The colours on the plan are a graphic illustration of the diversity of activity which is envisaged in the Escarpment Area. The diversity of new uses proposed in the study area include housing, employment, open space, community, recreation and local shopping - potentially including a new food store. The variety of new uses reflects the demands of the new economy and will create new markets for Ottawa that will allow the Escarpment Area to accommodate the Vision presented as an active, diverse and attractive Downtown community.



Open Space Structure

The open space system identifies existing parks and open spaces, as well as a number of proposed new and improved open spaces.

The open space network of the Escarpment District is comprised of a series of green spaces that provide a diversity of settings for activity, recreation and amenity for existing and new residents, as well as visitors to the area.

The Framework Plan to the right highlights the inter-linked nature of the open spaces. The variety of spaces - both existing and proposed - work together to create a very green backdrop for what is a thoroughly urban area of the City.

Types of open spaces which comprise the network include:

- **Large formal open spaces** acting as both neighbourhood amenities and regional attractions by providing a formal focus for both passive and active recreational activity.
- Smaller **community park spaces** providing local amenity and green spaces.
- **Pedestrian connections** to and through the study area offering greater permeability and linkages to community services and facilities.
- The **natural heritage** of the Escarpment itself. A series of connected green park spaces act as stepping stones from the top of the Escarpment down to its base.
- The **National Park and Waterways**.



Movement & Circulation

A critical objective of the Escarpment Area District Plan is to ensure that the area is fully connected to not only the core of Downtown Ottawa, but also to the LeBreton Flats community, Centretown and the City's wider open space network.

To achieve this objective, a shift needs to be made from an area currently dominated by vehicular traffic to one that can also support a pleasant pedestrian and cycle environment. The Escarpment District must be a fully integrated and easily accessible neighbourhood able to accommodate a workable balance between vehicular traffic, public transport, cyclists and pedestrians. This will be achieved through the establishment of a strong hierarchy of routes and the addition of new pedestrian connections.

Key infrastructure components related to movement include the corridor through the heart of the study area, the green park connections from Upper Town to LeBreton and beyond to the Ottawa River, a new local street network in LeBreton between Albert Street and the aqueduct, improved riverside footpaths, a new road bridge over the aqueduct, a series of new and/or improved crosswalks and major sidewalk repair and improvements along much of Slater Street and Bronson Avenue.

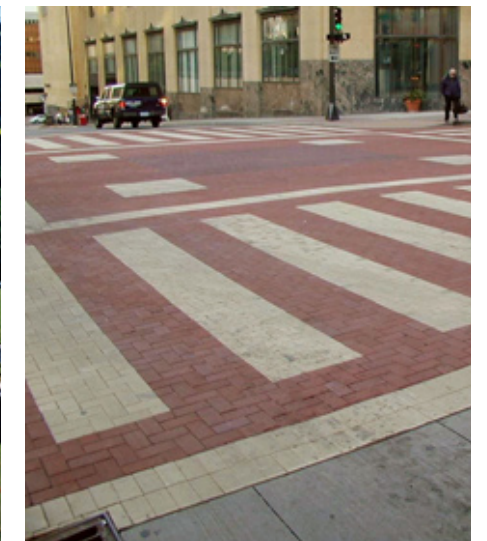
• Street Hierarchy

Providing a clear street hierarchy helps to avoid conflicts between pedestrians and motorists by directing traffic away from neighbourhood-based activities. A strong hierarchy is also important to keep traffic moving well and provide easy access to the City's Downtown amenities.

The Escarpment District Area Plan outlines a street hierarchy that is consistent with the City of Ottawa's Official Plan and largely maintains the existing patterns. Overall, the district will be divided into a north and south section by the public transit routes that run along both Slater and Albert, joining at the base of the Escarpment. As these streets provide the greatest capacity for movement, they should support the highest quality treatments and most intense developments.

Beyond the public transit focus, Bronson and Laurier act as arterial roads, while Bay, Queen, Sparks and the residential streets of LeBreton are considered local residential streets where high capacity traffic is not encouraged.

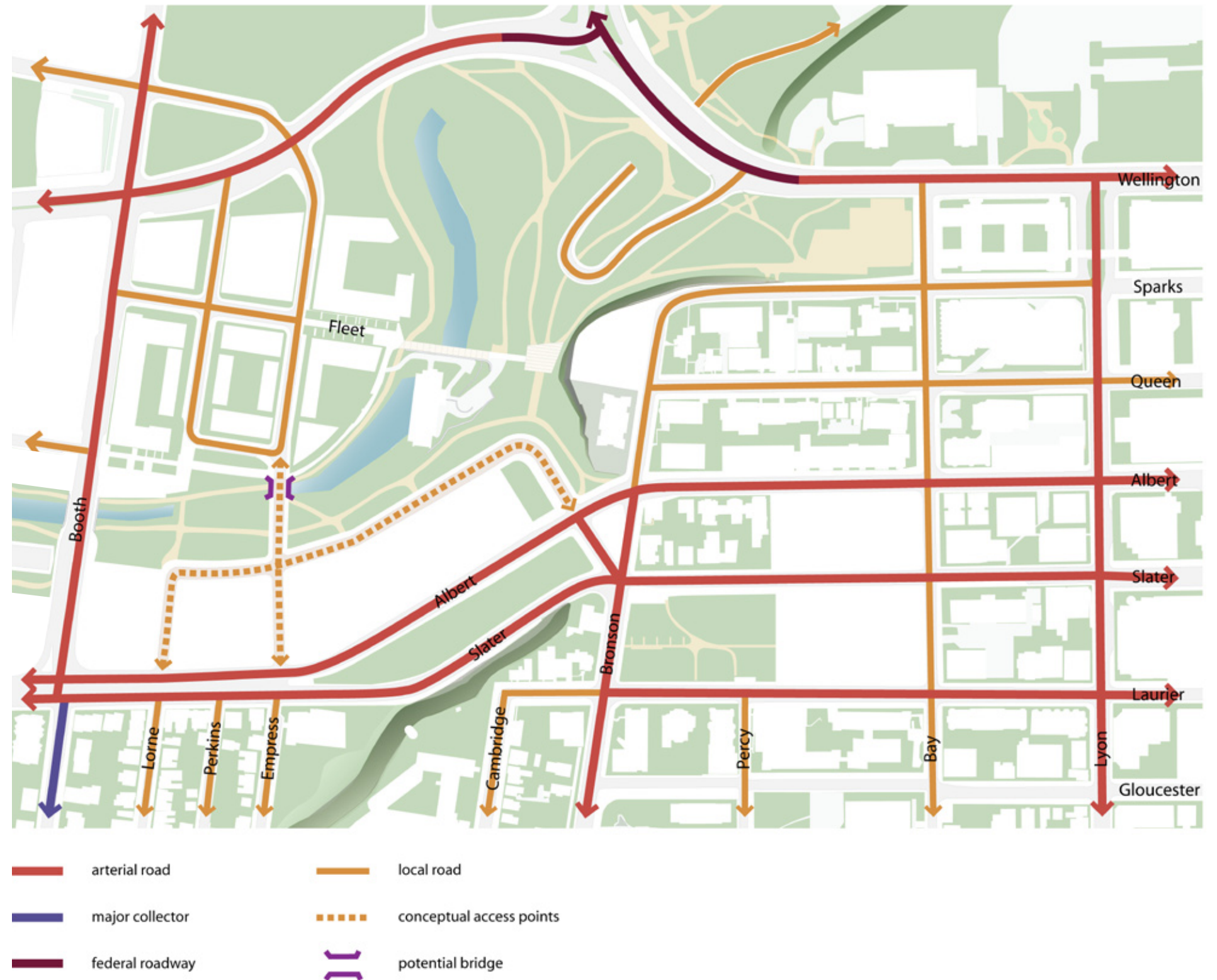
Vehicular-free pedestrian connections have also been highlighted on the plan along Sparks Street, east of Lyon, as well as between Slater and Laurier, west of Bay Street.



• Vehicular Circulation

In the Upper Town area, no new vehicular roads are proposed. In the lower part of the study area (South LeBreton), most routes are proposed in an effort to better connect existing developments south of Albert - namely Empress and Lorne Streets - more closely into LeBreton. The South LeBreton road network is conceptual in nature and will have to be more precisely defined once the exact nature and alignment of the transit corridor is fully understood.

New roads and public paths (pedestrian and cycle) will, wherever possible, be stitched into existing road and pathway networks. These roads and paths will have no impact on the existing or proposed transit system for the area.

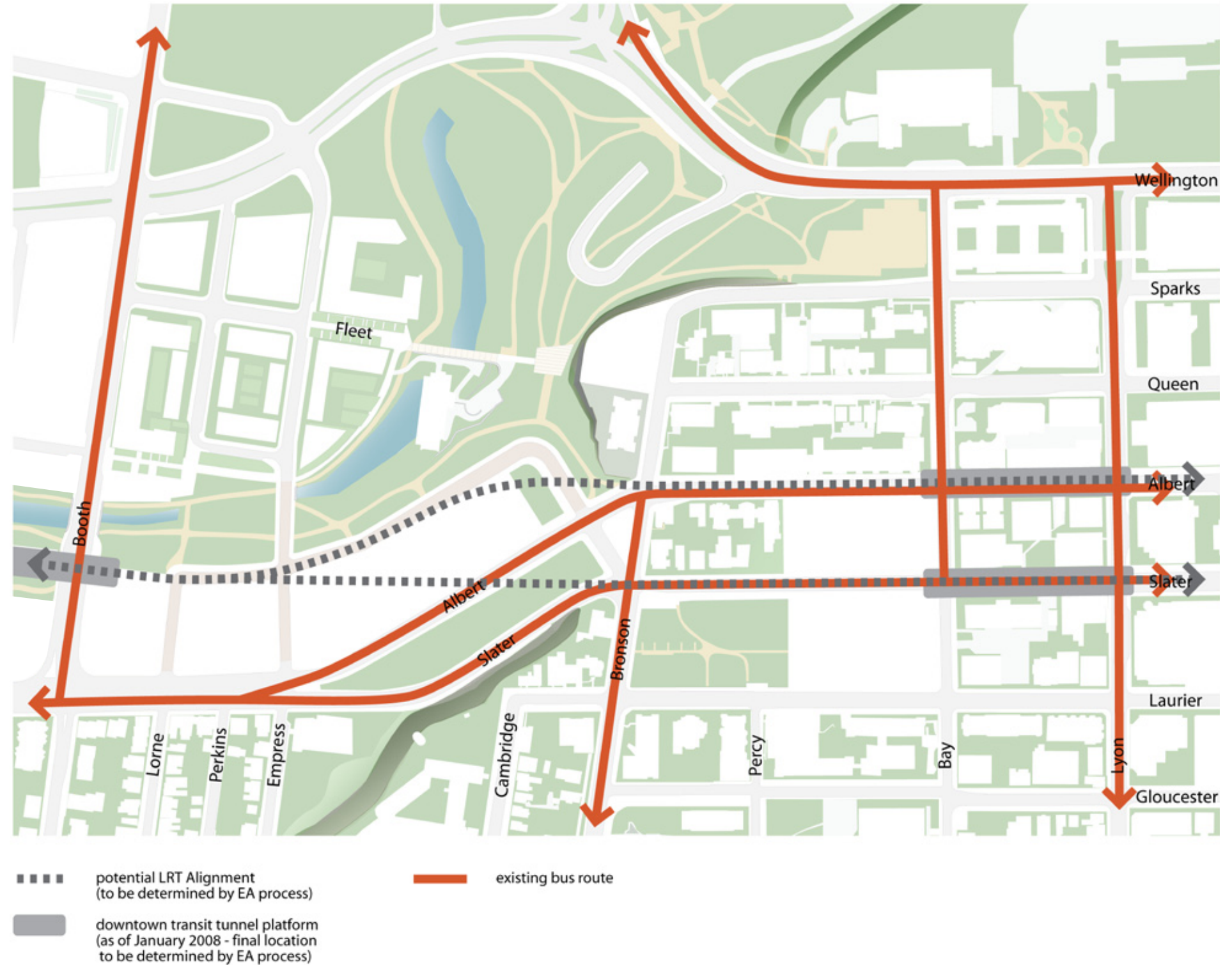


• *Transit*

In the short to medium term, pending the implementation of the DOTT/ LRT alignment, the primary public transport routes will continue to be Albert and Slater. These multi-use streets will retain their function as Ottawa's main public transport corridor, in addition to buses, taxis, cars and pedestrians, with LRT in the Downtown tunnel. In the longer-term, when the transitional section between Baseline and Blair stations is converted to LRT, the function of Albert and Slater may change substantially depending on how Société de transport de l'Outaouais (STO) services are accommodated in the Downtown core. The Interprovincial Core Area Rapid Transit Integration Strategic Study, led by the NCC, is expected to address this issue.

Regardless, while local OC Transpo bus routes will operate on Downtown streets, including Albert and Slater, a separate study may be required to examine and identify what changes/modifications, if any, to the Downtown network may be required once BRT service is removed from the Albert/Slater corridor. Due to the function of Albert Street, and the proximity of the proposed new local road to the major Albert/Booth and Albert/Bronson intersections, its connection to Albert Street will likely be restricted to rights-in/rights-out only.

To maximize the development potential in the Escarpment District, the DOTT portal should be located as far west as possible, ideally west of Booth and possibly located as far west as Bayview. Locating the tunnel portal at the most western boundary point will present the opportunity for the tunnel to be covered and will therefore provide seamless integration and connection between LeBreton North and LeBreton South, while also presenting greater space for development.



• Pedestrian & Cycle Links

Across the study area, an emphasis has been placed on creating a pleasant pedestrian environment able to support a logical pattern of pedestrian routes and linkages to and through the district. This pattern has been developed to establish easy and walkable connections to the Downtown, along the Escarpment and into LeBreton Flats.

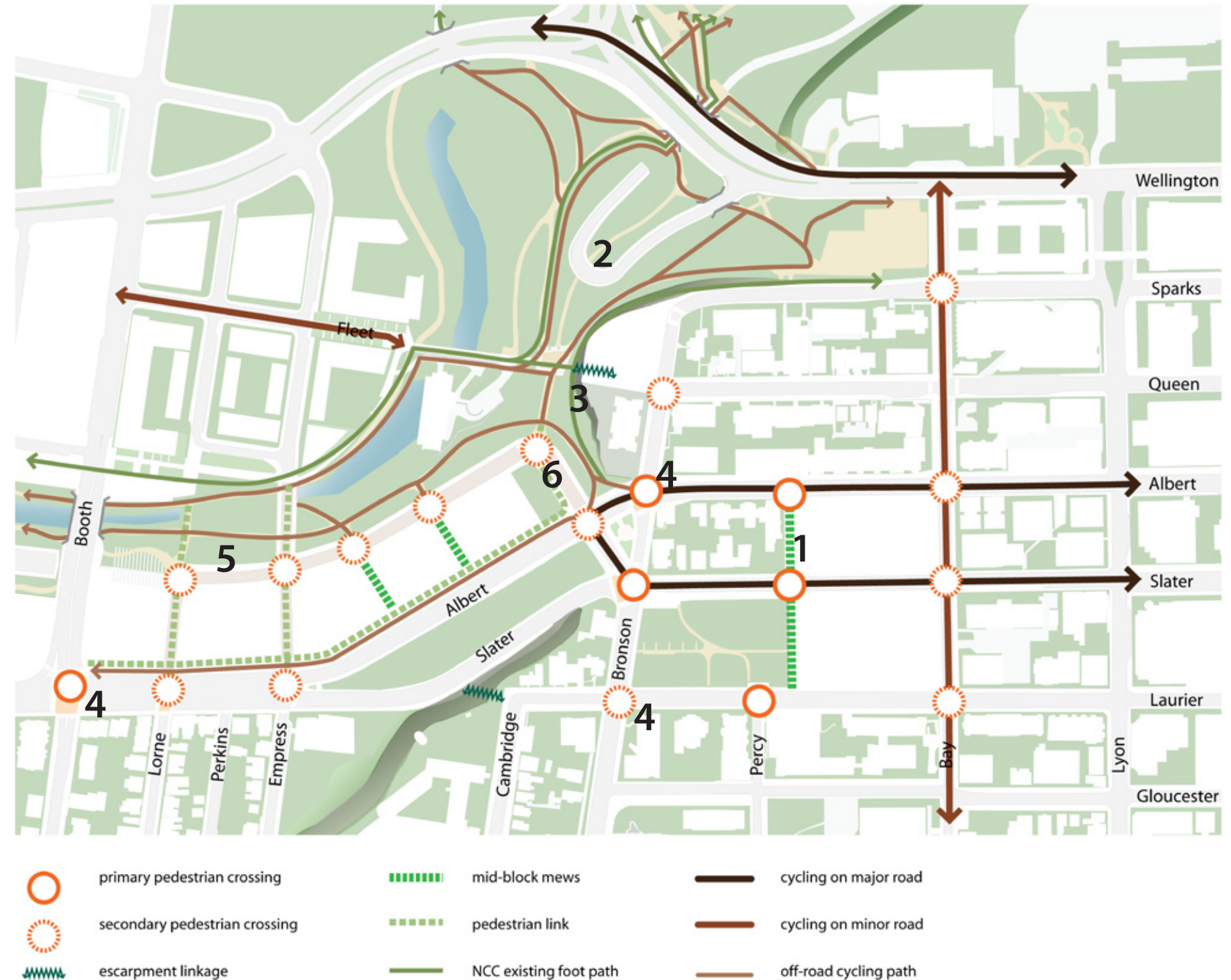
In addition, supporting and reinforcing connections into Ottawa's impressive cycle and walking network has also been a priority. This has been particularly important to provide access down the Escarpment and into LeBreton, NCC parklands and the Ottawa River.

In the Upper Town area, one additional north-south connection is also proposed to link Albert, through to Slater and down to Laurier. This pedestrian-dominated route will create a convenient mid-block connection. In addition, it will sub-divide one large development block to allow for a finer grain of development to be introduced with active ground floor uses to overlook the path.

All new pedestrian and cycle paths will, wherever possible, be stitched into existing road and pathway networks.

Key non-vehicular connections include:

1. A green mid-block pedestrian mews connection joining Laurier and Albert across Slater.
2. A rationalized and re-configured street network at the base of the Escarpment to allow for the creation of a usable green space.
3. A potential new vertical pedestrian connection from Bronson Park down the Escarpment edge to the new Escarpment Park.
4. A series of new and/or improved crosswalks at key intersections along Bronson, Wellington, Bay and Laurier.
5. Pedestrian connections placed above the DOTT to link the South LeBreton community north to the aqueduct, OC Transpo transport interchange and emerging LeBreton Flats community.
6. A fully connected pedestrian and cycle network across the study area.



• *Traffic Impact + Mitigation Measures*

The following sections outline the approach to transportation, servicing and parking. Additional details are provided at *Appendix IV*.

Four varying development options identified for the Escarpment District are defined within Section 6 of this Plan. The approach used to determine the potential traffic impact and requirements, if any, of the development scenarios is as follows:

- Determine the weekday morning and afternoon peak hour traffic generation, using appropriate downtown walk, cycle, transit and vehicle occupancy values for the hypothetical level and type of development allowed under current zoning;
- Determine the traffic generation for each of the four development options using the same above-noted assumptions;
- Identify the absolute total traffic generation for each development scenario as well as the net difference compared to that related to maximum development allowed under current zoning; and
- Identify any anticipated traffic-related issues and related mitigation for each development option.

Using the above to test the four development options, the following is concluded:

- The streets which will provide opportunity for future development are currently operating well below their capacities and further spare capacity appears to be available on the adjacent road network. This will present generous accommodation to traffic volumes generated by the new development.
- Less, rather than more, traffic may be desirable, but as surplus road capacity exists in the immediately adjacent streets, transportation considerations are not a constraint in selecting between alternative developments.
- Accordingly, at this level of analysis, the traffic impacts from full build-out appear manageable and no mitigation is required.
- However, at the time of site plan approval for each specific project, the required detailed Traffic Impact Study will more precisely focus on traffic generation, site access, street impact and adjacent intersection capacity analysis, based on more detailed project specific data, and current traffic counts.

• *Parking Approach*

The approach to parking within the proposed development scenarios has been to consolidate and conceal parking so that it does not detract from the character of the area.

New developments should provide parking internally. This could be achieved by providing underground parking or where this is prohibitive due to cost, a portion of the parking may be located in the podium level of new buildings. Locating parking within the podium section of the development would be permitted only if the outside perimeter facing a public street or park is faced with an active use and does not result in the creation of any blank or frosted walls along the street.

Where there are a number of buildings proposed, and multiple parking and access areas required, efforts should be made to consolidate access and servicing areas to improve building efficiency and minimize breaks in the pedestrian realm. This may require the use of laneways or shared entrance courts, the details of which should be worked out at the site planning stage.

Utilities

A full analysis of the existing Municipal Services and Utilities within the study area is provided at *Appendix V*. In summary, the following has been determined:

• *Water Distribution System*

An adequate water supply capacity exists to service the proposed redevelopment options. However, a fire protection engineer should analyze the fire flow needs of any new buildings.

• *Sanitary Sewer System*

Any new development will create an increase in sanitary flows. Nevertheless, the impact can be reduced by the construction of separate sanitary and storm sewer systems. At present, Slater Street and Laurier Avenue are totally serviced by combined sewers, with Albert Street partially serviced by combined sewers. Bronson Avenue has no sanitary or combined sewer servicing the area and Bay Street is almost entirely serviced by sanitary sewers. One option to mitigate the increase in sanitary flows would be to reduce the existing stormwater runoff from the area to be redeveloped. This would require additional stormwater storage on the redeveloped properties.

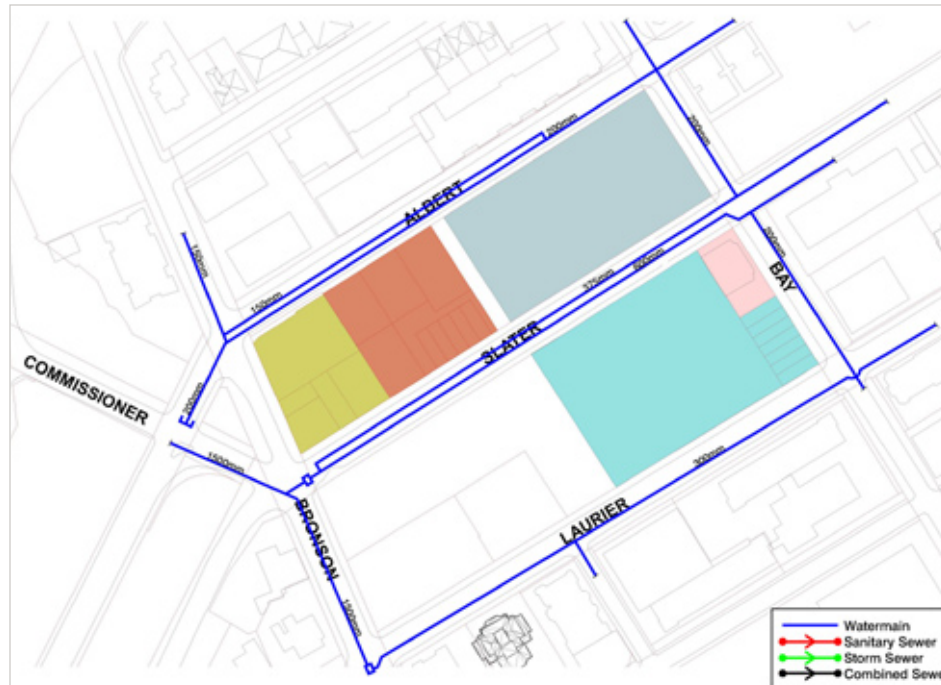
• *Storm Sewer System*

The proposed redevelopment scenarios represent no increase in hard surfaces for much of the study area. The exception is in the OCDSB South Parcel (see Appendix V). This will impact the combined sewer system on Slater Street and Laurier Avenue.

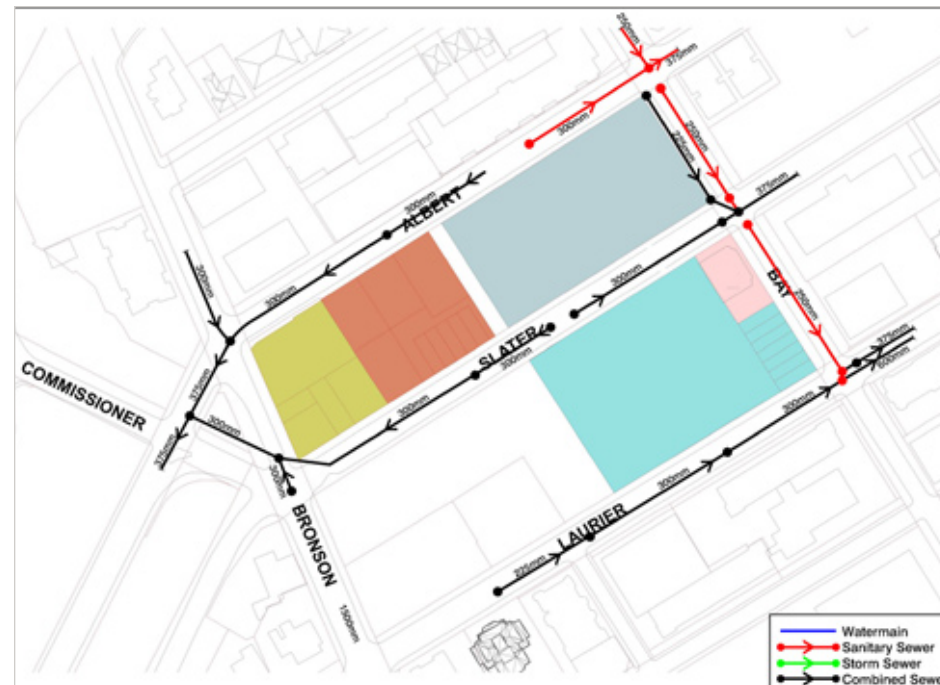
Stormwater quantity control measures will have to be addressed during the design phase of the redevelopment of each parcel. The City may request that the post-development release rate be the five-year pre-development flows.

• *Other Utilities*

Telephone, cable, gas and hydro are located adjacent to the study area. There are no known service limitations regarding natural gas and hydro. However, utility companies should be contacted prior to site plan approval to confirm the adequacy and availability to service the proposed development.



Existing Water Distribution System
Source: Delcan



Existing Sanitary and Combined Sewer System
Source: Delcan



Existing Storm and Combined Sewer System
Source: Delcan

4.3.2 Approach to Built Form

The Escarpment Area District Plan seeks to establish a new benchmark for high-density development in Ottawa, one that embraces the high-rise character of the community yet is more pedestrian friendly, addresses the street better and results in a more visually appealing form of development.

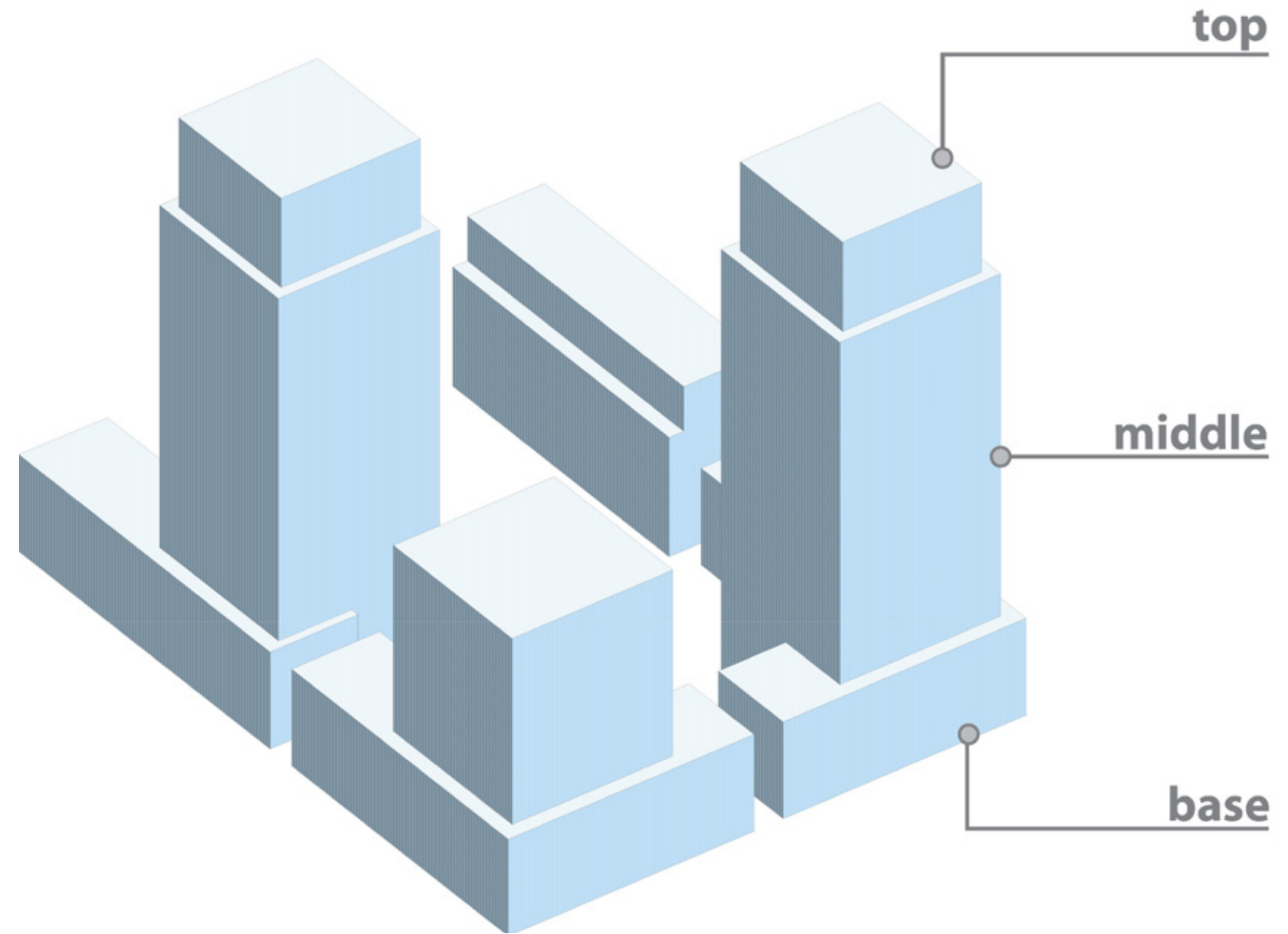
The strategy behind new development in the Escarpment District is two-fold: First, new development must break from the traditional slab-style development. Density will shift from the more squat distribution found in existing high-rise developments to a more slender vertical “point tower”. This will help to preserve views and sunlight, reduce shadow impacts, maintain privacy, and eliminate blank walls and inactive frontages. Second, at the foot of these towers, buildings will incorporate a strong base. These will be pedestrian in both scale and articulation, will work to define and animate the streets, and will reduce the impact of the taller structures. The combination of point tower and podium (building base) is one that has been used with success in a number of other cities and is recognized for creating liveable environments that integrate well with existing low-rise developments.

Building Components

Given the prominence of large buildings within the Escarpment District, special attention must be paid to creating well proportioned structures that can both integrate with their surroundings and contribute to an enhanced image for the District.

To this end, new buildings should typically be comprised of three parts:

- base
- middle
- top



• Base

The base of a building is generally known as the podium and helps to integrate the tower with existing development and provides definition to surrounding streets and open spaces. The base provides an opportunity to create a pedestrian-scaled environment at street level and can also be used to mitigate the impacts of site servicing and vehicular access.



Vancouver

The following guidelines shall be applied to the base of new buildings:

- Bases are typically between 3 and 6 storeys in height.
- Townhouses that wrap around the podium are the preferred approach for defining the base of a building and integrating with existing smaller scale development. This is crucial to ensure that all new development is sensitive to existing low-rise development.
- Ground level access to individual units shall be consistently provided along both street and mews frontages to animate streets and provide a pedestrian quality to new development.
- Ground level units should be articulated within the façade of the base to reduce the scale of the podium and reintroduce a more finely grained rhythm to the street frontage.
- While the base or podium of a building will generally wrap around the tower it may be appropriate to 'pull back' the base in places where the tower meets the ground.
- For bases that are 6 storeys in height, a setback or change of material is recommended after the 4th storey.

• Middle

The middle part of a high-rise comprises the most prominent vertical element of a tower. Through its position, height and orientation it defines the scale and proportion of the building and how it impacts upon its surroundings. Taller more slender buildings can help to maximize views both to and from their surroundings, reducing the impact of shadows and maximizing the potential for natural day-lighting within units.



Vancouver

The following guidelines shall be applied to the middle portion of new buildings:

- Ideally, the shaft of a tower should support a setback from the base of the building. However, it is possible to create a good transition between the shaft of the tower and the base in the absence of a physical setback. This can be achieved through a variety of design techniques including: creating a gap in the façade, using variation in building materials or introducing perpendicular articulation where the shaft meets the base.
- The use of balconies is encouraged as a form of private residential amenity space and visual interest.
- Blank walls should not be permitted.
- Balconies should be recessed and/or integrated into the building façade as an important design consideration.
- Providing a mix of materials is encouraged to provide greater design variation.

• Top

The top of the tower is the location where the middle meets the sky and where the image of the building from a distance is formed (creating the 'skyline'). A carefully considered top can both contribute to an impressive skyline and create an identity for a city.



Vancouver

The following guidelines shall be applied to the top of buildings:

- The tops of towers shall be articulated through the use of a small setback on the top 3 to 6 storeys, a difference in articulation or the use of an architectural element or feature.
- Mechanical systems should be integrated into the design of the top in a manner which is consistent to the style of the building.

Creating a Positive Experience on the Ground

The way buildings relate to the ground and how the public and private realms meet is integral to one’s perception of how well a street works. On commercial streets, buildings should promote interaction between the pedestrian and interior spaces of the building, whereas in more residential conditions buildings should attempt to provide for greater privacy and a buffer from the public realm. The integration of parking and servicing is an important part of this mix and can have an impact on the contribution a building makes to its environment.



Changing past practices: existing ground condition with poor street relationship. Escarpment District, Ottawa.



Promoting better design: how the treatment of residential ground floor units can positively support the street, Vancouver.



Promoting better design: how a commercial ground floor can contribute to animated street life, Vancouver.

• Why is this Important?

How buildings relate to the street has a significant impact on both pedestrian safety and comfort.

A good street relationship helps to clearly distinguish those areas that are public and those that are private, creating greater certainty about what may or may not be appropriate activities, and defines where pedestrians should not just be supported but encouraged. Buildings that are transparent and open at ground level promote safety by increasing both the level of activity and by placing “eyes on the street”.

On commercial streets this sense of comfort can be accomplished by creating smooth and transparent connections between the public sidewalk and interior spaces. On residential streets the same can be accomplished through the provision of direct entrances into units and small garden spaces that also provide private amenity spaces.

For larger structures, a street relationship that supports podiums and appropriate setbacks can help to reduce the sense of scale and mitigate against the impact of height in larger developments.

Consolidated and concealed parking strategies help to reduce pedestrian-vehicular conflict and create greater opportunities for activity and pedestrian-building interaction along the street.

• How can this be Achieved?

The following strategies apply to how a building should relate to the ground:

General Strategies:

- Buildings should be setback 3 to 3.5 metres from the property line to allow for streetscaping, planting and generous sidewalk widths.
- Buildings should create animated frontages through the use of windows, raised terraces/balconies and easily identifiable entrance ways.

Commercial Strategies:

- In areas identified for commercial uses at grade, floor-to-floor heights should be a minimum of 4 metres.
- Access to retail and restaurant uses should be directly from the street.
- Hard landscaping treatments that extend public sidewalks are encouraged along commercial frontages.

Residential Strategies:

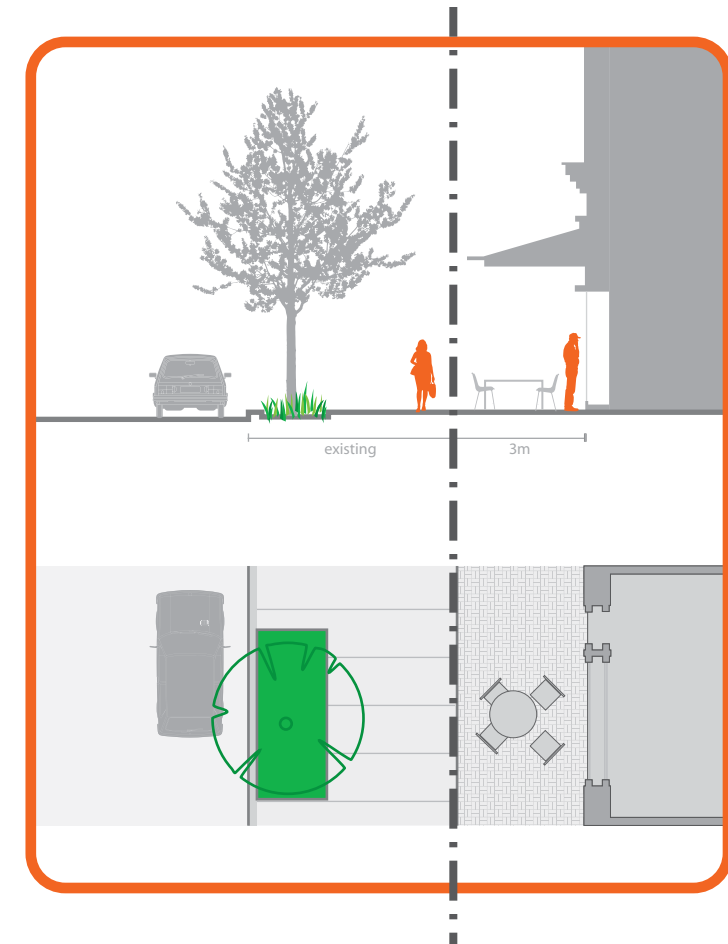
- The ground floor of the residential units should be no greater than 1.2 metres from the sidewalk level to provide for privacy.
- Building lobbies should be accessed from the most prominent street fronting the building.
- Ground floor residential units are to make use of setbacks for small private garden spaces or terraces.
- Additional landscape features such as trees, small shrubs, low-railings or walls should be used to provide a clear delineation between the public realm and the private residential space.

Servicing & Parking Strategies:

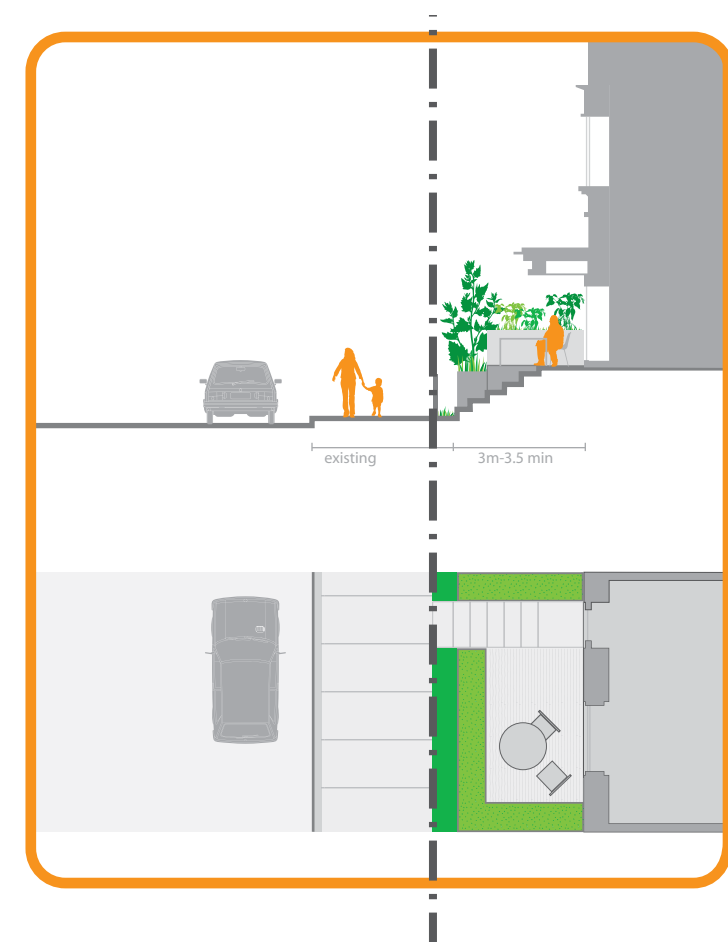
- Servicing and parking should be accessed from secondary streets and away from main pedestrian entrances.
- Parking and servicing facilities should be combined wherever possible to minimize their impact upon building frontages.
- Parking and servicing elements should not detract from the animation of the street through the creation of blank walls or false façade.
- Where parking is located internal to the podium, care should be taken to ensure that it is wrapped in active single aspect uses that maintain activity and “eyes on the street”.



Vancouver



Vancouver



Separation Distance

Setting the appropriate distance between towers is an important strategy for ensuring a high quality development that helps to preserve views, maintain privacy and mitigate the impacts of tall structures on issues such as day lighting and pedestrian wind levels.

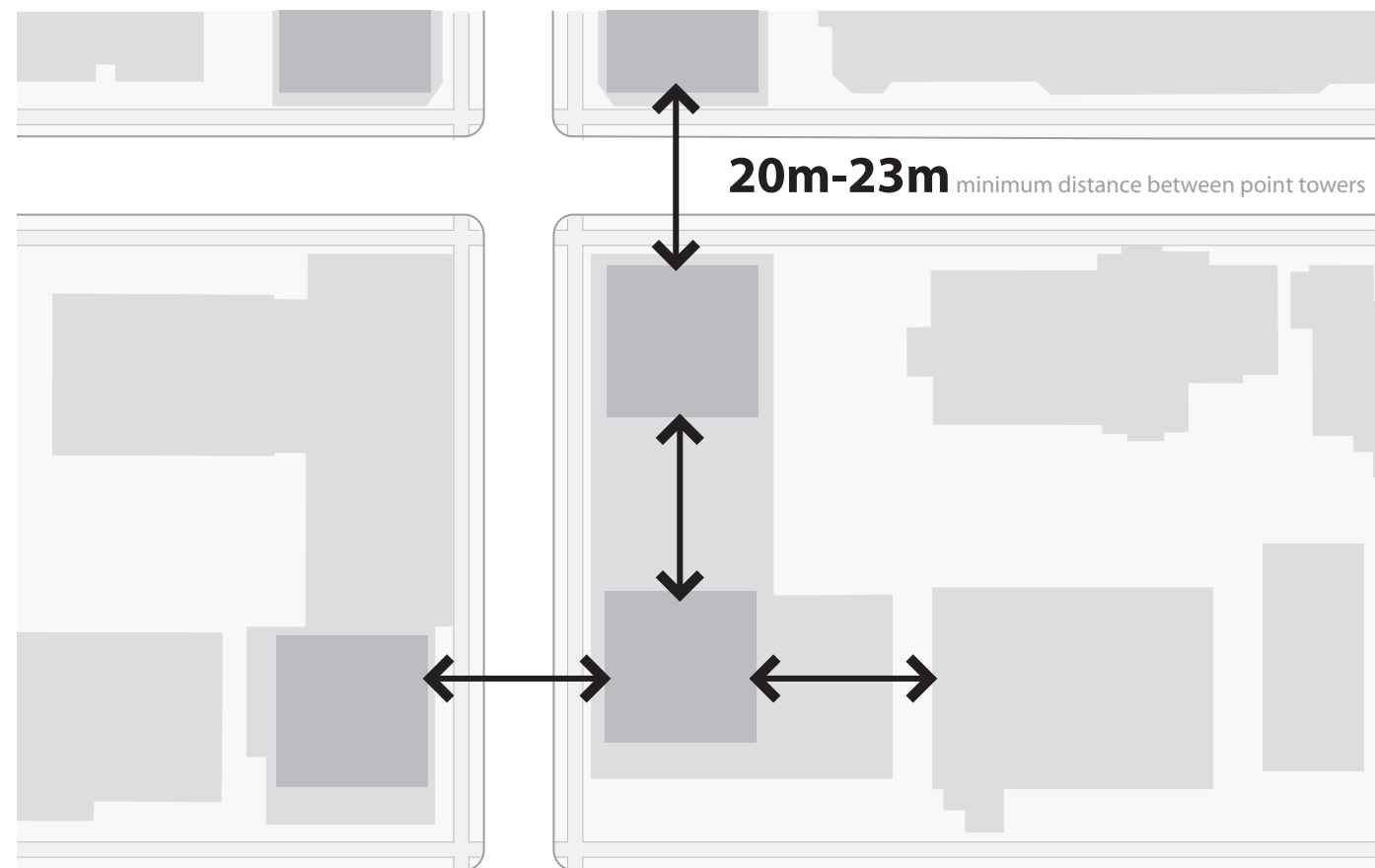
In a number of cities across Canada, such as Toronto and Vancouver, minimum distances between towers have been set between 24 and 25 metres. However, in a city such as Ottawa - due to its smaller block depth and street widths - this would be prohibitive. Consequently, it is recommended that in the Escarpment Area District minimum distance between towers should be no less than 20 metres. This is equivalent to the distance between buildings on either side of a typical Ottawa street.



Changing past practices: inadequate amount of space between buildings limits daylight and views negatively impacts the neighbourhood environment. Escarpment District, Ottawa.



Promoting better design: appropriately spaced towers can mitigate impacts while contributing to a more visually impressive city skyline. Coal Harbour, Vancouver.



Illustrative Separation Distance

Floor Plate Size

The size of the floor plate, in combination with minimum distance standards and siting requirements, is crucial to avoiding the ‘canyon effect’ created by wide slab buildings placed side-by-side. This canyon effect has been the signature of many of Ottawa’s higher density residential developments over the last 30 years and the impact on the City’s streets and open spaces has not been positive. In recent years, floor plate size across the City has gradually reduced from upwards of 1,000m² to as small as 500m² or even less in some cases. For the purposes of both residential and pedestrian amenity, floor plate sizes should ideally be no greater than 750m² in total with a maximum length or width of no more than 35 metres.



Changing past practices: large building floorplates with little space in between. Escarpment District, Ottawa.



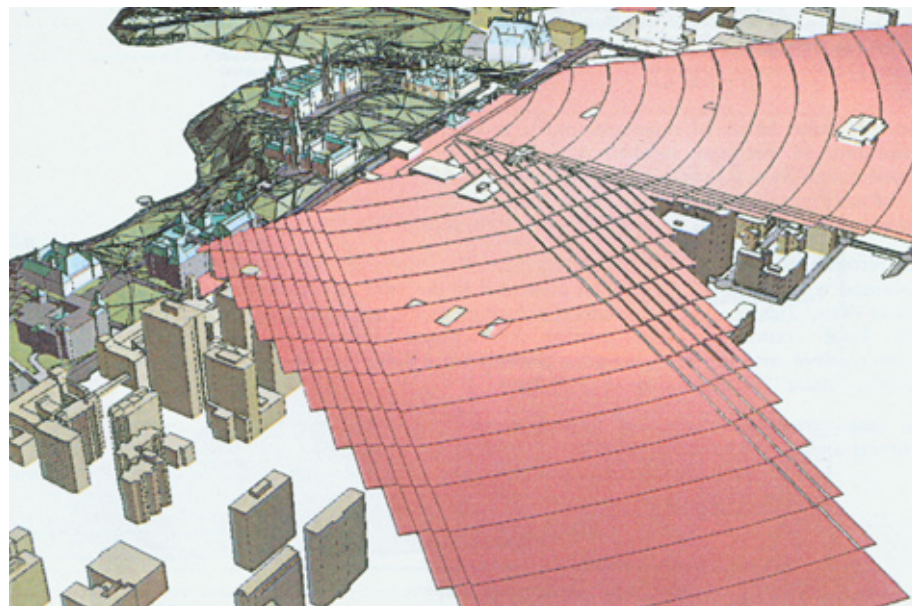
Promoting better design: an example of appropriately sized building floorplates with properly spaced towers. Coal Harbour, Vancouver.

Building Height

Building height regulations intended to protect the visual integrity of Ottawa's most symbolic structures – the Parliament Buildings and the spire of the Peace Tower - were first introduced in Ottawa in 1910 and were maintained until the early 1970s when they were revised to better account for the changing urban environment and the region's topography.

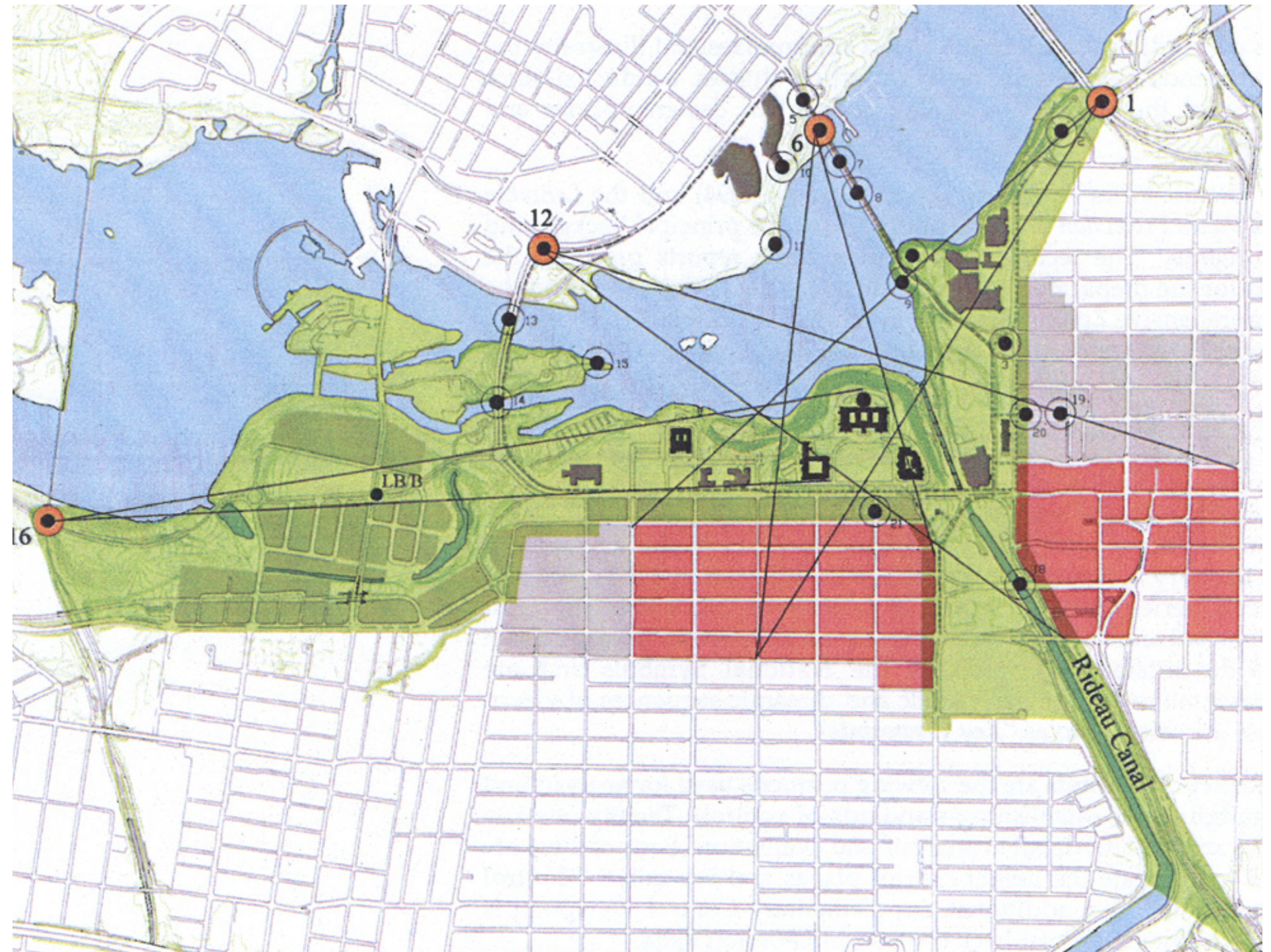
In the early 1990s, in response to a proposal for a new office tower that could have potential impacts on the protected 'skyline', the City of Ottawa joined forces with the National Capital Commission to undertake a detailed study for the protection and enhancement of the visual integrity and symbolic primacy of the Parliament Buildings. The Ottawa Views Study (1993) provided the technical and methodological basis of the current view protection measures which control the heights of background buildings, preventing them from obscuring the silhouettes of national symbols. The study's recommendations are incorporated in the current City of Ottawa Official Plan and Zoning By-law for the Central Area as well as the NCC's planning policy.

Although the Escarpment District falls outside the formal height controls established by the NCC and the City of Ottawa, any future development in this location will have to be sensitive to the intentions of the controls and work to integrate with adjacent built forms.



Central foreground and lateral background height control planes

- city blocks subject to background height controls ■
- area of foreground controls ■
- city blocks in Ottawa's central area ■
- control viewpoint ●
- key viewpoint ●



Background and foreground height controls

The height plan to the right has been defined by a number of recent developments in the District and is reflective of the existing character of the area.

In keeping with existing developments in the area, it is recommended that buildings along Bay are permitted to rise up to a maximum of 72 metres in height. West of this, buildings will step down towards Bronson to a height of 56 metres adjacent to the new Upper Town Commons and heritage housing south of Albert.

The block bounded by Sparks Street, Queen Street, Bronson Avenue and Bay Street (including the Cathedral Hill Conservation District) should be protected from inappropriate infill projects that may damage the existing historical character of the block. The cluster of beautiful historic churches located in this block gives a special character to this location that is not found in many other areas outside the Market. This collection of impressive heritage properties is a highly desirable asset that should be preserved and maintained.

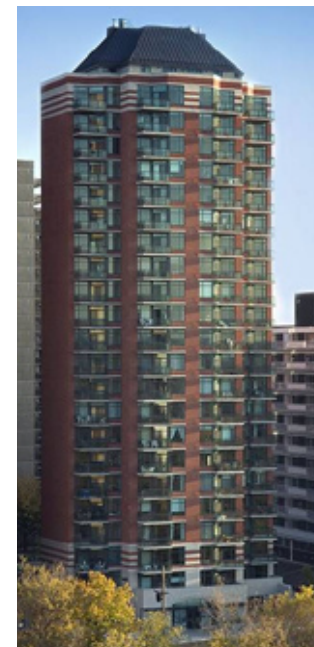
In the LeBreton area, care will have to be taken when introducing any new developments along the southern edge of the precinct, as these will have a direct impact on well-established adjacent neighbourhoods to the south. Along this edge, the height and scale of any new developments should create a transition to the existing residential neighbourhoods.

If proponents of particular development applications within the Escarpment Area wish to pursue building heights which exceed those expressed within this Plan, the specifics of these requests must be reviewed and approved in the context of the "Ottawa Views" study, which was prepared for the National Capital Commission and the City of Ottawa, and which addresses the "Visual Integrity and Symbolic Primacy of the Parliament Buildings and other National Symbols", as implemented by the City of Ottawa Official Plan and the City of Ottawa Comprehensive Zoning By-law, as amended; and shall also adhere to any architectural design and community design plan requirements and/or guidelines for the Escarpment Area.

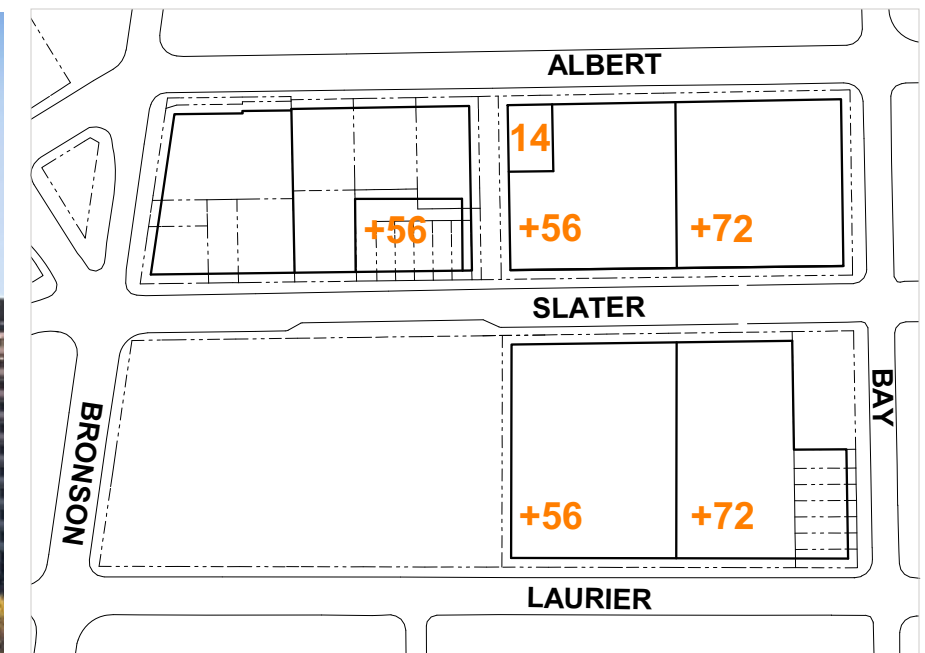
Increases in height and density deemed suitable by the above review may be considered by the City under Section 37 of the Planning Act to secure identified community benefits in permitting such increases in height and/or density.



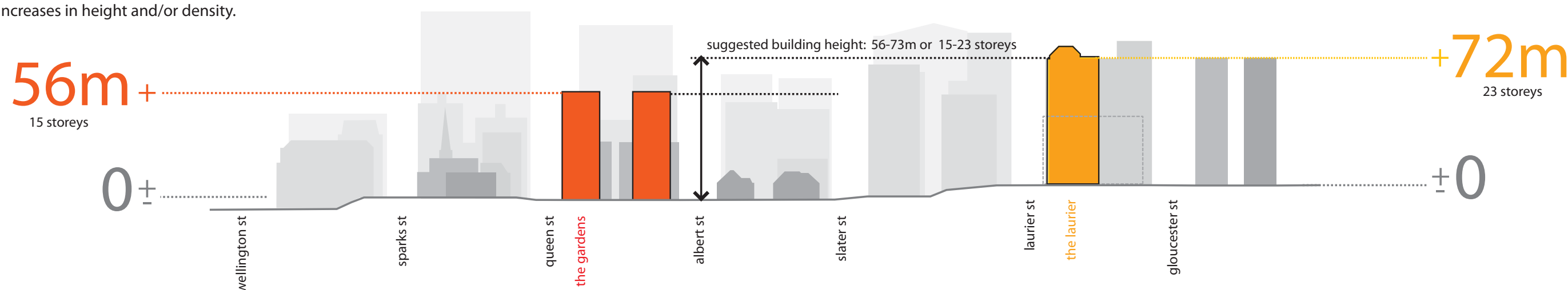
The Gardens by Charlesfort



The Laurier by Richcraft



Height Plan



Architecture

The way one experiences the Escarpment District is to a large extent through the architecture of the buildings: the way they look and feel. As the District evolves, each building or proposal - no matter the size - should be given careful consideration with respect to how it contributes to the overall context and greater image of the Escarpment District.

As the area continues to evolve and intensify, the architecture of buildings should pursue architectural excellence. New buildings must also be mindful of their impact on the environment, the local context, the existing heritage and the overall image of the District. New buildings should reflect contemporary design ideas while contributing to the area's coherence and creation of a sense of place.

The following guidelines should be considered for new buildings:

- Encourage architectural diversity in order to create a dynamic, contemporary image of the District;
- Promote buildings of an enduring quality;
- Horizontal and vertical building articulation are encouraged to provide long and/or tall façade variation;
- Provide an opportunity for the integration of public art with the building;
- Providing a mix of materials and colours are encouraged to provide design variation; and
- Recessed and/or integrated exterior balconies should be considered to articulate and modulate building façades.

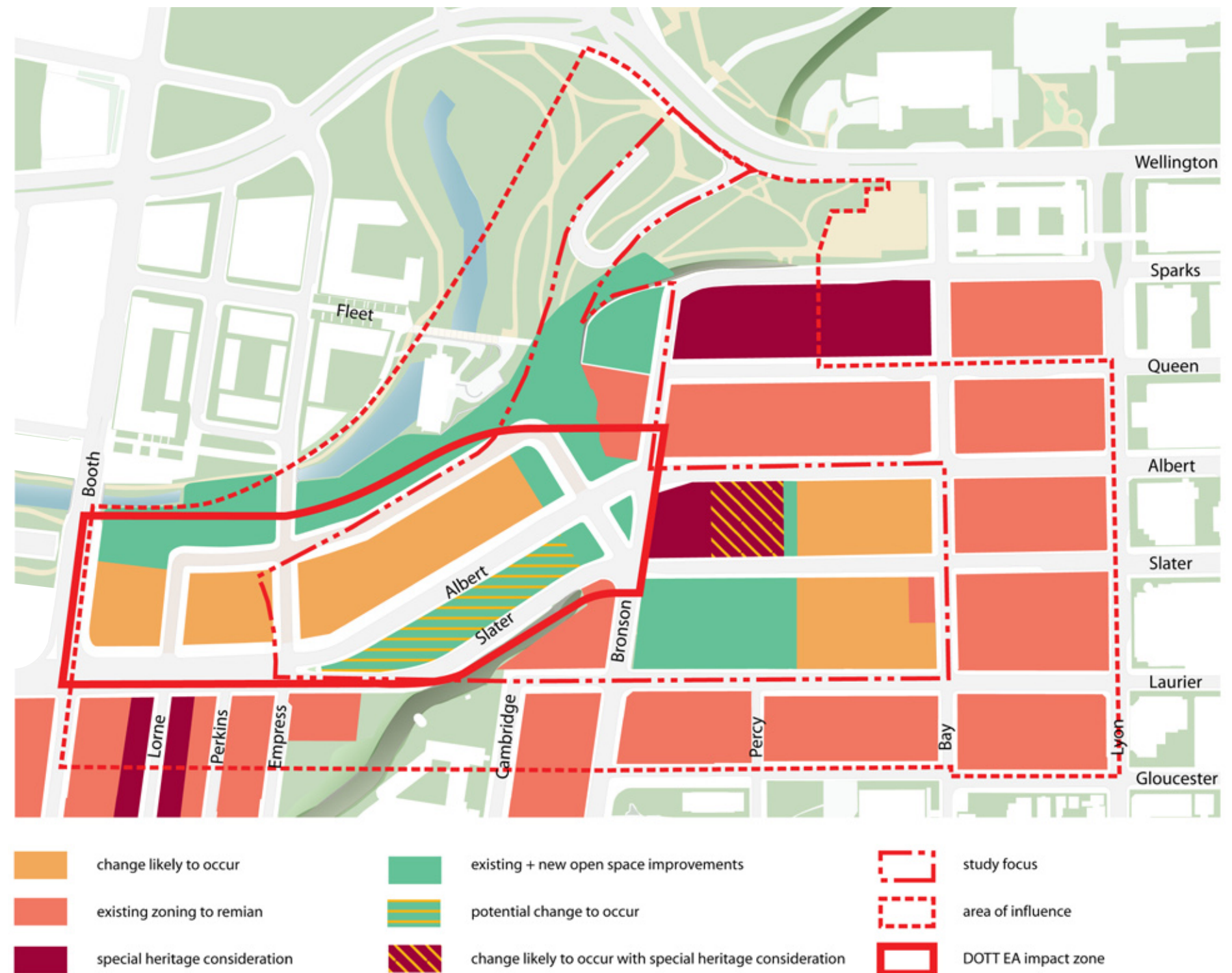


4.4 Where Change May Occur

While a good portion of the Escarpment District has either been fully built-out, or undergone some form of site specific zoning, there are a number of additional areas where change is likely to occur in the future. Based on our analysis, the plan to the right identifies where anticipated changes are likely to occur across the study area. It also highlights where special considerations may be required. The anticipated levels of change is differentiated using the following categories:

- Change Likely to Occur**
 These are the zones where change is anticipated to occur due to existing zoning opportunities and/or development pressures. They include both the South LeBreton Flats, adjacent underutilized parcels and the lands of the former Ottawa Technical High School.
- Change Unlikely: Existing Zoning to Remain**
 These areas are currently built-out and are unlikely to change, or alternatively, have already undergone a site-specific zoning process to identify an appropriate form of development.
- New Open Space / Open Space Improvements**
 The Escarpment Area District Plan identifies a series of new open spaces and/or improvements and additions to the city's existing network of open spaces.
- Heritage Considerations**
 These are areas that support a heritage designation but may be suitable for some form of sensitive redevelopment. Included in this category are the Cathedral Hill Heritage Conservation District and some properties south of Albert Street. Any change that occurs within these areas should only be permitted within the context of a comprehensive block-wide strategy that seeks to protect the integrity of the existing heritage structures.
- Change Likely to Occur with Heritage Consideration**
 The redevelopment of 453-463 Slater to accommodate densities that are higher than currently present may be permitted within the framework of an agreement between the adjacent heritage land owners. The purpose of this agreement would be to enable the transfer of development rights to these lands and to ensure that development occurs within a coordinated and sensitive manner.

The illustration to the right identifies where the greatest changes are anticipated.





View of Escarpment District looking southeast

5.0 OPEN SPACE OPPORTUNITIES

With the framework and new systems established for the Escarpment District, presented in Chapter 4, the Escarpment District Area Plan proposes a series of very important open spaces and community parks. These spaces will provide the setting for public interaction, activity and recreation for visitors and residents. Critically, they will also provide the landscapes and settings for much of the new development opportunities presented in Chapter 6.

The purpose of this section is to provide additional detail to the specific priority Open Space Opportunities which will be introduced within the area’s urban systems. Each of the open spaces proposed will help to translate the vision, principles and objectives presented in the earlier chapters into a physical reality.

Within this chapter, all of the interventions relate to the area’s open space network and public realm and include:

5.1 Upper Town Commons

5.2 Escarpment Park

5.3 Bronson Park

5.4 Mid-Block Mews

5.5 South LeBreton & Capital Parks

5.6 Streetscape Improvements

| 1.0
THE STUDY

| 2.0
THE FUTURE

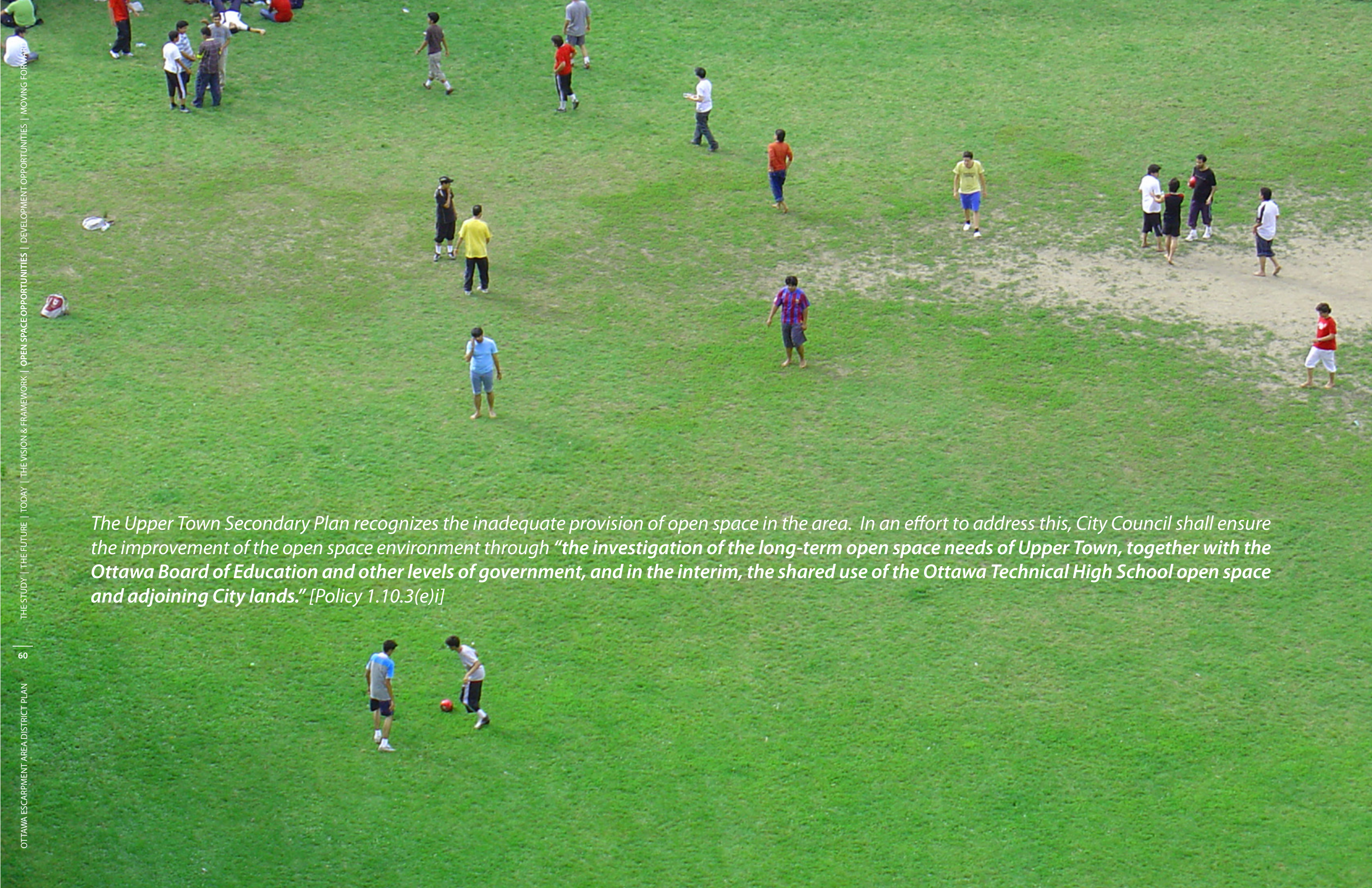
| 3.0
TODAY

| 4.0
THE VISION &
FRAMEWORK

| 5.0
OPEN SPACE
OPPORTUNITIES

| 6.0
DEVELOPMENT
OPPORTUNITIES

| 7.0
MOVING
FORWARD



The Upper Town Secondary Plan recognizes the inadequate provision of open space in the area. In an effort to address this, City Council shall ensure the improvement of the open space environment through “the investigation of the long-term open space needs of Upper Town, together with the Ottawa Board of Education and other levels of government, and in the interim, the shared use of the Ottawa Technical High School open space and adjoining City lands.” [Policy 1.10.3(e)i]

5.0 Open Space Opportunities

The Escarpment Area District Plan is founded upon a commitment to create a substantial, meaningful and well connected network of open spaces in one of Ottawa's most dense communities.

To achieve this goal, the open space system of the Escarpment District is comprised of a hierarchy of spaces that have been introduced to provide a setting for activity, recreation and amenity for existing and new residents, as well as visitors to the area.

To address the fundamental need for additional green space in Downtown Ottawa, the open space structure plan identifies a series of preferred locations for new park spaces. Each of these sites are already in public ownership and each is strategically located to reinforce the City's emerging network of open spaces, bringing benefit to the wider community.

The different types of open spaces across the Escarpment District create a diversity of settings for a variety of development forms and activities, including:

i Upper Town Commons

A neighbourhood amenity and regional attraction. Providing a formal focus for both passive and active recreational activity.

ii Escarpment Park:

The natural heritage of the Escarpment must be protected and enhanced. Its associated park system - Escarpment Park - should act as a gateway to downtown and formalize connections between the Upper and Lower Escarpment areas. A series of connected green park spaces will act as stepping stones from the top of the Escarpment down to its base.

iii Bronson Park:

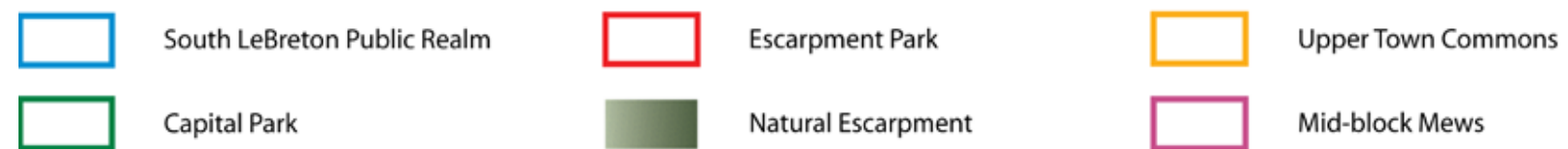
A re-designed Bronson Park anchors Sparks Street and provides a stronger focal point for the Cathedral Hill Heritage Conservation District. This smaller park space provides local amenity.

iv Mid Block Mews:

Reinforcing existing networks while also creating new pedestrian connections to and through the study area is important to provide greater permeability and links to community services and facilities. Connections include a new Mid-Block Mews in Upper Town and pedestrian "green bridges" in LeBreton area. Green Bridges are well landscaped land bridges that will provide seamless connections between North and South LeBreton over the transitway.

v South LeBreton & Capital Parks:

Utilizing the National Park & Waterway Systems to their fullest. Establishing connections to these NCC controlled assets by creating strong linkages and open space networks above the proposed DOTT.



Upper Town Commons

The park today: This represent the departure point from which the design and planning of the Commons will be based





5.1 Upper Town Commons

5.1.1 The Program

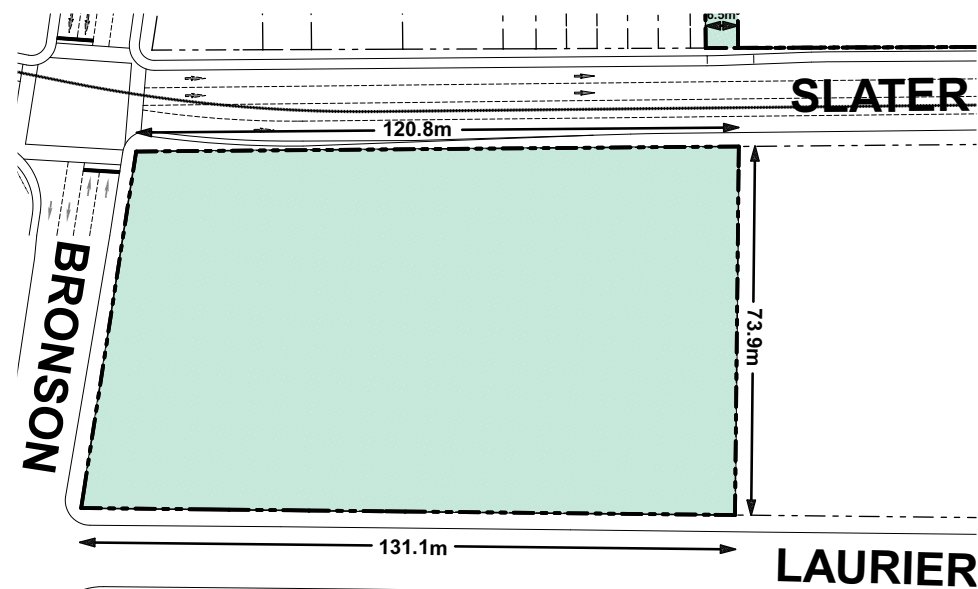
Upper Town Commons will be the focal point for community activity and help offset any potential impacts that new development may have in the area.

This much enhanced major new green space will function as the neighbourhood's main centre for active and passive pursuits. In many respects, this is the role that the Ottawa Technical High School's playing field already has. It is the intention of the Escarpment Area District Plan to maintain and enhance this role.

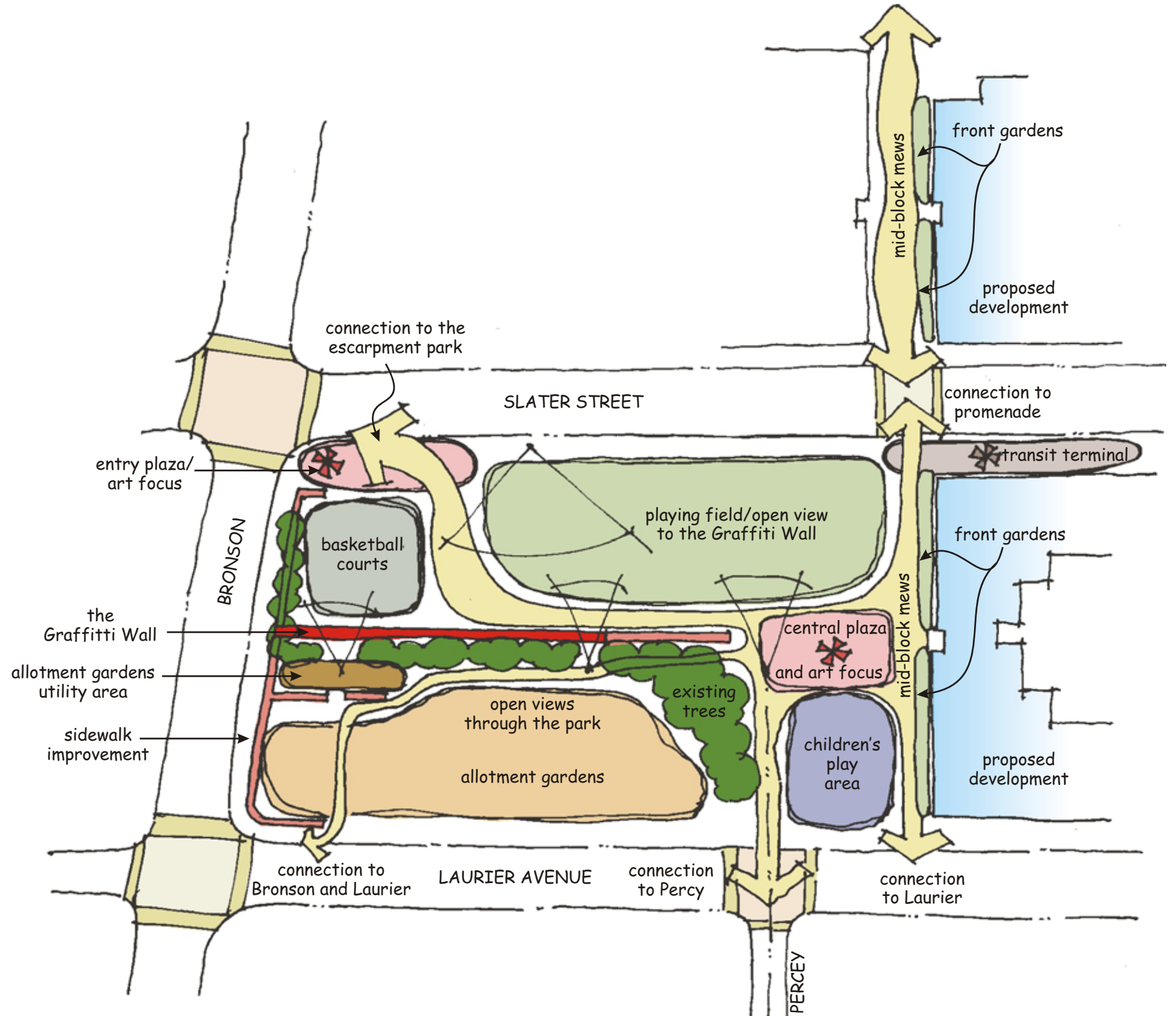
Key to the success of the Upper Town Commons will be its ability to support the range of existing activities that occur here. Elements such as the community gardens and the Tech Wall (also known as the Graffiti Wall or Piece Wall) demonstrate that the community has already claimed this space. The ability of these activities to continue will only work to further the parks role in the neighbourhood.

For Ottawa, the adoption of the playing field, combined with the City-owned community garden parcel, as a formal public park space will mark the creation of one of the largest new public open spaces in the Downtown. However, to realize this significant community benefit, the City of Ottawa will have to work in close partnership with the School Board.

Once a park space is secured, the City should engage in a community design process to determine design specifics and park content. In addition, to promote the space and raise the profile of this major new amenity, a design competition could be held to move the plan forward.



Upper Town Commons. Proposed dimensions





View of new Upper Town Commons looking southeast with enhanced Nanny Goat Hill Community Gardens on the right

5.1.2 The Concept

It is envisioned that this formalized park space will consist of community gardens, a retained Graffiti Wall / Tech Wall, children's play structures, basketball courts and an informal sports field.

Key concepts and elements of the design include:

1. The retention of the existing community allotment gardens and affiliated composting facilities.
2. The retention of a managed Graffiti Wall / Tech Wall for use by the local artist community.
3. A hard-surfaced court area for sports such as basketball and floor hockey located in proximity to the Graffiti Wall / Tech Wall to build upon existing patterns of use.
4. An informal sports field to support pick-up games of soccer and football and a potential location for a winter skating rink.
5. A structured play area for children, including benches.
6. New planting to line and define the park and provide separation between activities where desired.
7. Hard-surfaced "gateway" areas that mark the primary entrances to the park and to the east create a gateway to the neighbourhood.



Upper Town Commons: existing condition



Examples of the variety of activities that take place in the park and are envisioned in the new Upper Town Commons





View of basketball court and sports field in Upper Town Commons

5.1.3 Tech Wall

The open space overlooking the Escarpment and bounded by Slater, Bronson & Laurier is known locally as Piece Park. This name was given to this two-tiered open space in recognition of the countless pieces of art that are continuously being created and re-created on the retaining wall that divides the recreation space and separates the upper and lower portions of the park.

The lower portion of Piece Park contains a large grassy recreation field used for football, soccer, general 'kick-about' as well as for informal gatherings - such as outdoor movie nights or lazy lunches on sunny days. Beside the field is a basketball court with three nets. The upper portion of the park is home to a community garden area called Nanny Goat Hill Community Garden.

The retaining wall that forms the southern edge of the raised community gardens has been used by local artists since the early 1990's as a canvas for high profile and diverse public art. Known as 'The Tech Wall' or the 'graffiti wall', this space has over the years been transformed into "a kaleidoscope of designs, faces and letters". The wall acts as a wonderful example of how local artists can positively contribute to public spaces by transforming what could otherwise have been a forgotten space into an inspired, vibrant destination. In 2004, a petition of 2,000 signatories was prepared to protect the wall and establish it as one of Ottawa's only legal graffiti walls.



the tech wall, central park

It is important to note that this active park space and the many important community amenities it contains is not on City owned land, but is under the control of the Ottawa-Carleton District School Board. The adjacent community garden parcel is city owned (refer to next section).

A key objective of this study is to formally recognize the recreation grounds as a formal City Park, while preserving and enhancing the many successful community amenities that have grown organically on this site. Retaining the concrete canvas of the Tech Wall as an integral component of the proposed Upper Town Commons is an important strategy towards ensuring that the proposed space continues to serve the broad spectrum of residents in and around the neighbourhood.

a community canvas for a community park

“To make the Escarpment Area a livable neighbourhood, Piece Park should be preserved. In particular the activities which the site currently supports can and should be enhanced through conscientious redesign that is responsive to local culture and forms of leisure of choice for Ottawa residents of all ages.”

The Tech Wall fulfills an essential function in the city – it’s not just a space where there is public art, but a dynamic and alive place that has significance for many individuals. It’s where city residents can go to see inspired, organic and ever-evolving artistic work in progress. It has been described as a place that incubates vision - the murals on display are of the highest calibre.”

abridged version. original by Jessica Webster



5.1.4 Nanny Goat Hill Community Gardens

Located on City-owned land on the north-east corner of Bronson and Slater, the Nanny Goat Hill Community Garden forms the upper portion of the Upper Town Commons proposal. Currently there are 80 plots providing enjoyment and food for some 200 people.

Championed by City Councillor Diane Holmes, the Nanny Goat Hill Gardens took shape in the spring of 2000 and since that time has been built by a dedicated team of volunteers. Today, the garden is part of the Community Garden Network of Ottawa and has expanded its original focus to include a successful composting project, gardening information sessions, school field trip visits, community herb walks and food distribution for community support organizations such as the Ottawa Mission, the Ottawa Food Bank and the Under Pressure Collective.

Although the gardens are located on City-owned land, they only have a leasing agreement with the City. The intention of the Upper Town Commons proposal is to include the gardens as a part of the park.



View of the Nanny Goat Hill Community Gardens



View of Upper Town Commons looking northeast from the intersection of Bronson and Laurier

5.2 Escarpment Park

The Escarpment Park acts as an important connector between Upper Town, the emerging LeBreton Flats community and the Ottawa River. Of all of the proposed open spaces, Escarpment Park has the greatest potential for improving connections within and around the Escarpment District. As such, it is an integral component for the realization of the area's full potential.

To recognize the value of this site as an important and beautiful park space, this study proposes to downsize and realign the existing transportation routes and introduce major public realm improvements to reclaim the Escarpment as a community asset and a destination feature in its own right.

Through extensive landscaping and the use of stone retaining walls, the presence of the Escarpment is reinforced. It will read as a continuous element running northeast from the Dominican University College, located at Empress and Primrose Avenues, to the Garden of the Provinces. The large open space at the base of the Escarpment will form the main green space for Escarpment Park and will be one of the primary entry points to the LeBreton community.

An important factor in the success of Escarpment Park will be ensuring that the connection between the lower Escarpment area and Upper Town is strengthened. To this effect, an improved pedestrian route has been proposed between the new Upper Town Commons and Fleet Street in LeBreton Flats. This route runs north from the corner of Slater and Bronson, and into the open space expanded on both sides of Commissioner Street. An additional connection along the north of Albert provides a connection down through the proposed development to the Lower Escarpment. The nature and configuration of the future DOTT EA alignment and its location will need careful consideration to ensure that the open spaces remain fully accessible in order to contribute positively to the character of the area.



Southwestern view towards Escarpment Park

Once completed, Escarpment Park will effectively bridge the upper part of the Escarpment with the lower areas and directly link to the open space network proposed for LeBreton Flats.

This proposal will create a linked route of park spaces from LeBreton Flats and the Canadian War Museum through to Sparks Street. In addition to creating a new amenity for the local community, the Park can also be easily accessed by office workers and visitors to the City as part of a tourist route.

Due to the existing land ownership pattern and close proximity of this site to the Federal Realm, the realization of this project will require a joint venture between the City and the National Capital Commission.

Key concepts and elements of the design include:

1. An expanded green space at the foot of the Escarpment formed by the reconfiguration of Cliff Street and rationalization of access drives.
2. The application of an extensive program of landscaping to create a natural setting for the escarpment.
3. An improved pedestrian connection from the northwest corner of the Upper Town Commons to connect with the emerging LeBreton community.
4. An additional open space on the west side of Commissioner Street will improve and strengthen the connection to the LeBreton community as well as setting the stage for future redevelopment to the west.
5. The introduction of a stairway, ramp system or elevator will remediate the dramatic change of levels at the escarpment.
6. Intersection treatments are required at the Albert Street, Slater Street and Bronson Avenue / Commissioner Street junctions to allow pedestrians and cyclists to cross from Cathedral Hill into the upper park area.



Quebec City



Vancouver



Central Park, New York City



View of the Escarpment looking south from Escarpment Park

5.3 Bronson Park

Bronson Park is located at the termination of Sparks Street and Queen Street. The small park space sits at the top of the Escarpment, overlooking LeBreton Flats. Comprised of a grassed area, the park offers tremendous views of the Ottawa River, the Gatineau Hills and beyond. Currently, the site is underutilized and is used primarily as a dog walking park for local residents.

The Escarpment Area District Plan proposal will re-invigorate the NCC-owned Bronson Park as the western anchor to Sparks Street and create a new destination and attractive park space that can be used by residents and visitors alike.

The proposal for a quality park in this spectacular setting brings forward the policy 1.10.3e(iv) from the Upper Town Secondary Plan that states an “enhancement of the open space overlooking LeBreton Flats, atop the historic limestone cliff at the western end of Sparks Street, through such measures as the provision of suitable soft and hard landscape elements which are sensitive to the character of the Cathedral Hill heritage area, the preservation of panoramic views from this site”. This policy should be pursued.

To celebrate its prominence atop the Escarpment, a program of hard and soft landscaping is proposed. The outer edge of the park space is to be composed of hard surface materials, creating a more defined viewing area while the interior section remains an informal, well grassed area.

The redesign of the park as a viewing station will reaffirm the space as a public park, create a destination activity and provide an appropriate setting to capture views. The potential introduction of a pavilion structure could be associated with the NCC’s Commemorative Trail programme and part of the LeBreton Loop. Adding to its ‘destination’ role, Bronson Park has been identified by the NCC as a suitable location for a commemorative monument. If this is pursued, the termination of Queen Street and/ or Sparks Street along Bronson would make ideal locations for such a monument.

Pedestrian movement along Sparks Street should be extended across Bronson Park to eventually link through to LeBreton Flats. This is the natural continuation of Sparks Street and will help to alleviate the notion that Sparks Street lacks a destination at its western end. The eventual introduction of a vertical connection down to the base of the Escarpment – whether it be a stairway, ramp system or elevator – would greatly improve connections and access for all.



Mount-Royal, Montreal



Central Park, New York



Quebec City



View of Bronson Park, Escarpment Park Square, and Pooly’s Bridge Mews



Existing view from Bronson Park looking west

Due to land ownership, the redesign of Bronson Park and the extent of the role that it plays as part of the Commemorative Trail will ultimately have to be determined by the National Capital Commission.

The landscaping improvement details shown for Bronson Park are conceptual. It is recognized that a detailed study of the park, undertaken by the NCC, will be necessary before any improvements are made.

Key concepts and elements of the design include:

1. Application of a program of hard and soft landscaping to reinvigorate and reaffirm the place as an open space. This will be accomplished by the introduction of a hard surfaced pedestrian promenade along Bronson Park's outer edge that connects into both Sparks Street and Queen Street. This hard outer edge should frame a soft landscaped area, dominated by grasses to create an informal setting for relaxation and reflection.
2. Landscape improvements along Sparks Street running west from Lyon is required to encourage pedestrian movement and transform Bronson Park into the western terminus of the Sparks Street Mall.
3. Landscape improvements along Bronson Street between Albert and Bronson Park should be pursued to enhance pedestrian connections to the new Upper Town Commons and Escarpment Park.
4. The creation of a hard surfaced terrace along the outer edge of the park overlooking the Escarpment to provide views across LeBreton.
5. Potential introduction of Commemoration Memorial(s) at the termination of Sparks Street and Queen Street.
6. Introduction of a potential vertical pedestrian connection between the top and bottom of the Escarpment.



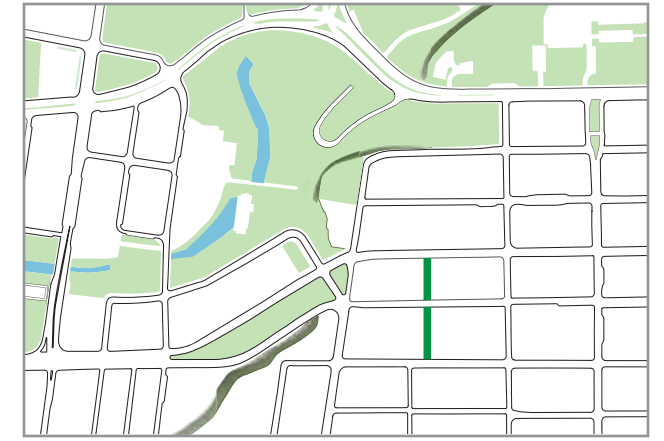
5.4 Mid-Block Mews

A new north-south pedestrian mews flanks the eastern edge of Upper Town Commons, creating a transition zone between the open space and new residential development. This intimately scaled mews provides an important front-door address for the new development on the School Board sites, while also facilitating movement through the district and providing a much needed pedestrian link to the BRT stops on Albert and Slater.

The mid-block mews allows for the creation of a more 'residential-friendly' address for new development opportunities. It is proposed that all residential developments overlooking the quiet mews should support direct access from the mews with small terraces or garden areas to act as a transitional zone between the public mews and the private residential developments.

The mews will have extensive soft landscaping along its edges, such as a special double row of trees. Pedestrian scaled lighting is also required along its length. Any public art or street furniture present should be coordinated with existing designs in the park.

It is anticipated that the mews will be constructed in phases (Laurier to Slater and then Slater to Albert) in partnership with the new developments to the east. Upon completion, the mews would be dedicated to the City as a public right-of-way.



Future view of the mid-block mews looking north



Vancouver



Sculpture Garden, Toronto



Vancouver

Key concepts and elements of the design include:

1. Special tree planting to define the route and visually extend Upper Town Commons.
2. New pedestrian crossings and related intersection treatments.
3. Landscaped buffers between public mews and new private residential developments.



5.5 South LeBreton & Capital Parks

The open space system of the South LeBreton Flats neighbourhood will be focused upon Canal Square, the Aqueduct and Escarpment Park. Many of the open spaces relate directly to the LeBreton station. This area is the converging point for a number of important initiatives including the new LeBreton Development Phase 1, Canal Square and Trans-Canada trail system.

It should be noted that due to the preliminary stage of the DOTT EA Study (August 2008), the open space plans presented as part of the South LeBreton Flats development options are only conceptual.

One of the primary functions of the South LeBreton system of parks and open spaces is to better connect this emerging area with the established communities to the south of Albert. To help facilitate this, a series of pedestrian connections are proposed to cross the LRT transitway route and connect Canal Square through to Albert Street. Such linkages will emerge upon the covering of the LRT tunnel; allowing for seamless connections throughout the District. The result will be the extension of one of the city's most historic streets north to the Ottawa River Parkway.

The success of the South LeBreton open space system will be influenced by the ability to create a land bridge, comprised of a road and open space system, over the DOTT/LRT alignment while also preserving air rights. Doing so will help to define the edges of the space and mitigate the potential impacts of the transit trench. Permitting development over the LRT alignment will allow the creation of a unique canal-side park condition. This will be one of the few places in the city where new development will have potential to front directly onto a public park and waterway.



Future view from the new LeBreton Flats Community looking southwest towards South LeBreton



Natural Amphitheatre, Washington Park, Oregon



Ottawa



Kew Garden, London

Key concepts and elements of the design include:

1. A series of pedestrian connections that cross the LRT and connect the communities with the aqueduct, the Trans-Canada trail system and the Ottawa River beyond.
2. Ensuring that the portal be located west of, or as close as possible, to Booth as well as conveying the LRT alignment east of Booth to mitigate against the impacts of the transit trench.
3. The creation of a new street system including new north-south streets that extend the historic grid system of streets north into the new LeBreton community. These streets should be treated as mews and designed to be pedestrian friendly and highly landscaped.
4. Realization of Canal Square as part of the future LeBreton station development.
5. The creation of a new park west of the intersection of Commissioner and Albert Street.



5.6 Streetscape Improvements

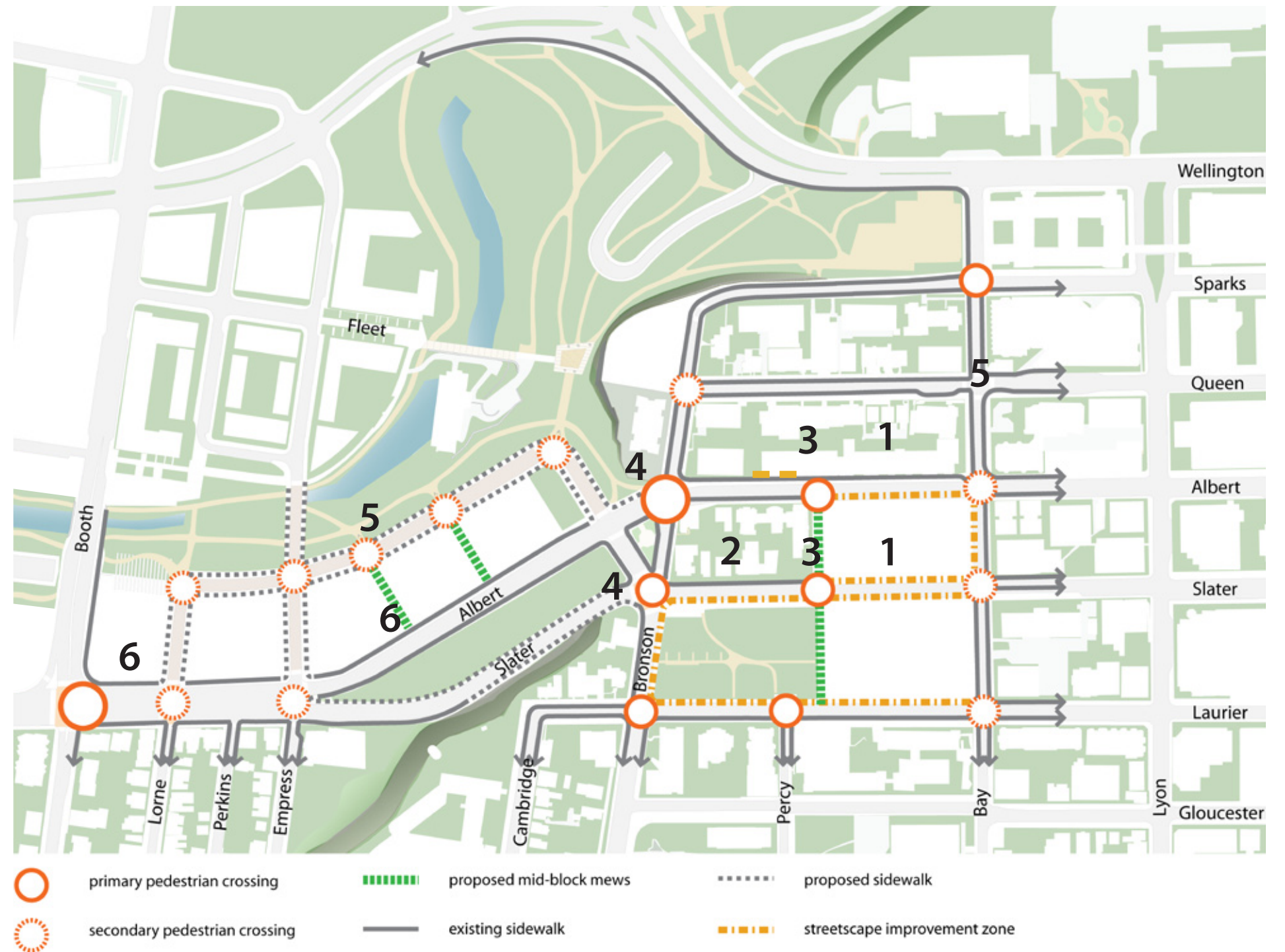
The success of the Escarpment District as a neighbourhood lies in its ability to provide both improved internal connections and strengthened external linkages to and between the surrounding communities.

Consequently, the objective of the proposed streetscape improvements is to strengthen internal and external connections through a variety of sidewalk and intersection improvements. These improvements are aimed at increasing pedestrian safety and creating a more pleasant pedestrian experience. They must be well designed, durable, well-lit and create a feeling of safety and security for all users.

Streetscape improvements are expected to be implemented as adjacent development occurs.

Key strategies include:

1. Streetscape improvements in the central parcels undertaken in partnership with adjacent development.
2. Streetscape improvements coordinated with the implementation of Upper Town Commons.
3. Mid-block mews coordinated with adjacent development.
4. Primary pedestrian crossing improvements aimed at creating safer pedestrian and cycling connections between Escarpment Park, Upper Town Commons, the Mid-block mews and transit stops. These intersection improvements should include special pavement treatment over the entire intersection.
5. Secondary pedestrian crossing improvements aimed at creating safer pedestrian and cycling connections at key intersections within the Escarpment District; facilitating pedestrian and cyclist movement within and outside the area. These secondary pedestrian crossing should include special markings to indicate pedestrian movement.
6. A South LeBreton sidewalk network to facilitate movement within the development and with its surroundings. The network shown on the illustration is conceptual only and will be defined when the transit alignment and the South LeBreton development are being proposed.



5.6.1 Street Type and Streetscape

Section 4.3.2 provides directions as to how a building should relate to the street.

To supplement these directions, this section revisits the Downtown Ottawa Urban Design Strategy 20/20. The design standards to the right demonstrate that rights-of-way are about much more than just vehicular movement; they have the potential to be beautiful, comfortable and multi-functional urban places.

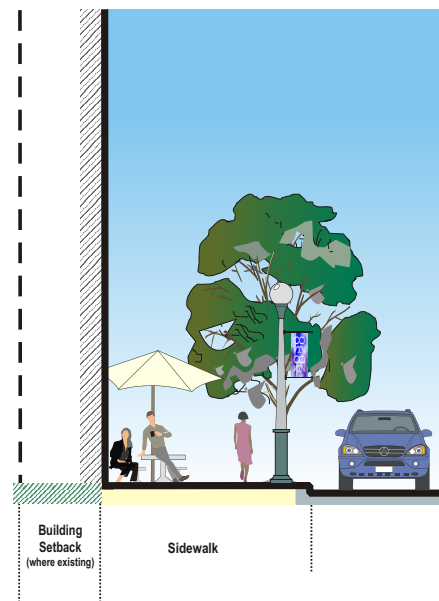
The adjacent illustrations represent good examples of sidewalk treatment that would be desirable for commercial and residential uses at grade. These street types represent a starting point from which to give direction for the detailed design work and should become the “norm” when rebuilding streets.

Desirable Street Type for Commercial uses at grade (Type B and C)

Desirable Street type for Residential at grade (Type D, E and F)

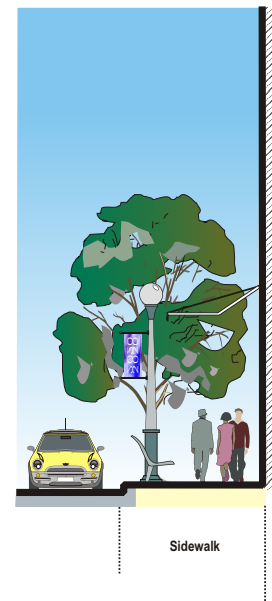
Target Street Type B

Streets with high profile commercial/leisure uses at grade. Generous sidewalk able to accommodate terraces, hard and soft landscaping and street trees.



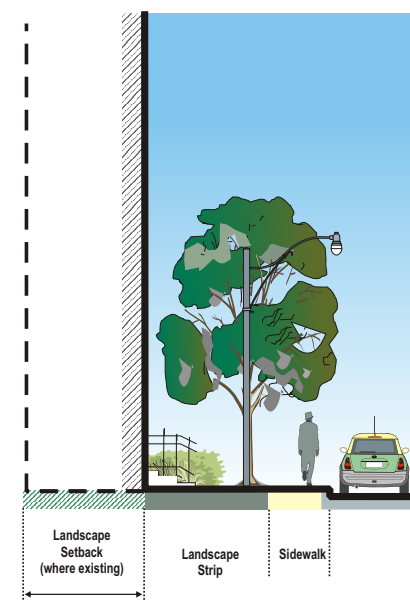
Target Street Type C

Streets with commercial use at grade. Sidewalk able to accommodate landscaping and street trees.



Target Street Type D

Residential or mixed-use streets with landscaped setback. Able to accommodate landscaping between the sidewalk and the building face.



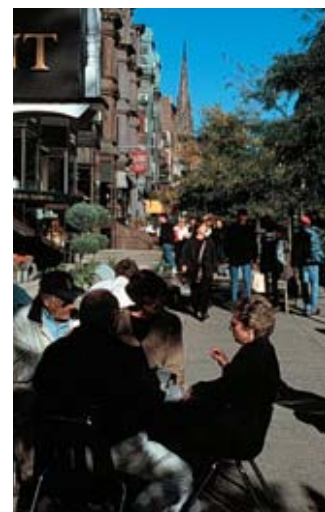
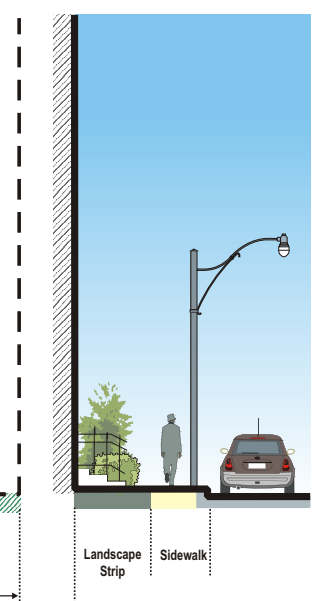
Target Street Type E

Residential or mixed-use streets with a treed landscape strip between the road and sidewalk. Setback able to accommodate landscaping.



Target Street Type F

Residential or mixed-use streets with sidewalk and narrow landscape strip. Can accommodate soft or hard landscaping between the sidewalk and the building face.



Newbury Street, Boston



Murray Street, Ottawa



Ottawa



Ottawa



New York City

Source: Downtown Ottawa Urban Design Strategy 20/20, City of Ottawa.



Southwest view of the Escarpment District

6.0 DEVELOPMENT OPPORTUNITIES

Urban neighbourhoods are in a constant process of change and evolution. In successful cities, such as Ottawa, development pressures are a constant. To help direct this growth pressure, this chapter identifies a series of physical development options for the Escarpment District. Although much of the neighbourhood will remain unchanged, the realization of some of the development options presented will be required if the Open Space Opportunities, presented in Chapter 5, are to come into fruition.

Building on the analysis completed in Section 4.4, this chapter offers a series of redevelopment options for four key sites in the Escarpment District. It provides details on a recommended development strategy for each site that balances future growth demands with existing community needs. It also provides more detailed guidelines on recommended uses and yields, appropriate building heights, general building envelopes, access plans and any special conditions each parcel may have. Again, each of these development options will translate the vision, principles and objectives, presented in the earlier chapters, into a series of physical responses.

Future development opportunities presented, include:

- 6.1 *Development Parcels*
- 6.2 *Ottawa Technical High School Sites:*
 - South Site
 - North Site [Options 1-4]
- 6.3 *Albert, Bronson, Slater Site*
- 6.4 *South LeBreton Site*
- 6.5 *Summary of Development Options*

6.1 Development Parcels

This section presents the existing development parcel configuration as well as a proposed new development parcel plan for the main areas of change within the Escarpment District. Each of the parcels from A through to I have been summarized in terms of its existing and proposed uses and ownership, where known. Where required, justification has been given for the reconfiguration of the parcel plan.

PARCEL A

Existing:
Parcel owed by the City of Ottawa. It is currently used as the Nanny Goat Hill Community Gardens.

Proposed:
The newly reconstituted parcel will be enlarged to become part of the new Upper Town Commons.

PARCEL B

Existing:
Parcel owned by the Ottawa Carleton District School Board. The northern half is zoned institutional and the southern half is zoned residential. The school playing field, parking lot and gymnasium facility occupy this parcel.

Proposed:
The eastern portion of Parcel B is proposed to be redeveloped while the western portion of a site is to become part of the new Upper Town Commons.

PARCEL C

Existing:
Parcel consisting of a group of rowhouses held in multiple ownership.

Proposed:
As parcel C is too small to accommodate the desired form of redevelopment, it is proposed that this parcel be combined with Parcel B.

PARCEL D

Existing:
OCDSB North Site. This parcel is occupied by the majority of the former Ottawa Technical High School buildings.

Proposed:
Except for a small section on the west edge allocated for the mid-block pedestrian mews (D1), this parcel remains intact for redevelopment.

PARCEL E

Existing:
Except for the six rowhouses located on the south east quadrant, the parcel holds significant heritage value. The building located at the corner of Albert and Bronson contain city housing units.

Proposed:
To maximize its redevelopment potential and to permit the retention and integration of heritage buildings, it is proposed that these properties be redeveloped as consolidated parcels. Due to the sensitive nature of this heritage cluster, this study recommends that any future additional development to take place on these parcels be undertaken comprehensively, subject to a heritage impact evaluation.

PARCEL F

Existing:
Existing 16 storey apartment building.

Proposed:
No change proposed.

PARCEL G

Existing:
Parcel owned by the NCC. It is a vacant/open space parcel framed by Albert and Slater with considerable topographic variation.

Proposed:
Parcel G has some development potential and could be considered for future residential use in the longer term. However, in the meantime it is proposed that it be included as part of Escarpment Park.

PARCEL H

Existing:
Pedestrian and bicycle pathway built over the new high-pressure water main.

Proposed:
No change proposed.

PARCEL I

Existing:
Parcels owned by the NCC and the City of Ottawa. Selected portions of the parcels are to be transferred from the NCC to the City of Ottawa, pursuant to the 1994 LeBreton Flats Master Agreement. The parcel is in part used as a parking lot, a vacant lot and open space.

Proposed:
Pending the LRT/DOTT alignment, several options may become available, including:

- The land north of the future LRT/DOTT alignment (I1) will be available to contribute to the canal open space system.
- This eastern portion of I1 should be formalized as an open space to mirror the adjacent open space lying immediately east of Commissioner. This fluid design will improve the pedestrian experience, access and connectivity to the greater NCC open space system while also anchoring the entirety of Parcel I for future development.
- The remaining portions comprising Parcel I will be open to redevelopment.



The Parcels: **EXISTING**



The Parcels: **PROPOSED**

6.2 Ottawa Technical High School Site

The two large city blocks bound by Albert Street, Bronson Avenue, Bay Street and Laurier Avenue provide a major redevelopment opportunity for the City, and in particular, the Ottawa-Carleton District School Board. At present, much of the site is owned by the School Board and houses the former Ottawa Technical High School and related grounds.

Originally home to the Ottawa Ladies' College, what was to become known as the Ottawa Technical High School moved to the site in 1916, three years after the building was completed. Initially housing classes for the Ottawa Evening Industrial School as well as commercial classes for the Ottawa Collegiate Institute, the building's joint tenants merged in 1917 to form the Ottawa Technical High School. The Ottawa Technical High School became the City's second public secondary school and remained in operation for more than 80 years. The school closed in 1992.

To meet an on-going demand for space, the original building has been expanded several times, in 1938, 1961 and 1962. At its peak in the 1940s, the school had an enrolment of some 1,750 students. Although the school offered standard high school programs, it was known for its specialized vocational programs and in its later years, adult education programs.

Although no longer in operation as a school, the heritage elements of the building are listed on the City of Ottawa Heritage Reference List and remain an important landmark for the area. As shown in the picture below, the school houses an outstanding auditorium facility (built in 1938 and designed by G. Albert Ewart, Architect) that is still used for community events. As well, the school has two gymnasiums; the Lower Gymnasium located under the auditorium and the second located in the building adjacent to the playing field and connected to the main building by a walkway over Slater Street.

The City should work in close partnership with the School Board to ensure that all interests are addressed and that the value of this significant redevelopment opportunity is fully realized. Across this site, the Plan identifies two potential development parcels and major new green spaces.

For simplicity, the section below sub-divides the Ottawa-Carleton District School Board into two separate development parcels:

- i. Ottawa Technical High School: South Site
- ii. Ottawa Technical High School: North Site



Ottawa Technical High School Auditorium



Former Ottawa Technical High School main entrance on Albert Street



1

2

3

4

5

1- Original 1917 building
2- 1938 addition. G. Albert Ewart Architect
3- 1961 addition
4- 1962 addition
5- Playing Field

6.2.1 Ottawa Technical High School: South Site

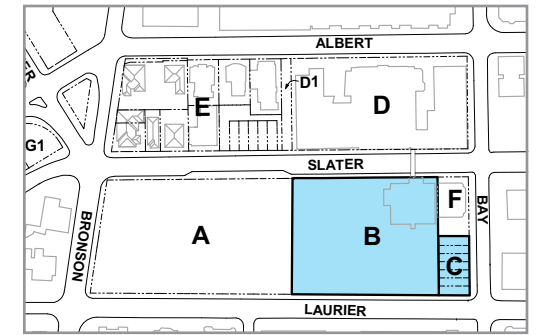
The Ottawa Technical High School lands to the south of Slater will be home to a new high-rise community and neighbourhood open space. Stretching west from a new north-south pedestrian mews, a large open space will act as a neighbourhood focus. To the east, a series of “point towers” on 3 to 6 storey podiums will gradually step up in height as they transition towards Bay Street.

The Strategy

The approach to development on the southern lands of the Ottawa Technical High School has been to redistribute density to the east in order to provide a substantial new park to the west - Upper Town Commons. This park, in combination with the existing City-owned community gardens at the corner of Bronson and Laurier are to form the heart of the surrounding high-rise community and will provide a focus of activity for the area.

East of Upper Town Commons, four point towers will step up in height towards Bay Street from a 3-6 storey podium. This will help to both define the streets and park lands and maximize views towards the new Upper Town Commons, Escarpment Park and LeBreton Flats. Within the podium, units will be afforded views of the surrounding streets and open space or landscaped interior courtyards. Ground floor units will have direct access to the street.

Situated between the new development and open space, a north-south pedestrian mews will stretch from Laurier to Albert Street. This will provide a much needed north-south connection through the neighbourhood and help to act as a buffer between the private residential uses and the Upper Town Commons area to the west.



Residential development: OCDSB south site looking east

Uses

- The primary new uses associated with this site are residential.
- Ground floor convenience commercial will be permitted in publicly accessible locations that are external to the block.
- Office use will be permitted within the podium section of the building. Because of privacy and noise issues, office use may be desirable in the podium section along.

Height

- The Height Plan illustrates the permitted height of buildings. Tower heights will vary from 56m in height adjacent to the park and will step up in scale to a height of 72m directly adjacent to Bay Street.
- All buildings will be setback between 3 and 3.5 metres from the property to allow for greater sidewalk amenity and privacy for residential uses.
- Podiums are to be 3 to 6 storeys in height.
- Above the 4th floor, podiums are to have a different architectural treatment or a small setback from the building face.

Access, Parking & Servicing

- Tower lobby entrances should be located off a public street or the mid-block pedestrian mews.
- Ground floor and townhouse units should have direct ground level access.
- All parking and servicing are to be handled internal to the block.
- Access to parking and servicing should be via Slater and/or Laurier. Details are to be worked out at site plan.

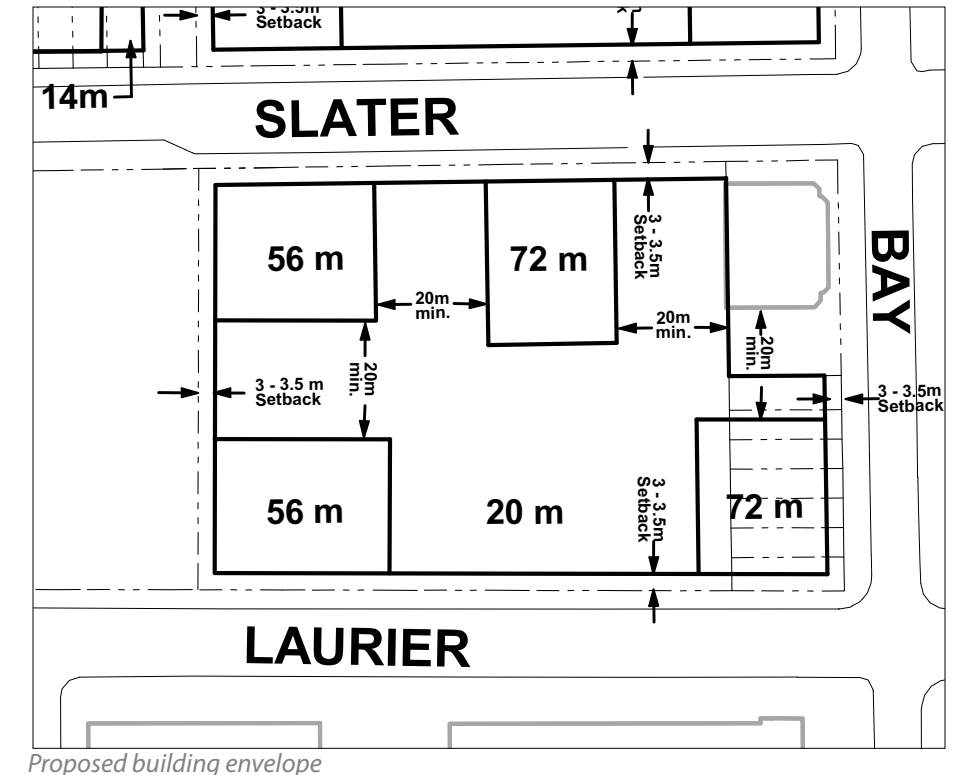
Potential Yield:

• Site Area:	13,500 m ²
• Gross Floor Area:	
- Residential (Units)*	60,000 m ² (368–578)
- Retail	500 m ²
Total GFA:	60,500 m²

* Based on an average Unit Gross Floor Area of 70m² to 110m²

Special Conditions

- Due to their combined parcel size, the existing townhouses located on Bay Street have been redeveloped and integrated as part of the OCDSB South Site Development.
- Residential units overlooking the mid-block pedestrian mews should support views over the park and be accessed directly from the mews.



Residential development: OCDSB south site looking west

6.2.2 Ottawa Technical High School: North Site

The Ottawa Carleton District School Board north site, bound by Slater, Albert and Bay, offers a major opportunity for intensification. To accommodate this, four development options – each offering a different balance between uses – have been prepared for the site.

General Strategy

- The building complex located on this site has been identified as having heritage value. The central section of the building containing the Auditorium and Lower Gymnasium appears to have the most significant value. A heritage impact assessment is required before site redevelopment moves forward.
- A pedestrian mews will define the western edge of the site, running from Slater Street to Albert Street.
- Green roofs and interior courtyards will be encouraged as private outdoor amenities.

Uses

- The uses associated with this site will be mixed use.
- Ground floor convenience commercial will be permitted in publicly accessible locations along its perimeter. The Bay Street frontage would be an ideal location for grade related commercial use.

option 1 - all residential



In Option 1, the Ottawa Technical High School has been removed and redeveloped with a series of new residential towers atop a low-rise storey podium of townhouse and apartment units.

option 2 - mixed use: residential + office



In Option 2, the Ottawa Technical High School has been removed and redeveloped with a mixed-use residential / office development consisting of street related podium structures with residential towers and an office tower along Bay Street.

Height

- Development massing will follow the following principles: (a) tallest components (72m) will be along Bay Street; (b) podium heights along mews will match the height of the heritage structure opposite; (c) other podium heights will be 4 to 6 storeys; (d) the remainder of the site will have an allowable tower height of 56 metres.
- All buildings will be setback between 3 and 3.5 metres from the property to allow for greater sidewalk amenity and privacy for residential uses.
- Podiums are to be 3 to 6 storeys in height.
- Above the fourth floor, podiums are to have a different architectural treatment or a small setback from the building face.

option 3 - residential + auditorium



In Option 3, the Auditorium, Lower Gymnasium and historic façades of the former Ottawa Technical High School are retained and flanked with new residential development to both the east and west.

Access, Parking & Servicing

- The lobbies of towers should be located off a public street or the mid-block pedestrian mews.
- Ground floor and townhouse units should have direct ground level access.
- All parking and servicing are to be handled internal to the block.

option 4 - residential + office + auditorium



In Option 4, the Auditorium, Lower Gymnasium and historic façade of the former Ottawa Technical High School have been retained and are flanked with a mixed-use residential / office development consisting of street related podium structures with a residential tower to the west and an office tower along Bay Street.

6.2.2 Ottawa Technical High School:

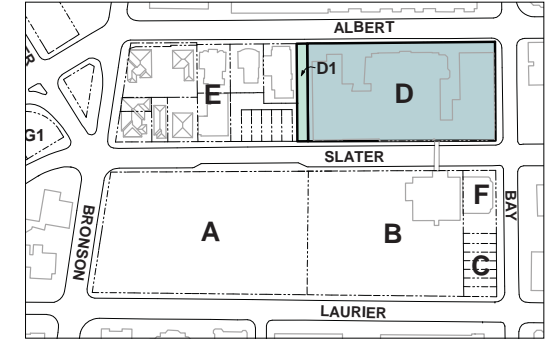
North Site - Option 1: All Residential

The Strategy

This option promotes a residential-led redevelopment of the site.

In this option, the school has been redeveloped with a 3 to 6 storey podium with 3 point towers spaced across the parcel. Towers have been situated to maximize views and maintain privacy from surrounding buildings. These taller elements transition down in height from Bay Street towards the east. Units within the podium will be afforded with views of either the surrounding streets or a private landscaped interior courtyard. Ground floor units will have direct access to the street.

Situated along the western edge of the property between the new development and existing low rise housing, a pedestrian mews will stretch from Laurier Avenue north to Albert Street. This will provide a much needed north-south connection through the neighbourhood and create an address for townhouses facing west within podium.



View of Option 1 looking west

Uses

- The primary uses associated with this site is residential.

Height

- The proposed building envelope plan illustrates the permitted height of buildings.

Access, Parking & Servicing

- Access to parking and servicing should be via Albert or Slater and discretely designed to minimize the impact on the building and streetscape.
- An access lane, running north-south would service the complex. Details are to be worked out at site plan.

Potential Yield:

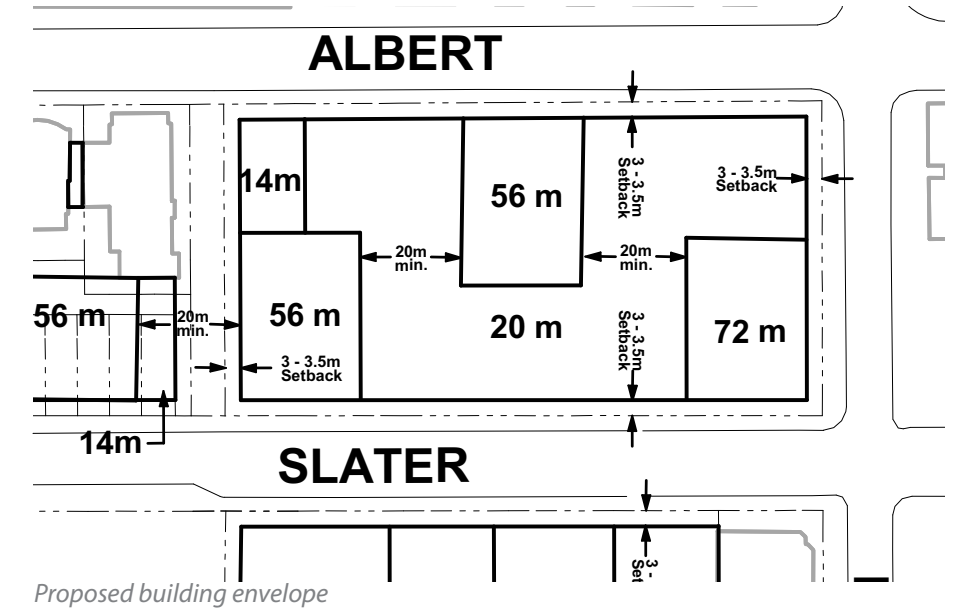
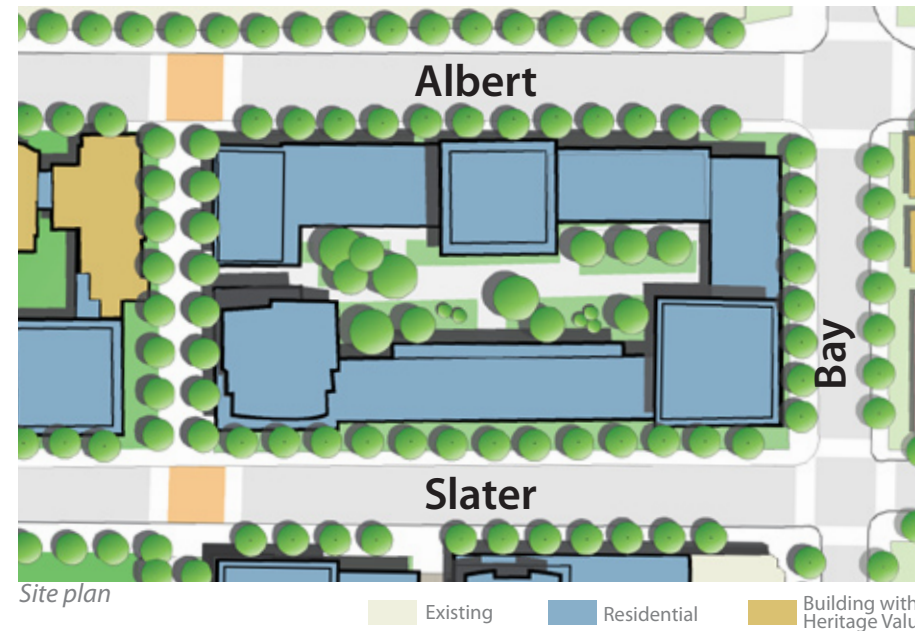
- Site Area*: 7,250 m²
- Gross Floor Area:
 - Residential (Units)** 50,500 m² (459-721)
 - Retail 500 m²
- Total GFA: 51,000 m²**

* includes mid-block pedestrian mews area

** Based on an average Unit Gross Floor Area of 70m² to 110m²

Special Conditions

- n/a



6.2.2 Ottawa Technical School:

North Site - Option 2: Mixed Use Residential + Office

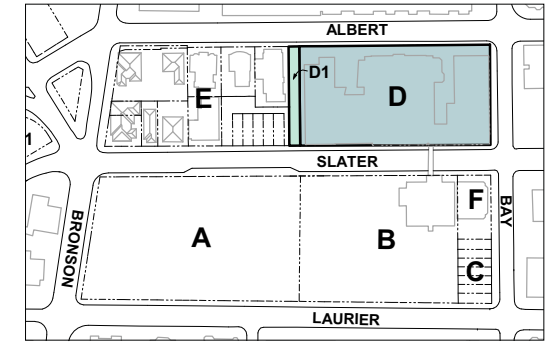
The Strategy

Option 2 illustrates an approach that redevelops the Ottawa Technical High School as a mixed-use residential office development consisting of street related podium structures supporting one residential tower (corner of Slater Street and the mid-block mews) and one office tower to the east, fronting onto Bay Street.

The strategy attempts to capitalize on the site's location at the western edge of the office core by catering to both the residential and commercial demands of the area.

To the west of the parcel, the residential component is composed of a point tower atop a three to six storey base. In this configuration, the tower elements have been positioned to capitalize on views of the park while to the north and east, the podium works towards integrating the structure into the existing streetscape of low-density residential housing.

At the eastern edge of the property an office building fills the parcel with frontages on Slater, Bay and Albert. The building has its main entrance located along Bay Street.



View of the Option 2 looking west

Uses

- The primary uses associated with this site are to be residential and office commercial.

Height

- The proposed building envelope plan illustrates the permitted height of buildings.

Access, Parking & Servicing

- The primary lobby entrance of the residential tower should be located at the corner of Slater and the mid-block pedestrian mews.
- The primary lobby entrance of the office tower should be located along Bay Street.
- Access to parking and servicing should be via Albert or Slater and discretely designed to minimize the impact on the building and streetscape.
- An access lane, running north-south would service the complex. Details are to be worked out at site plan.

Potential Yield:

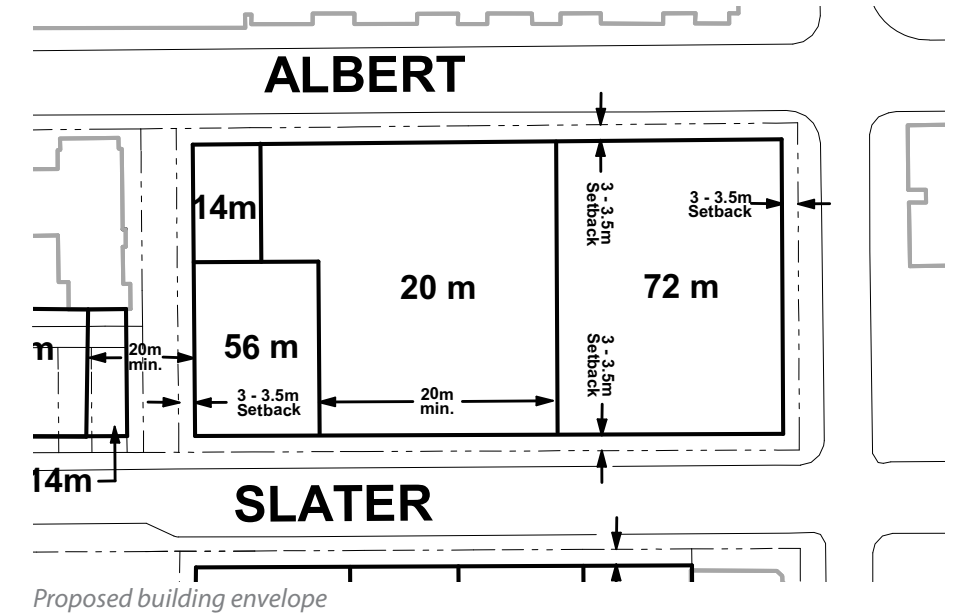
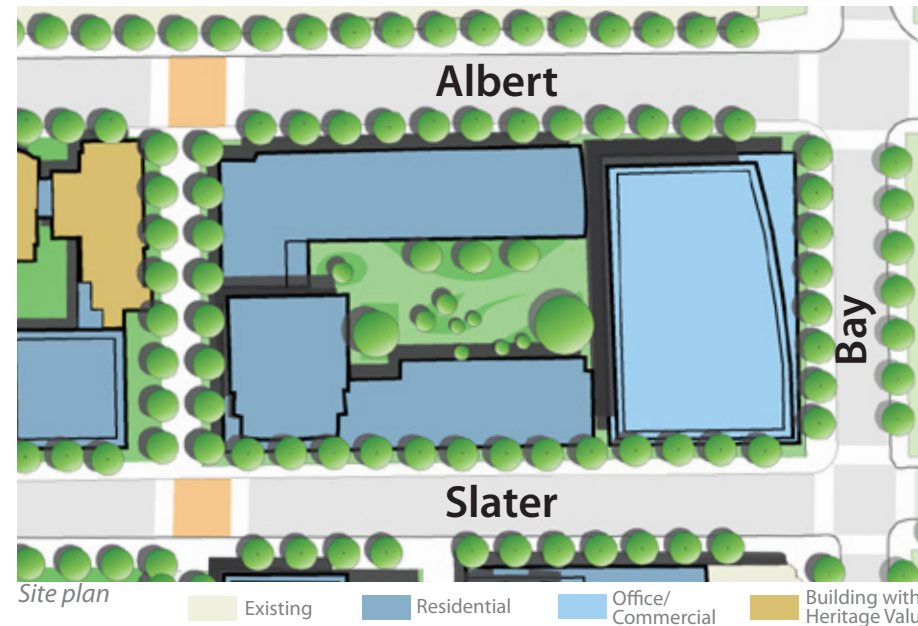
• Site Area*:	7,250 m ²
• Gross Floor Area:	
- Office	32,000 m ²
- Residential (Units)**	25,500 m ² (231-364)
- Retail	1,000 m ²
Total GFA:	58,500 m²

* includes mid-block pedestrian mews area

** Based on an average Unit Gross Floor Area of 70m² to 110m²

Special Conditions

- n/a



Residential development: OCDSB south site looking west (image to be updated)

6.2.2 Ottawa Technical High School:

North Site - Option 3: Residential + Auditorium

The Strategy

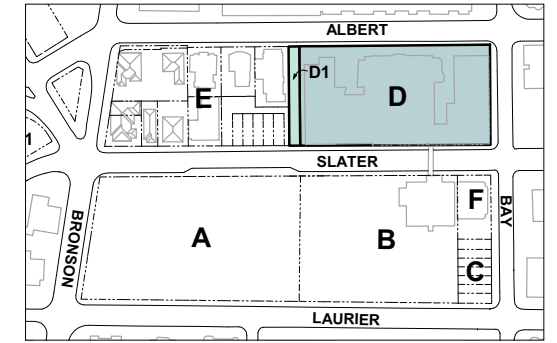
Option 3 illustrates an approach that partially redevelops the Ottawa Technical High School Lands north of Slater Street. The Auditorium, Lower Gymnasium and façades of the former technical school are retained as a major community amenity, but are flanked with new residential development to both the east and west.

Similar to Option 1, Option 3 promotes a residential-led redevelopment of the site, but with the retention of portions of the Ottawa Technical High School structure.

The Auditorium and Lower Gymnasium of the former Ottawa Technical High School is restored and anchored on either sides by new residential point towers. A low-rise podium comprised of townhouses helps to continue the historic scale of the adjacent houses and acts as the base for the two towers.

Tower elements have been positioned to maximize views and privacy from surrounding buildings and are stepped up from the west towards Bay Street. Tallest elements front Bay Street.

Within the low-rise podium, units will be afforded with views of the adjacent streets and the well landscaped pedestrian mews. Ground floor units will support direct street access.



View of the Option 3 looking west

Uses

- The primary uses associated with this site are to be residential and cultural/institutional.

Height

- Taller elements flank the low-rise cultural amenity and front onto both Bay Street and Slater Street. The lower elements are internal to the parcel.
- The proposed building envelope plan illustrates the permitted height of buildings.

Access, Parking & Servicing

- Primary lobby entrances for the residential point towers are to be located at the corner of Bay and Slater and the mid-block pedestrian mews and Slater.
- Access to parking and servicing should be via Albert or Slater and discretely designed to minimize the impact on the building and streetscape.
- Since the existing auditorium splits the development into two distinct parts, it is expected that each development will have to be accessed and serviced separately. Details to be worked out at site plan.

Potential Yield:

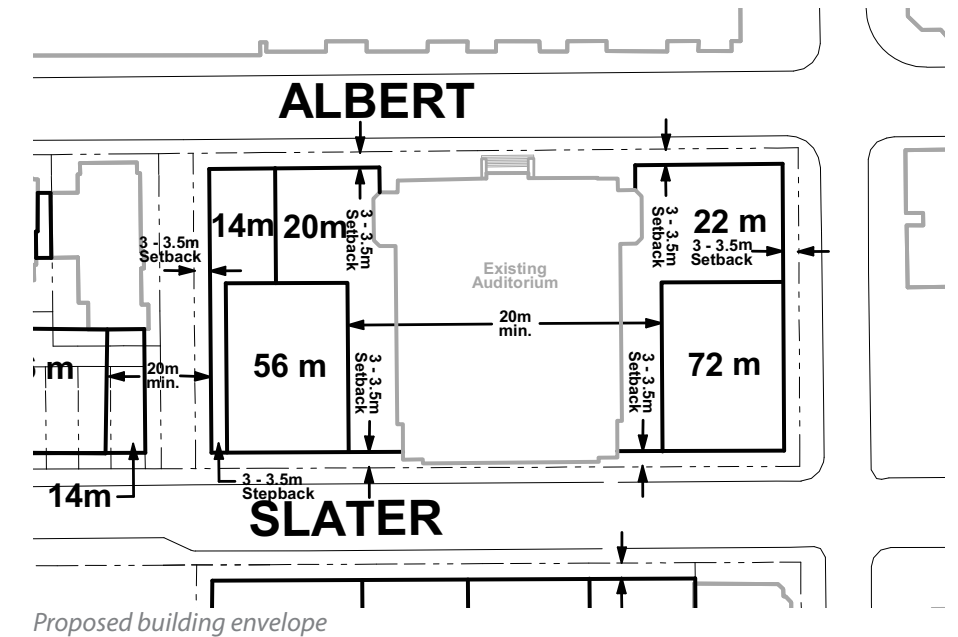
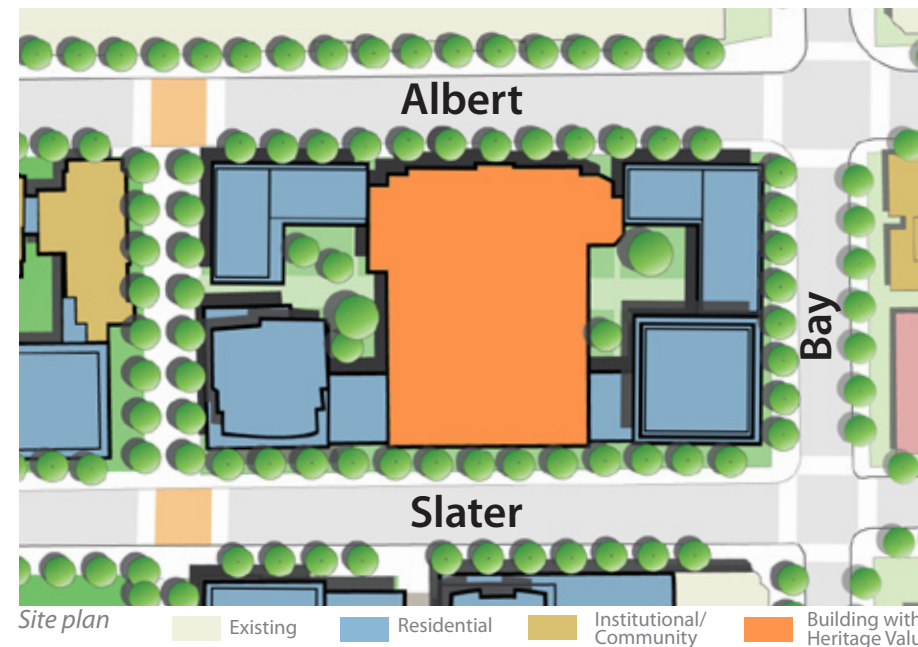
• Site Area*:	7,250 m ²
• Gross Floor Area:	
- Auditorium	4,500 m ²
- Residential (Units)**	35,500 m ² (322-507)
- Retail	500 m ²
Total GFA:	40,500 m²

* includes mid-block pedestrian mews area

** Based on an average Unit Gross Floor Area of 70m² to 110m²

Special Conditions

- The integration and preservation of the Auditorium and Lower Gymnasium within the development will require sensitivity towards heritage.



Residential development: OCDSB south site looking west

6.2.2 Ottawa Technical High School:

North Site - Option 4: Residential + Office + Auditorium

The Strategy

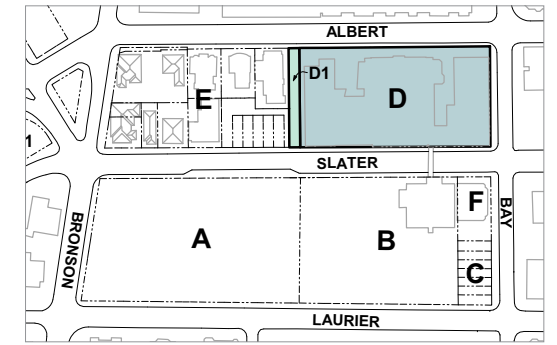
Option 4 illustrates an approach that partially redevelops the Ottawa Technical High School lands north of Slater Street. The Auditorium, Lower Gymnasium and façade of the former Ottawa Technical High School will be retained as a community amenity and is flanked with an office tower on Bay Street and a new residential development on the western edge.

This option presents the most mixed-use scenario of all options.

The strategy attempts to capitalize on the site's location at the western edge of the office core by catering to both the residential and commercial demand present in the area. It also attempts to maintain the Auditorium and Lower Gymnasium as an important community amenity space for the City.

The Auditorium and Lower Gymnasium of the Ottawa Technical High School is to be fully restored as the anchor for the site. It will be flanked on either side by new developments. To the west, the residential component is composed of a point tower atop a three to six storey base. At the eastern edge of the property an office building fills the parcel with frontages on Slater, Bay and Albert. The building has its main entrance located along Bay Street.

The residential component of the parcel has been positioned to capitalize on views of the park. The low rise podium works to integrate the structure into the existing streetscape of low-density residential housing.



View of the Option 4 looking west

Uses

- The primary uses associated with this site is mixed-use office, residential and cultural / institutional.

Height

- Taller elements front onto Bay Street, with lower elements closer to established residential areas.
- The proposed building envelope plan illustrates the permitted height of buildings.

Access, Parking & Servicing

- Primary lobby entrances for the residential point towers is to be located at the corner of the mid-block pedestrian mews as well as along Slater.
- The primary lobby entrance for the office tower will be located on Bay.
- Access to parking and servicing should be via Albert or Slater and discretely designed to minimize the impact on the building and streetscape. Since the existing Auditorium and Lower Gymnasium splits the development into two distinct parts, it is expected that each development will have to be accessed and serviced separately. Details to be worked out at site plan.

Potential Yield:

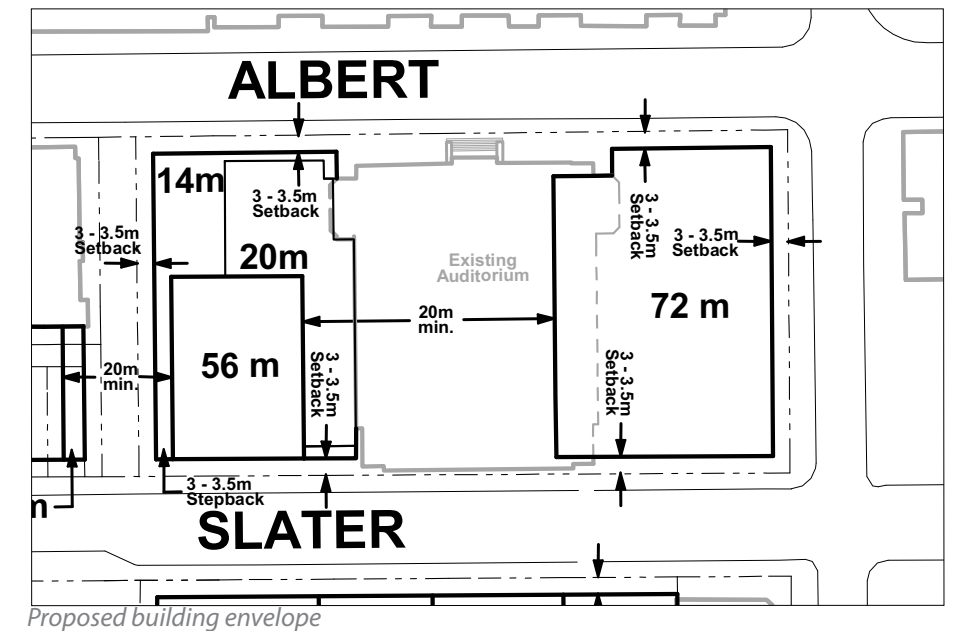
• Site Area*:	7,250 m ²
• Gross Floor Area:	
- Auditorium	4,500 m ²
- Office	33,500 m ²
- Residential (Units)**	16,500 m ² (150-235)
- Retail	1000 m ²
Total GFA:	55,500 m²

* includes mid-block pedestrian mews area

** Based on an average Unit Gross Floor Area of 70m² to 110m²

Special Conditions

- In order to be able to accommodate a marketable office floorplate and the required underground parking, it may be necessary, without impacting the Auditorium and Lower Gymnasium itself, to remove a portion of the central building. Detailed structural analysis will be required.
- The integration and preservation of the Auditorium and Lower Gymnasium within the development will require sensitivity toward heritage.



Residential development: OCDSB south site looking east

6.3 Albert, Bronson + Slater Site

The Strategy

Known municipally as 453 – 463 Slater Street, Parcel D and Parcel E are comprised of the lands to the west of the former Ottawa Technical High School site. These development sites allow for the retention of some existing heritage structures as well as the introduction of new developments in a combination of high-rise and low-rise structures.

However, in order for the redevelopment of these parcels to occur, properties need to be consolidated and an arrangement must be established between the owners of the land and the adjacent properties to the north.

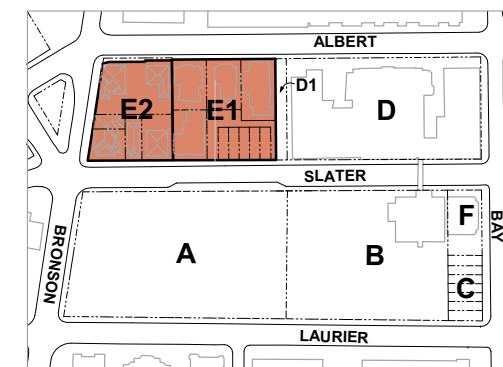
Such an arrangement could occur either through the acquisition of property or in the form of an agreement between the various parties. The purpose of this agreement would be two-fold: First, it would enable the transfer of development rights from the heritage structures and, second, it would ensure that enough land is available for the sensitive siting, massing and service of any new development.

Parcel E1:

- To accommodate a more intense form of development than what currently exists, this site requires a comprehensive redevelopment plan for the entire parcel. Intensification could not be achieved if pursued on a building-by-building programme.
- Mid to high rise redevelopment could be accommodated in this parcel in the form of a point tower if properties can be consolidated.
- As presented to the right, a tower form can be introduced if it is sited internal to the block and does not affect existing heritage structures. Any taller elements should be set upon a podium structure that maintains the historic scale and rhythm of the existing low density housing along Slater Street.

Parcel E2:

- The integrity of the heritage structures across Parcel E must be maintained. This limits redevelopment opportunities on this site.
- Achieving greater density on this parcel than what already exists could be challenging due to fragmented land ownership, heritage protection standards and the established public uses on site. Consequently, the built form proposals for this parcel is to retain much of the site as it is.



View of the proposed development looking east

Uses

- The primary uses associated with this site is to be mixed-use. The point tower will be residential.

Height

- The proposed building envelope plan illustrates the permitted height of buildings.
- Sensitive infill to link existing heritage buildings will be permitted.

Access, Parking & Servicing

- The primary lobby entrance of the point tower should be located along Slater and should be clearly visible from the street and generous enough in scale to allow for waiting and congregation.
- All parking and servicing are to be handled underground below the point tower area of the development and is to be coordinated between properties.
- Access to parking and servicing should be via Slater and discretely designed to minimize the impact on the buildings and streetscape. Details to be worked out at site plan.

Potential Yield:

SITE D

Site Area:	3,617 m ²
Gross Floor Area:	
- Existing	3,000 m ²
- Residential (Units)*	15,500 m ² (150-235)
Total:	18,500 m²

SITE E

Site Area:	2,650 m ²
Gross Floor Area:	
- Existing	2,200 m ²
- Other development potential	tbd
Total GFA:	tbd

* Based on an average Unit Gross Floor Area of 70m² to 110m²

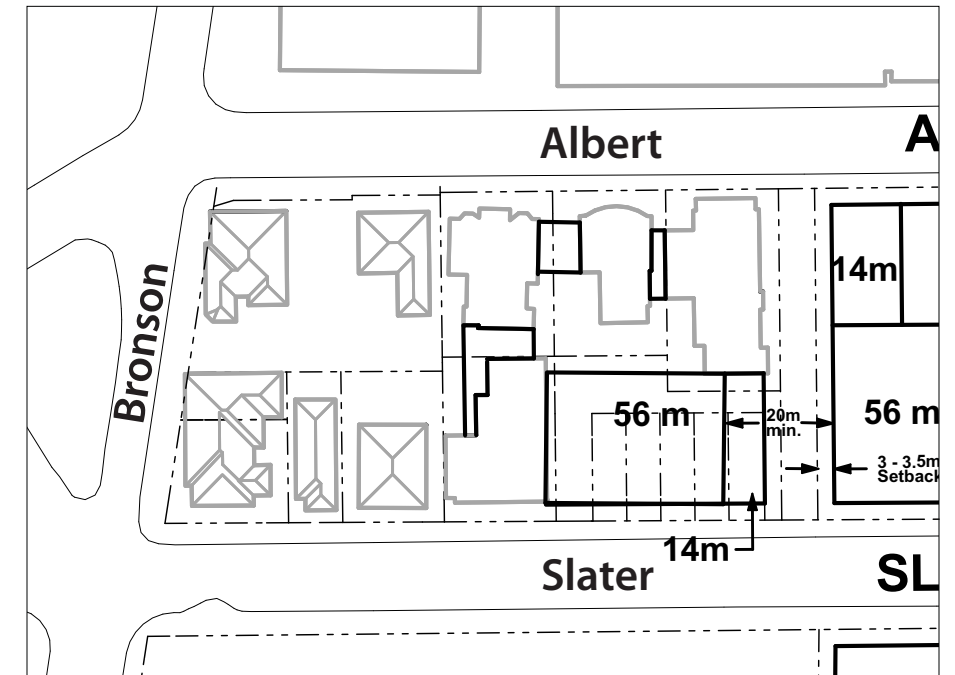
Special Conditions

- The new buildings and infill should be well integrated and compatible in scale and materiality with the adjacent heritage buildings.
- The interior courtyard of the development should be landscaped to enhance the heritage character of the existing buildings.



Site plan

Existing Residential Building with Heritage Value



Proposed building envelope



View of the proposed development looking west

6.4 South LeBreton Site

The Strategy

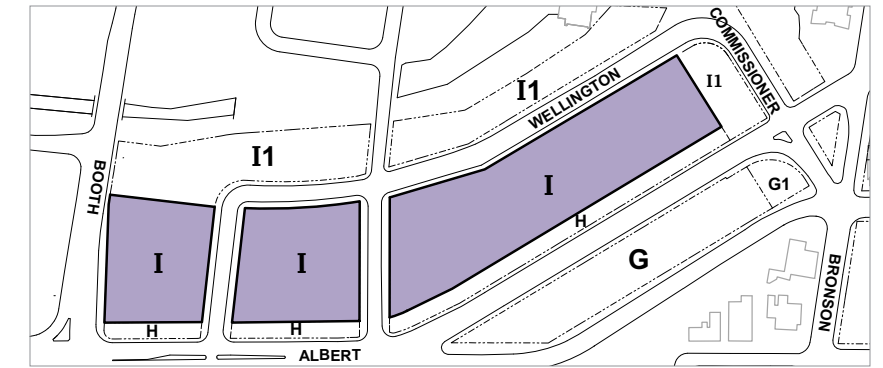
Presented to the right is a conceptual development plan for South LeBreton. Due to the preliminary stage of the DOTT EA study (August 2008), the scale and location of the development blocks is highly conceptual. It is, however, anticipated that new development will take on a similar form and characteristic of development currently approved for LeBreton Flats.

The concept plan strives to integrate the northern portion of LeBreton with the historic neighbourhoods to the south and better integrate the two areas to create a more continuous form, scale and character of development across the entire area.

Many of the development parcels in this area enjoy views over LeBreton Flats, the historic Fleet Street Pumping Station and the Ottawa River. The site's location and topography provides a unique opportunity for the introduction of taller building elements.

The South LeBreton Flats will be composed of a series of low, medium and high-rise buildings similar in scale and massing to what has been proposed within the LeBreton Flats community. Key concepts include:

1. Integrating the scale, intensity and pattern of existing approved development in LeBreton. The streets of LeBreton South are to be lined with a series of townhouses, stacked townhouses and mid-rise apartments. Intersections along Wellington and the canal are to be punctuated with taller structures.
2. Together, the NCC and City of Ottawa should examine opportunities to pursue development rights above any future proposed LRT alignment ('air rights') if the future DOTT alignment bisects the development parcels.
3. Similarly the NCC and the City of Ottawa should promote and ensure that the future LRT trench is covered with a combined road and open space system to physically bridge the transitway gap. Building over the LRT will also help to create new open spaces and an active frontage towards the canal and along the pedestrian bridges. This would result in a seamless pedestrian network stretching from Albert Street north to the Parkway and Ottawa River System.
4. Provide pedestrian and vehicular connections to physically and visually enhance the relationship between the canal and the existing neighbourhood to the south of Albert.
5. The City should direct the Environmental Assessment process for the Downtown Ottawa Transportation Tunnel to safeguard development potential in this area.



Site plan

Uses

- The primary uses associated with this site are to be mixed-use - residential and commercial.
- Because the DOTT EA study is at a preliminary stage the distribution, quantum and characteristics of uses will be in accordance with the current LeBreton Flats Secondary Plan and zoning for the area.

Height

- Building heights will be in accordance with the current LeBreton Flats Secondary Plan and zoning for the area.
- Care will have to be taken when introducing any new developments along the southern edge, as these will have a direct impact on the well-established adjacent neighbourhoods. In this location, the height and scale of any new developments should be built to create a transition to the existing residential neighbourhoods where:
 - Residential point towers should be located along the northern edge of the parcels
 - the Albert Street frontage, with the exception of the most eastern edge, should be fronted by buildings of low-to-medium heights.
 - Provide formal and informal north-south connections to provide strong pedestrian linkages.

Access, Parking & Servicing

- The primary lobby entrance should be located off of public streets and pedestrian connections, while secondary entrances should be located adjacent to the canal. Lobbies should be clearly visible from the street and generous enough in scale to allow for waiting and congregation.
- Ground floor and townhouse units should have direct ground floor access.
- All parking and servicing is to be handled internal to the block.
- Access to parking and servicing should be via the Lorne Street or Empress Avenue extension north of Albert Street and Wellington.

Potential Yield:

- Due to the preliminary stage of the DOTT EA study, the future location of its alignment and the air right development opportunity, it is not possible at this time to calculate the development yield associated with the South LeBreton Development.

Special Conditions

- n/a



View of the proposed development looking west

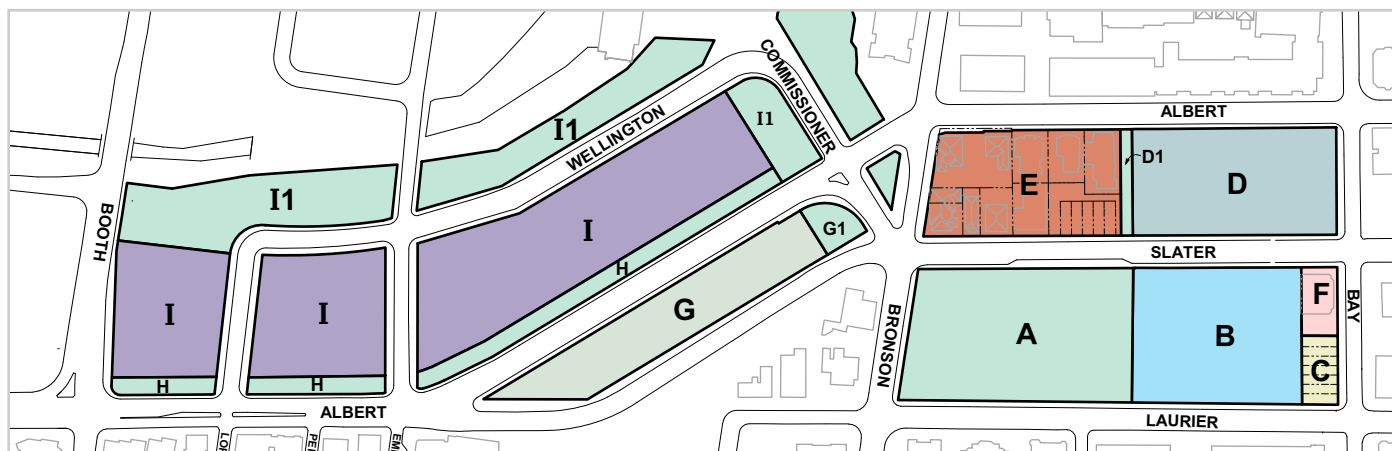
6.5 Summary of Development Options

These illustrations summarize the range of development options that have been explored within the Escarpment District Area Plan. Each option offers a different balance between land uses, development yields, proposed / existing and new built form which can contribute to the vitality of the Escarpment District Area.

*Top of the Escarpment
(Parcels B + C + D)*

As-of-Right institutional + residential

Option 1 all residential



*Top of the Escarpment (cont.)
(Parcels B + C + D)*

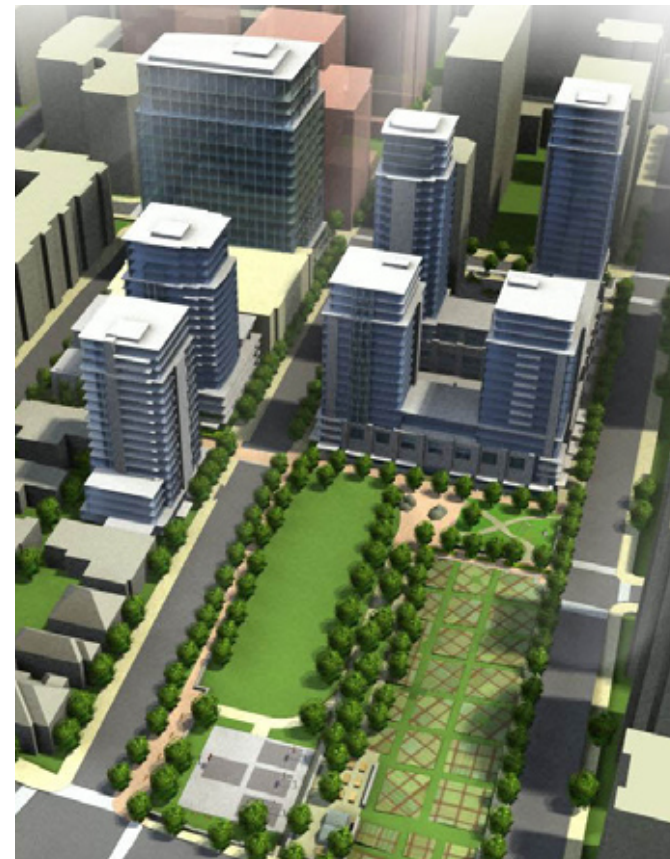
Option 2 mixed use: residential + office



Option 3 residential + auditorium



Option 4 residential + auditorium + office



*Bottom of the Escarpment
(Parcels G + H + I)*

South LeBreton





7.0 MOVING FORWARD

This section presents recommendations on how the Vision and the related priority interventions can be brought forward by the City of Ottawa in partnership with its stakeholders.

To ensure an effective start to project realization, this section opens with a clear 'action list' relating to each of the Vision's big moves. The chapter concludes with a summary of implementation and incentive tools available to the City to bring forward the Vision for the Escarpment District. The implementing policies, programmes and approaches have been crafted to help guide future decision making so that investment opportunities are maximized and to identify potential tools for implementation of the plan and its recommendations.

Sections include:

7.1 Key Interventions

7.2 Implementation & Incentive Tools

| 1.0
THE STUDY

| 2.0
THE FUTURE

| 3.0
TODAY

| 4.0
THE VISION &
FRAMEWORK

| 5.0
OPEN SPACE
OPPORTUNITIES

| 6.0
DEVELOPMENT
OPPORTUNITIES

| 7.0
MOVING
FORWARD

7.1 Key Interventions

Realizing the Vision presented by the Escarpment Area District Plan requires a long term commitment and entails a series of both public and private interventions. The first step, clearly must be the endorsement and consensus of the Vision and Plan through Council approval.

Although the timing for much of the privately led physical development will be market-driven, many of the infrastructure and public realm priority projects will need to be led by the City of Ottawa or their public sector partners. Consequently, during the early years of the programme, it is recommended that a focus be placed on implementing those interventions that improve and create settings for new investments.

A critical component of implementation is to identify those key interventions which will bring the plan from vision to reality. Early initiatives should include a number of enabling projects, such as open space designation, partnership building and land assembly, where feasible.

This early phase should also include detailed discussions with land owners in the area to determine how to best bring forward, in partnership, the recommendations for new development presented in this study. Establishing early relationships with the Ottawa Carleton District School Board must be a priority if the City's ambition to establish Upper Town Commons is to be realized.

The table to the right summarizes the most important interventions proposed, identifying a suggested, partnership opportunities and specific actions required to realize each intervention.

Priority Intervention	Led by Public or Private?	New Policy Required?	Actions	Timescale
Upper Town Commons	Public	Secondary Plan (map only) Zoning By-law	Enter negotiations with School Board to secure park space.	Short
			Amend zoning in parallel with above action.	Short
			Establish agreed funding strategy for realization of park (as part of Capital Plan, Section 37 or Development Charges).	Short
			Pursue Community Design Process for park content.	Medium
OCDSB North & South Parcel	Public – Private Partnership	Zoning By-law	Undertake potential design competition for detailed design of park space and adjacent public realm areas.	Medium
			Parcel redevelopment tied to Upper Town Commons development.	-
			Consult with land owners to explore opportunities for comprehensive parcel redevelopment, if desired.	Short
			Consult Local Architectural Conservation Advisory Committee on redevelopment potential.	Short
			If necessary, undertake Heritage Impact Assessment for former Ottawa Technical High School area.	Short
Mid-block Pedestrian Mews	Private	Secondary Plan Zoning By-law	Undertake zoning by-law amendment, based on agreement with School Board.	Short
			Pursue development partner.	Medium
			Introduction of Mews is dependent on realization of above interventions.	-
			Phased build-out as part of Parcel B & C redevelopment.	-
Bronson Park	Public	No	Include Mews design as part of Central Park Community Design Process and Design Competition.	Short
			Transfer control of right of way to City once mews is fully built.	Pending Parcel B & C build out
			Enter into discussions with NCC to encourage upgrade of park.	Short
			Explore options for expansion of Commemorative Trail.	Short
Lower Escarpment Park	Public	No	If vertical connection is sought between upper and lower areas, a partnership agreement between NCC and the City of Ottawa is required.	Medium to Long
			Establish agreed funding strategy for park upgrade.	Medium
			Pursue partnership with NCC to realize park ambition.	-
			Early focus to be on those areas adjacent to base of Escarpment and the Fleet Street connection opportunity. <u>Need to resolve LRT / DOTT routing before parcels around Slater and Bronson can be resolved.</u>	-
			Explore options for expansion of Commemorative Trail.	Medium
South LeBreton	Public – Private Partnership	Secondary Plan Zoning By-law	Pursue design competition in partnership with NCC to raise profile of park space and tie into other NCC open space projects in area.	Medium
			Explore opportunities to expand park programming.	Medium
			Establish funding strategy	Medium
			To be led by NCC with input from the City of Ottawa	-
Heritage Infill Strategy for 'Parcel E' & Cathedral Hill	Private	Potentially	Minimal actions can be undertaken until the routing of the LRT / DOTT is resolved.	-
			Revisit development potential through community planning process (undertake a LeBreton South Masterplanning process). <u>To include discussions with transport provider on securing air rights.</u>	Medium
			Undertake updated Heritage Impact Assessment to inform development of new Heritage Parcel Intensification Strategy.	Long
Public Realm & Streetscape Improvement	Both	No	Enter negotiations with individual land owners in parcels to explore intensification options.	Medium to Long
			Prepare detailed design guidelines for heritage integration.	Long
			Intervention tied to individual parcel redevelopment.	-
Public Realm & Streetscape Improvement	Both	No	To be implemented by developers, but coordinated by City. Funding could come from Section 37 or development charges.	-
			Undertake detailed design for intersection treatments along Bronson Avenue, Bay Street and the pedestrian mews.	Short

7.2 Implementation + Incentive Tools

Implementation will require the inclusion of enabling provisions in the City of Ottawa's Official Plan - most likely realized through revisions to the Upper Town Secondary Plan - as well as amending the Comprehensive Zoning By-law with the relevant interventions and actions embedded within it, as appropriate.

This section provides a summary of how the objective of the Escarpment District Area Plan can be realized through its integration in the City's regulatory framework, including:

7.2.1 The City of Ottawa's Official Plan

Ottawa's Official Plan establishes a design-oriented policy approach to development. To augment the Official Plan's design approach, the priority interventions identified in this study should be integrated into the relevant sections of the existing Secondary Plan for the Central Area and Upper Town specifically. This is the same action that was undertaken for the policy recommendations presented in the Downtown Ottawa Urban Design Strategy in 2004.

Key goals and interventions of this study to be formally adopted into the Official Plan / Secondary Plan include:

- Specific reference made to the creation, size and location of Upper Town Commons. This should include reference to the Graffiti Wall and Nanny Goat Hill Community Gardens. The creation of Upper Town Commons should be specifically identified as part of the core objectives presented in Section 1.10.2 of the Upper Town Secondary Plan.
- Greater emphasis should be placed on the need for enhanced north-south pedestrian permeability through Upper Town. The pedestrian mews should be identified in policy 1.10.3(e).
- Formal recognition of opportunities for high density residential infill development on the blocks bound by Bronson, Bay, Albert & Laurier as part of policy 1.10.3(c).
- Continue to bring forward policy 1.10.3 (e) v. which identifies

enhancements to Bronson Park.

- Reference to the proposal for development of Escarpment Park as a key linkage between the communities of Upper Town and LeBreton Flats.
- Recognition of intensification opportunities along the future DOTT/ LRT route, pending routing. This should include reference to air rights.
- Acknowledgment of further analysis required to explore intensification opportunities in heritage sensitive areas, namely Cathedral Hill and the western end of the Bronson / Slater /Albert / Bay block.
- Continue to bring forward the targeted projects identified in policy 1.10.3(h).

At a minimum, the list of priority strategies identified in the Escarpment Area District Plan could be appended to the Official Plan to provide direction to the staff in charge of relevant public works. The appendix could be updated as projects are completed and new projects contemplated, without requiring formal amendment to the Official Plan.

7.2.2 The Comprehensive Zoning By-law

This study provides a wonderful opportunity to incorporate detailed design-oriented approaches into the Comprehensive Zoning By-law 2008-250, especially where significant physical change is anticipated in the Escarpment District study area.

For those areas identified as "likely to change" (refer to Section 4), the recommendations of the Escarpment District Area Plan can be incorporated into Ottawa's zoning via a new by-law that supports more detailed design-oriented zoning categories. These categories would be based on zoning envelope drawings to illustrate height and mass, stepbacks and setbacks, without reference to densities. This approach has been applied successfully to reinvestment areas in other cities where built form takes precedence over land use regulation. It has proven to be extremely flexible, but does require a higher level of precision over the

design parameters to be included within the by-law.

For areas expected to remain stable and identified as "change unlikely", the City could retain its traditional zoning provisions which might be augmented or enhanced with new design provisions to protect the positive attributes of that particular part of the community.

To facilitate the vision for the Escarpment District Area, as presented in this report, the following amendments to the City of Ottawa Comprehensive Zoning By-law 2008-250 are recommended:

- to allow for the introduction of Upper Town Commons, a change will be necessary for the western portion of the Bronson/Laurier/Slater parcel from a Minor Institutional Zone (I1) along Slater Street and an R5 classification along the Laurier Avenue edge to a Community Leisure Facility Zone (L1) across the entire site.
- to allow for the redevelopment of the Ottawa Carleton District School Board lands, the following changes are required:
 - on lands south of Slater Street, a change of use will be necessary from Minor Institutional Zone (I1) to Residential Fifth Density (R5).
 - on lands north of Slater Street, a change of use is required from Minor Institutional Zone (I1) to Residential Fifth Density (R5) if the site is to be primarily residential use. A General Mixed-Use (GM) classification is needed if office development is desired.
 - a revised height plan should be introduced to allow for a range of heights from 15.0 to 72.0 metres (the mix of heights required is dependant upon the development option pursued).
- the north-south pedestrian mews from Laurier Avenue to Albert Street should be defined and classified as a Parks and Open Space (O1).
- when future development options come forward in South LeBreton on the parcels adjacent to the LRT corridor and fronting onto Albert Street, an increase in permitted height will be necessary.
- to allow for full build-out of the site, as illustrated in this report, gross floor space allowances will need to be increased from their current provisions. This will need to be calculated on a parcel by parcel basis, dependent upon the development option pursued.

Detailed amendments to other zoning considerations, such as setbacks, amenity provision, driveway requirements, rear and side yard specifications and loading/servicing requirements will require further analysis.

7.2.3 Development Permits

For those areas which have been the subject of more extensive design review, the application of the new development permit system could be considered. The Development Permit is a new planning tool that was added to the Planning Act in 1995 (Section 70.2(1)). Its objective is to allow municipalities to streamline the zoning, minor variance and site plan control processes into one development permit requirement. Under this system, municipalities have greater flexibility to tailor their individual approval process, specifically allowing them to integrate design considerations into otherwise rigid zoning regulations. In addition, a greater degree of authority is granted to staff in approving development applications and minor variations within the permit parameters, thereby reducing Council's role in site-specific planning approvals.

Implementation of the development permit system would require the inclusion of enabling provisions in the Official or Secondary Plans, as well as the drafting of a development permit by-law with the relevant zoning and design criteria included.

7.2.4 Site Plan Control Review

An important part of this exercise is to ensure that each individual development proposal adds to the quality of the public experience across the Escarpment District.

Site plan control review is the part of the approval process which most addresses the details of urban design and provides the opportunity to enhance the public realm - be it through specifying the nature and quality of landscape and streetscape treatment, pedestrian and vehicular accessibility, or to a certain extent, architectural treatment. However, in order to realize these benefits, the departments and staff involved in site plan control review must be committed and proactive in implementing

a design-oriented approach. The same can be said of decision-making around the acquisition and treatment of municipal rights-of-way, which also provide the opportunity to enhance the quality of the public realm.

7.2.5 Design Review Panel

In July 2005, the City of Ottawa launched a Downtown Design Review Pilot Project to provide impartial professional advice on matters of design that affect the public realm. As part of the Site Plan Control Review, the Downtown Design Review Panel contributes to the development approvals process, but does not replace the process. The Downtown Review Panel can be very effective in ensuring some of the most interesting and high-quality developments in the Downtown Area. The Pilot Project is still in operation and is scheduled to run until 2009 when it will be assessed.

7.2.6 Committee of Adjustment

Depending on the permitted zoning, the Committee of Adjustment is a common recourse by which to increase density and height permissions. In many instances, the review and approval process entails consideration of design aspects, some of which are incorporated into the conditions of approval. Due to this focus on design quality, it is of great importance that staff and Committee members ensure that the principles of both the Downtown Ottawa Urban Design Strategy and the recommendations from this study are incorporated into the Committee's recommendations to ensure consistency and the achievement of a cohesive design approach for the Escarpment District.

7.2.7 Section 37: Community Gain

When introducing new development to an area, significant financial or physical development benefits can be secured by the City under Section 37 of the Planning Act. Section 37 allows a municipality to accept

such benefits in exchange for an increase to height and density of a development proposal.

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 preservation; protection of rental housing, etc. The policy also provides for the use of Section 37 for other local improvements identified in community design plans, community improvement plans, capital budgets or other implementation plans or studies.

Consequently, many of the priority items for the Escarpment District Plan, such as the open space acquisition strategy for new park spaces, the actual development of Upper Town Commons, the construction of the north-south pedestrian mews, any new public art features, improved streetscape elements and intersection treatments and the enhancement of cultural and community facilities – such as the community Auditorium and Lower Gymnasium – could all be “exchanged” for increases in height and density. It should be noted that the development industry tends to be more accepting of those Section 37 improvements which are located on or adjacent to their own development sites, as these improvements will add value to their own project.

Although this mechanism is intended to apply for re-zonings, 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.

7.2.8 Bill 51: Planning & Conservation Land Act

Coming into full effect on January 1st, 2007, Bill 51 (Planning and Conservation Land Statute Law Amendment Act) enacted changes to the Province's land-use planning system. The Bill gave the Province and Municipalities increased powers to pass regulations, such as what Official Plans should contain and who must be consulted as part of the

development process. Changes also allowed for the creation of 'local appeal bodies' that have jurisdiction over minor variances, legal non-conformance, legal non-compliance and consent matters.

Those sections most relevant to realizing the Escarpment District Area Plan include:

- *Section 26: Official Plan*
Identifies that a municipality's official plan is to be updated at least every 5 years and no more than 3 years. In addition, following any OPA update, all zoning by-laws must be reviewed and amended if they do not comply with the OPA. This will ensure that Ottawa's zoning is in line with its new Official Plan and provides an opportunity to update it if this is not the case.
- *Section 34: Zoning By-laws*
Establishes that municipalities may regulate the "minimum and maximum" density or height of a development and zone 'with conditions' (if its Official Plan contains policies permitting it to). This results in greater input into design quality and form if identified as a condition of additional height or density.
- *Section 41: Site Plan*
This section strengthens the role of design as part of the approvals process by identifying that "matters relating to exterior design" as well as "sustainable design elements on any adjoining highway under a municipality's jurisdiction" are required in drawings submitted for site plan approval; provided that the municipality's official plan and site plan control by-law both specify as such.

- *Section 42: Park Conveyance*
This section has been expanded so new development construction may not occur if a parks related cash-in-lieu payment has not yet been received. Payment must come first. Reduced or even non-payment is possible if the official plan contains policies permitting a reduction and the council is satisfied no land is available for conveyance.

7.2.9 The Heritage Act: Bill 60

On April 28, 2005, changes to the Ontario Heritage Act came into force through the Ontario Heritage Amendment Act (Bill 60). Bill 60 works to strengthen heritage policies contained in a city's Official Plan by giving the Province and Municipalities new powers to:

- Delay or refuse demolition indefinitely (with a right to appeal to the OMB by the owner) of designated heritage properties.
- Expand the Province's ability to identify and designate sites of heritage interest.
- Provide clear standards and guidelines for the preservation of heritage properties including enacting by-laws to establish minimum standards for the maintenance of the heritage attributes of individually designated properties. The by-law can also require a designated property, that does not meet the respective standards, to be repaired and maintained to conform to the standards.
- Maintain a registry of properties that includes both designated properties as well as "inventoried" properties considered to be of cultural heritage value. This registry can be used in land use

planning decisions and for potential future protection (e.g. by designation).

- Delegate approval authority to staff to consent to alterations of designated properties, in certain circumstances (by by-law).
- Enhance protection of heritage conservation districts, including bestowing the ability to make by-laws to establish a minimum maintenance standard for heritage conservation districts.

In addition to Bill 60, to further encourage preservation of 'historic places', a *Commercial Heritage Properties Incentive Fund* was established by the Federal Government as a 3 year pilot project. The programme, now fully subscribed, provides funding assistance for up to 20% of total conservation costs (to a maximum of \$1 million). Funding can be used for professional design and planning fees, construction costs related to the envelope and interior rehabilitation of the historic property that are specifically linked to the rehabilitation project, landscaping, interest payments on loans for construction costs during the period of construction and any required approval fees.

making it happen: your next steps

The incentive tools described above will only be successful if City staff are committed and organized appropriately to follow through on the recommendations presented in this report.

As with the DOUDS strategy before it, the Escarpment District Area Plan must not only be a part of all capital initiatives, but is inherent in the review and negotiations which are an integral part of the development review process.

Any development applications coming forward in the study area, whether Rezoning, Committee of Adjustment or Site Plan, should consider the recommendations of this report and tie development approvals back to community gain.

To realize the vision presented in the Escarpment District Area Plan and successfully provide the many benefits that it identifies, the following next steps are required as priority actions:

- Secure a Memorandum of Understanding from the OCDSB to ensure that the intentions of this plan can be realized.
- Recognize the principles and policies of the Escarpment District Area Plan through formal approval by Ottawa City Council
- Integrate the vision and supporting priority interventions into the policy framework, namely the Central Area Secondary Plan
- Direct the Environmental Assessment process for the rapid transit tunnel in the Downtown area to safeguard and integrate development potential on the subject lands.
- In parallel with the above, identify suitable funding mechanism for public-sector interventions. This could include negotiations to cover costs related to the construction of Upper Town Commons and the pedestrian mews. Any future transit and transportation improvements should include sufficient resources to complete meaningful streetscape and public open space improvements.
- Formalize the design of community open spaces, including Upper Town Commons, Bronson Park and Escarpment Park. Where appropriate, this should be done in partnership with the National Capital Commission. A community design process should be followed.
- Promote successes in building a better Ottawa!

By implementing the above strategies with respect to the DOUDS, the City will better address the short term and long term program/community needs in the district, including, but not limited, to the following:

1. Transit and Transportation requirements
2. Municipal Servicing requirements
3. Parks and Open Space
4. Housing First Policy
5. City Manager's mandate of Leveraging Assets
6. Major Downtown program property requirements
7. Intensification
8. Community Gardens

Appendices

DOWNTOWN OTTAWA CONDOMINIUM GROWTH	I
OFFICE GROWTH	II
DOWNTOWN OTTAWA PARKS & PLAZA INVENTORY	III
TRANSPORTATION ANALYSIS & APPROACH	IV
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Appendix i

DOWNTOWN OTTAWA CONDOMINIUM GROWTH

I. DOWNTOWN CONDOMINIUM GROWTH

Downtown Ottawa Condominium Review

Ottawa, like many other North American cities, has witnessed huge demand for Downtown residential living. In addition to the major new residential development occurring at LeBreton Flats, Ottawa has enjoyed a major renaissance in Downtown living with significant new developments both completed and proposed. A list of these is provided below. Although certainly not exhaustive, for the Downtown east and downtown west areas almost 2,500 units are to be added to the city's residential inventory.

In the more immediate areas around the Escarpment District, major new developments include:

- The Pinnacle (445 W. Laurier Ave), 105 units [completed]
- The Gardens Phase I (480 Queen), 83 units [completed]
- The Hudson (235 Kent St), approx. 250 Units [under construction]
- The Gardens Phase II (81 Bronson), 81 Units [completed]
- Opus (320 McLeod), 71 Units [completed]
- The Laurier (570 W. Laurier Ave), 121 units [completed]
- Mondrian (324 W Laurier Ave), 245 units [under construction]
- Somerset Gardens (138 Somerset W), 119 units [completed]
- Central (453 Bank St), 232 units [pre-selling]
- 390 Bank Street, 57 units [proposed]
- LeBreton Flats (Phase I), 122 units [completed]
- LeBreton Flats (Phase II), 166 units [pre-selling]

Slightly further, other major Downtown residential developments include:

- Claridge Plaza Phase I (200 Rideau St), 249 Units [completed]
- Claridge Plaza Phase II (200 Rideau St), approximately 256 Units [under construction]
- York Plaza & Lofts (134-136 York St), 129 Units [completed]
- 90 George (90 George St), 104 units [under construction]
- Sussex Square (205 Bolton St), 122 units [completed]
- East Market Phase I, II & III (179 George St), 390 units [completed]
- The Galleria (200 Besserer St), 126 Units [under construction]
- 228 - 242 Besserer St, 103 units [proposed]
- Elgin Concert Hall (160 Elgin St), 160 units [proposed]

Data provided by CMHC indicates that the demand for downtown living is not slowing – and in fact, Ottawa has a more solid condo market than many competing centres. This strength has been credited to the fact that the local condo market enjoys support from both first time buyers and more affluent empty nesters. On a year-to-date basis, condominium sales are growing faster than sales of single-family homes.

(Source: Canada Mortgage and Housing Corporation Spring Report 2005)

Appendix ii

OFFICE GROWTH

ii. OFFICE GROWTH

Ottawa Office Growth Summary

With Ottawa's employment level reaching an all-time high in 2008 and projected employment growth of 0.8% in 2009, despite difficult global economic conditions, it is clear that Ottawa has the most stable metropolitan economy in Canada. In fact, according to Statistics Canada, head office employment in Ottawa-Gatineau grew at a rate that was second only to Calgary between 1999 and 2005 (Ottawa Business Journal, July 13, 2006).

Coupled with employment growth is the demand for work space. Ottawa has one of the lowest vacancy rates of all Canada's major cities. With a Downtown commercial office space availability of only 2.2 per cent (CB Richard Ellis), Ottawa is positioned well behind Toronto's 4.3 per cent or Montreal's 6.6 per cent vacancy levels.

A healthy Ottawa economy and low availability rate has generated significant new office development across the downtown. Most recently, Telus Mobility has completed the construction of its new 107,000 square foot office complex at the corner of Bank and Slater. In addition, to this building other new office additions include:

- Morguard's 14-storey mixed-use 360,000 square foot development at 131 Queen Street;
- Oxford's Constitution Square Phase III - 19 storey, 300,000 square feet of office and retail space at 340 Slater Street;
- Brookfield's Place de Ville Phase III on Queen Street could accommodate up to 500,000-square feet;
- Minto's Minto Place Phase III 19 storey mixed-use 360,000 square feet complex at 180 Kent, which is nearing completion;
- 199 Slater St, 16 storey development at 224,000 square feet;
- 170 Slater St, adjacent to the Bank of Montreal on Laurier, Tower II at 365,000 square feet;
- Morguard's, 142 Bank St at 285,000 square feet; and
- Broccolini Construction, 227 Laurier Ave West – New EDC Headquarters, 19 storey development at 400,000 square feet with the possibility of being the first office building linked to the LRT station.

This level of office investment has not been witnessed in Ottawa for many years – but what is most notable is that much of this demand is coming as much from the private sector as from Ottawa's traditional tenants – the government and institutional users.

Appendix iii

DOWNTOWN OTTAWA PARKS & PLAZA INVENTORY

III. DOWNTOWN PARKS & PLAZA INVENTORY

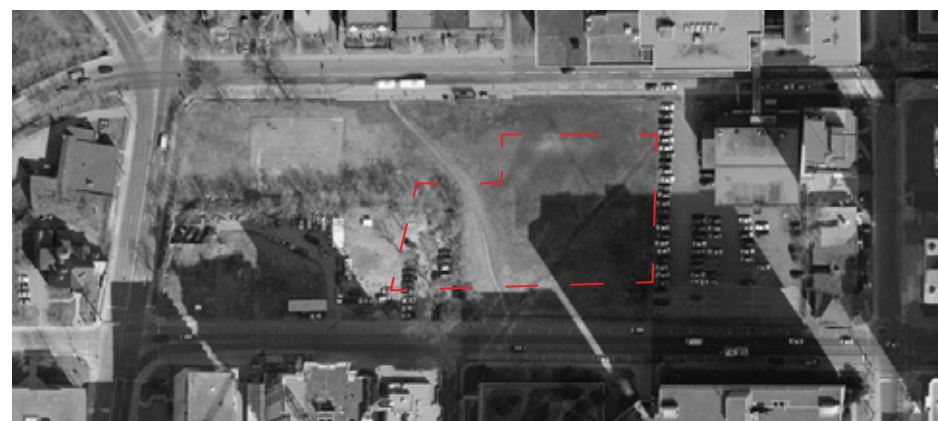
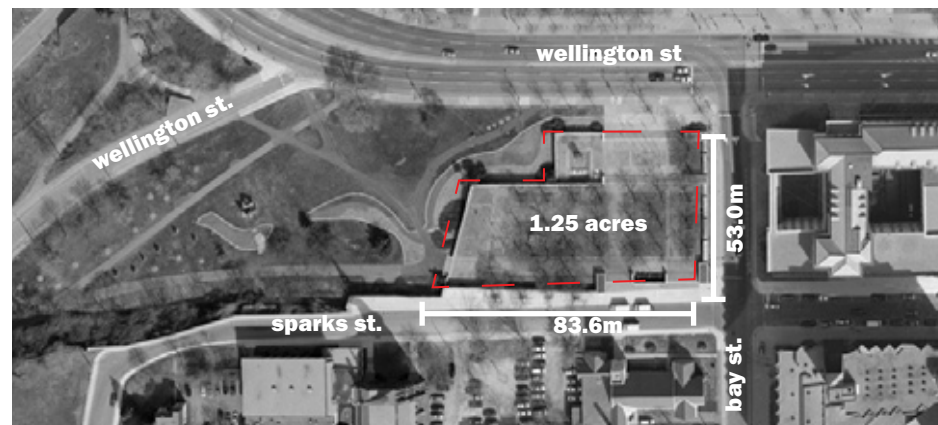
Dundonald Park

A public square fronted upon by both residential and institutional uses. The greater width creates greens which are capable of supporting a number of informal active uses while a playground enables structured active play. A seating area to the centre of the square provides places to sit and relax.



Garden of the Provinces

A formal set of gardens featuring flags, bronze plaques, and a fountain. The park acts primarily as a commemoration point within the City dedicated to Canada's Provinces. The park overlooks the western end of the Parliamentary Precinct and is fronted upon by the historic churches of Cathedral Hill.



Bronson Park

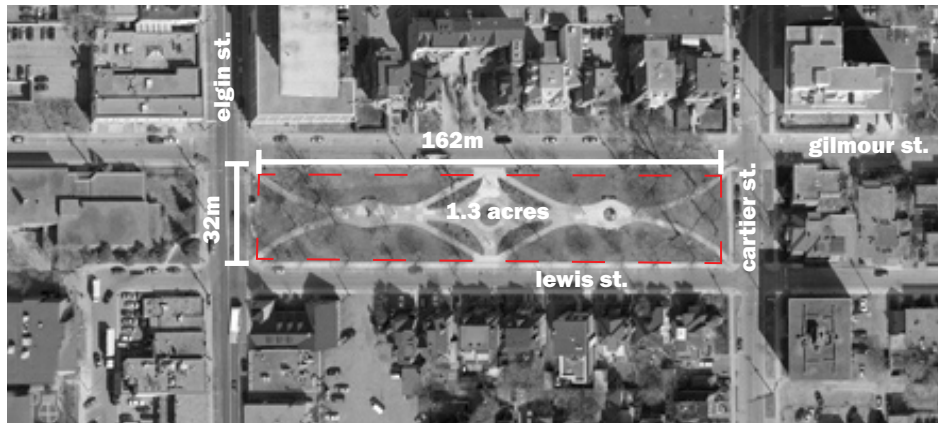
A large expanse of grass located at the top of the escarpment overlooking the LeBreton Flats. The space is capable of supporting a number of both passive and active uses however the isolated nature of the park and lack of focus has resulted in it being highly underutilized.



Local park sizes reflected on the proposed Upper Town Commons

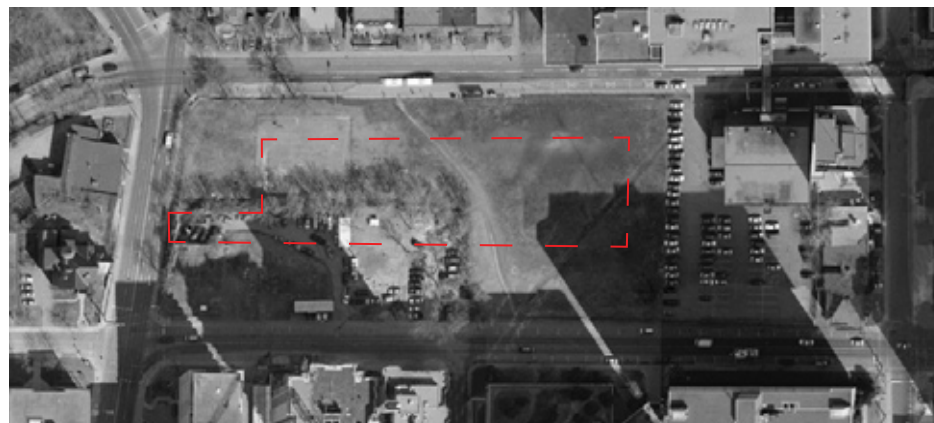
Minto Park

A public square fronted upon by both residential and commercial uses. The narrow width and design of the park encourage more passive recreational uses.



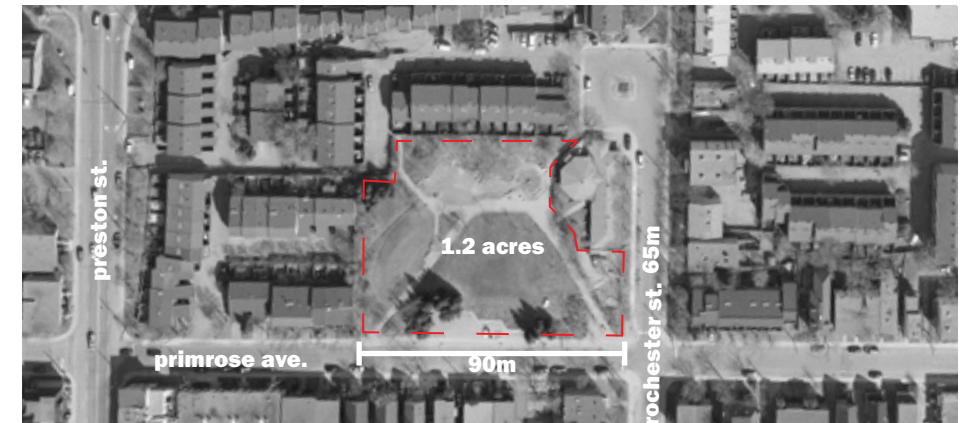
St Luke Park

A public square fronted upon by both residential and commercial uses. The park is highly programmed with facilities to support a number of activities, including tennis courts, a basketball court, playground and wading pool.



Primrose Park

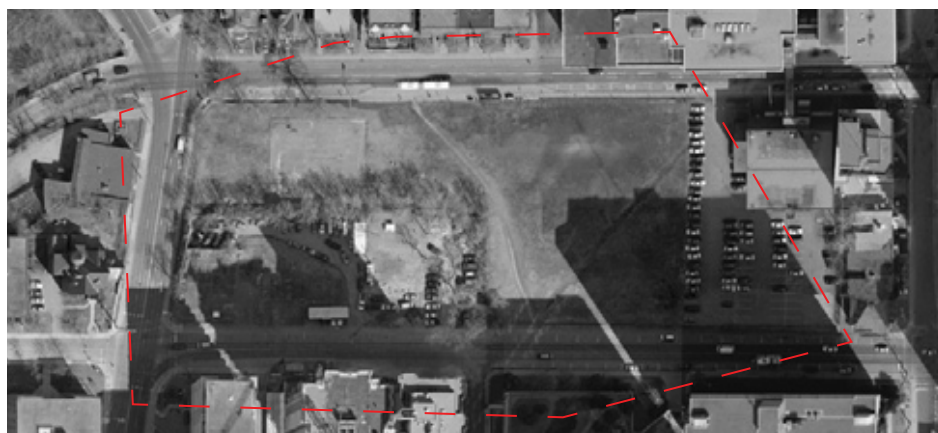
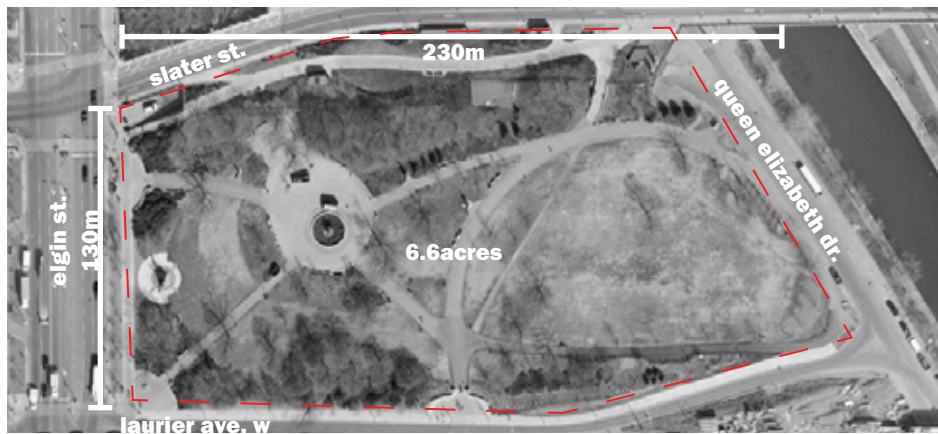
A small neighbourhood park backed onto by surrounding residential uses and a community hall. The park which contains a splash pond and small informal greens is used primarily for passive recreational uses.



Local park sizes reflected on the proposed Upper Town Commons

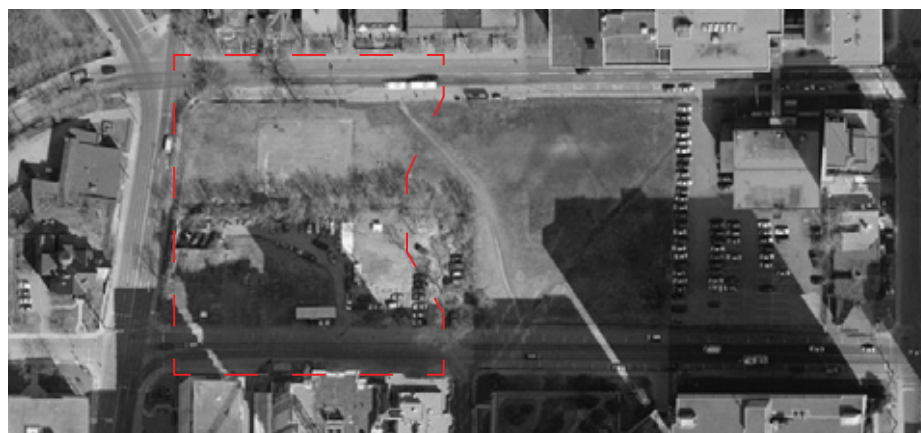
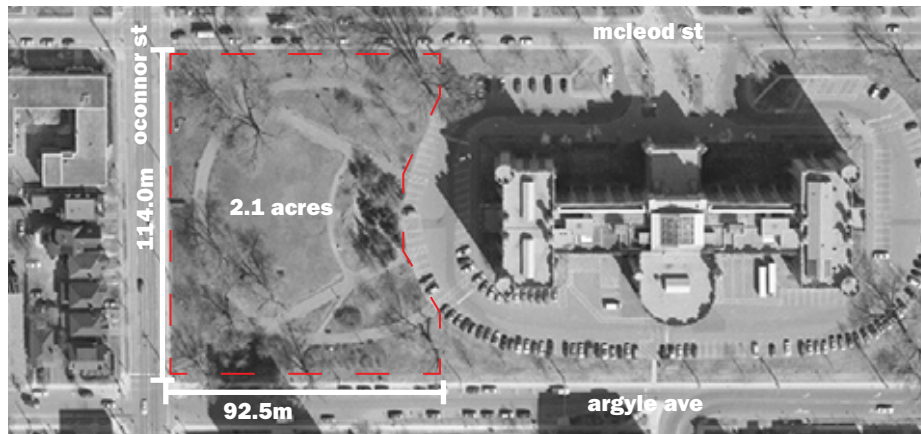
Confederation Park

A large green space in the centre of the City consisting of seating areas and larger greens which support more active uses. Intended as a civic space, the park is programmed with events throughout the year and is capable of supporting larger gatherings.



Museum of Nature

A formally arranged open space with good street exposure located adjacent to the Museum of Nature. The park is primarily passive in nature and reads as the western flank of what is an incomplete landscaped block for the museum.



Tabaret Lawn

As the historical focus point for the University of Ottawa, it provides a setting for the University's historic core. The park consists of an open green with mature trees around its edges and supports a variety of both passive and active activities



Local park sizes reflected on the proposed Upper Town Commons

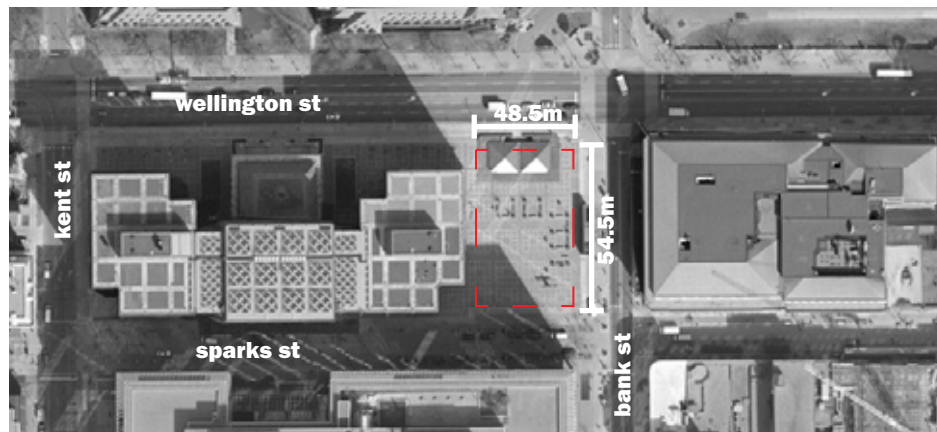
Infocentre

A new hard surfaced plaza that acts as a fore court to the infocentre. The plaza faces the parliament buildings and acts as a gathering point for tourist groups.



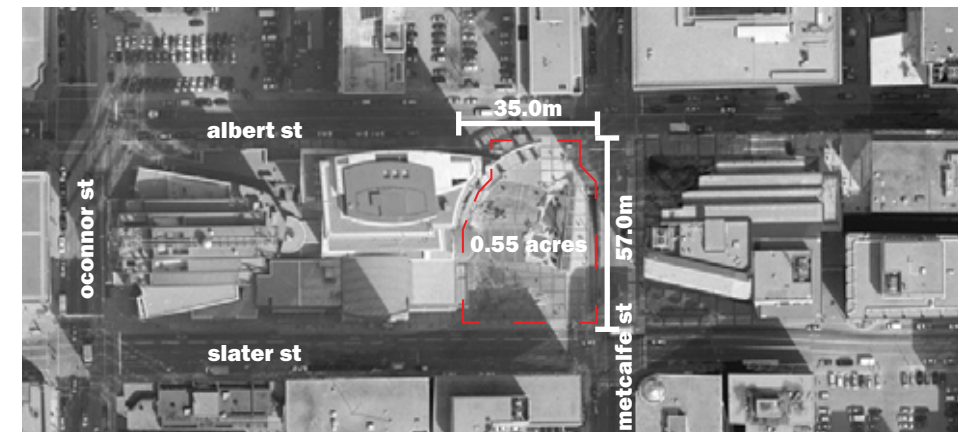
Bank of Canada Plaza

Located on the western flank of the Bank of Canada complex, the stairs of this slightly raised plaza built overtop a parking garage create an informal seating area during the warmer months for Downtown office workers.



World Exchange Plaza

This urban park is located at the east end of the World Exchange Plaza. In conjunction with a water feature and fountain, this park displays 78 triangular stone shards set in and around the water feature to replicate river ice jam formations.



Local park sizes reflected on the proposed Upper Town Commons

Appendix iv

TRANSPORTATION ANALYSIS & APPROACH

IV. TRANSPORTATION ANALYSIS & APPROACH

This section presents supplementary information and analysis to what was provided in the body of the report.

Road Network

The upper (east) and lower (west) sectors of the Escarpment District have distinct differences.

The upper sector is a typical grid system of roads, however, their operation is a mixture of one-way and two-way streets. Two-way streets include Sparks, Queen and Laurier in an east-west direction, and Bronson in a north-south direction. One-way streets include Albert and Slater in an east-west direction, and Bay and Lyon in a north-south direction. The benefits of the one-way system are that; it provides more capacity due to reduced intersection conflicts; and it provides more flexibility for the use of its lanes (i.e., for transit, turn lanes or parking). Two-way streets have the advantage of better mobility and accessibility when travelling within the area due to fewer operational restrictions.

Within the upper sector of the Escarpment District Albert, Slater, Laurier, Bronson and Kent are the designated arterial roads carrying the majority of traffic volume. All other roads in this sector are designated as local roads carrying lower levels of traffic. The most recent available peak hour traffic volumes on these streets are provided in table 1.

In review of these volumes, with the exception of Wellington Street operating at capacity, there appears to be available capacity, from a link volume perspective, to accommodate additional traffic related to growth in the area.

The lower section of the Escarpment District is impacted by the escarpment, a water course, a rapid transit corridor and an open space corridor. Accordingly, its road network is not typical. The area is dominated by transportation links including; the Albert/Slater one-way pair which join east of Bronson to become two-way Albert Street; Booth Street, which is an interprovincial road link adjacent to the area's west boundary; and the Transitway/LRT corridor which is predominantly in a "cut" through LeBreton Flats, but rises up to grade within the subject lower section of the Escarpment District.

Because of these conditions, combined with the location of developable lands within the study area, it is likely that vehicular access to these lands will be restricted to right-in/right-out only connections to Albert Street.

table 1: current (2005) peak hour traffic volumes

	Morning Peak Hour	Afternoon Peak Hour
North-South		
Bronson Place @ Albert	530	510
Bronson @ Laurier	1170	1480
Bay @ Queen	420	1010
Kent @ Slater	1130	850
East-West		
Wellington @ Bay	2370	2370
Queen @ Bay	750	670
Albert @ Bronson	530	680
Slater @ Bronson	720	610
Laurier @ Bronson	360	360

Traffic Generation Assumptions

Bellow are the Traffic Generation Assumptions used for the analysis:

Office:

- 209m² (225 ft²) per employee
- 10% of employees away from the office each day
- 60% of employees arrive by transit
- 10% bike/walk component
- 30% in private vehicles
- 1.2 vehicle occupancy rate
- 60% of employees arrive/depart work during the commuter peak hour
- outbound traffic in the morning peak hour and inbound traffic in the afternoon peak hour = 10% of two-way total volume

Residential:

- TRANS Trip Generation Manual rate for townhouses/apartments/condos is 0.5 vph and 0.7 vph in the morning and afternoon peak hours respectively. These values reflect an appropriate 25% to 30% transit modal split
- For the subject sites adjacent to the transit corridor, it is assumed that a 50% to 60% transit modal split will be achieved. Accordingly, the vehicle trip rates can be reduced to 0.25 and 0.35 vph for the two peak hours respectively
- It is also assumed that the subject residents chose to live Downtown as it would facilitate walking to work compared to other locations. Accordingly, the above-noted trip rates were reduced a further 15% to 20%. The resultant vehicle trip rates are 0.2 and 0.3 vph per residential unit during the morning and afternoon peak hour respectively
- With regard to inbound/outbound directional splits, they are 25%/75% in the morning peak hour and 62%/38% in the afternoon peak hour

Retail:

- All retail is assumed to be local service and convenience retail that would generate no or little vehicle trips during the commuter peak hours

Auditorium:

- As the auditorium exists, there will be no net change as far as additional traffic

Use of the foregoing vehicle trip rates in the appropriate trip generation formulae, follows:

Office Peak Hour Vehicle Trip Generation

$$\text{vph peak direction} = \frac{\# \text{ of employees} \times 0.9 \text{ attendance} \times 0.3 \text{ in cars} \times 0.6 \text{ peak hour factor}}{1.2 \text{ veh occupancy}}$$

$$= \frac{25,888}{20.9} \times \frac{0.9 \times 0.3}{1.2} \times 0.6$$

$$= 170 \text{ vph peak direction}$$

$$= \frac{20 \text{ vph off-peak direction}}{190 \text{ vph}} \quad (10\% \text{ two-way total}) \quad \text{two-way total}$$

Residential Peak Hour Vehicle Trip Generation

i) morning peak hour:

$$\text{vph two-way total} = \# \text{ units} \times 0.2$$

$$\text{inbound} = \# \text{ units} \times 0.2 \times 0.25 = \# \text{ units} \times 0.05$$

$$\text{outbound} = \# \text{ units} \times 0.2 \times 0.75 = \# \text{ units} \times 0.15$$

ii) afternoon peak hour:

$$\text{vph two-way total} = \# \text{ units} \times 0.3$$

$$\text{inbound} = \# \text{ units} \times 0.3 \times 0.62 = \# \text{ units} \times 0.186$$

$$\text{outbound} = \# \text{ units} \times 0.3 \times 0.38 = \# \text{ units} \times 0.114$$

As Table 1 indicates, the traffic volumes on area streets are generally higher during the afternoon peak hour, and as the site traffic generation from the development options, as summarized in the immediately preceding Table 2, reveal the same tendency, the remaining analysis will focus on the afternoon peak hour. As such, the following Table 3 summarizes the absolute afternoon peak hour site-traffic generation for each development option as well as the net difference compared to the base case. The base case being the allowable development potential of the subject lands under existing zoning.

table 2: Vehicule Trip Generation (peak hour) for site development options

Development Options	Range	Rounded-up average	Vehicles per hour					
			morning peak hour			afternoon peak hour		
			In	Out	Total	In	Out	Total
Existing allowance - 723 to 1136 residential		950 units	45	145	190	175	110	285
OCDSB Assumption @ SFSI - 1109 to 1742 residential		1450 units	70	220	290	270	165	435
USI Option 1 - 1009 to 1805 residential		1400 units	70	210	280	260	160	420
USI Option 2 - 925 to 1227 residential - 25,888m ² office		1100 units 25,888m ²	55 170	165 20	220 190	205 20	125 170	330 190
USI Option 3 -1062 to 1593 residential		1350 units	70	200	270	250	155	405

Note:
1) Retail assumed to be local service and convenience, thus no peak hour traffic generation
2) Auditorium in Option 3 exists, thus no need to account for additional traffic

In assuming the traffic impact of site development options, it is also necessary to determine which streets will be used to directly access the development options. In the case of the east Escarpment Area, the first three development options (Existing Allowable, OCDSB Assumption and USI Option 1) would all potentially have vehicular access/egress to each of Albert, Slater, Laurier and Bay. The last two options (USI Options 2 and 3) would have similar but slightly less access/egress as is redevelopment does not have Albert Street frontage.

As summarized in Table 2, the two-way total afternoon peak hour traffic generation for the five options ranges from 285 vph to 520 vph, and the net increase above existing allowable ranges from 120 vph to 235 vph.

As the current traffic volumes (Table 2) on each of the above-noted adjacent streets, to which the redevelopment options could be connected to, are all well below their link capacities, there appears to be available

spare capacity in the immediately adjacent road network to accommodate both the net difference traffic volumes compared to the base case, and the total absolute traffic volumes generated by each option. This is particularly true when considering that the above-noted volumes will be distributed between site access points on 3 or 4 different streets, with each street carrying only a small portion of the new traffic.

Accordingly, based on the foregoing findings and analysis, at this level of analysis, the traffic impacts from all development options appear manageable and no mitigation is required.

It is noteworthy that at the time of site plan approval for each specific project, the required detailed Traffic Impact Study will more precisely focus on traffic generation, site access, street impact and adjacent intersection capacity analysis, based more detailed project specific data, and current traffic counts.

Summary

In summary, neither traffic impact nor road capacity issues are a determining factor in selecting between the identified development options. Less rather than more traffic may be desirable, but as surplus road capacity exists and the immediately adjacent streets, transportation considerations are not a constraint in selecting between alternatives.

Development Option	Vehicles per hour		
	In	Out	Two-way total
Base Case			
- Existing Allowable; 950 residential units (average)	175	110	285
Options			
- OCDSB; 1450 residential units (average)	<u>270</u>	<u>165</u>	<u>435</u>
Net Increase Above Base	95	55	150
- USI Option 1; 1400 residential units (average)	<u>260</u>	<u>160</u>	<u>420</u>
Net Increase Above Base	85	50	135
- USI Option 2; 1100 residential units (average) and 25,888m ² office	<u>225</u>	<u>295</u>	<u>520</u>
Net Increase Above Base	50	185	235
- USI Option 3; 1350 residential units (average)	<u>250</u>	<u>155</u>	<u>405</u>
Net Increase Above Base	75	45	120

table 3: Traffic Generation Comparison (afternoon peak hour) to base case

Appendix v

SERVICES & UTILITIES

V. SERVICES & UTILITIES

Existing Municipal Services and Utilities

The review of the existing municipal services was done with documents such as the City of Ottawa IMA data bank and As-built drawings. We also referred to the Preliminary Utility Relocation Concept Plan prepared for the Ottawa north-south LRT by Marshall Macklin Monaghan in 2006. The peak sanitary flows were calculated according to the Ottawa Design Guidelines - Sewer.

Albert Street

Existing Water Distribution System

The existing water distribution system on Albert Street is made up of 150 and 200mm diameter watermains. The 150mm diameter watermain is on the north side of Albert Street and the 200mm watermain on the south side. Figure 1 identifies the size and approximate location of the watermains on Albert Street.

Existing Sanitary/Combined Sewer System

Albert Street is serviced by a sanitary sewer and a combined sewer system. Pipes within the sanitary sewer system are 300mm in diameter. Pipes within the combined sewer system are 300mm in diameter. The combined sewers are made of concrete. Installation data for the sanitary and the combined sewers were not available. The sanitary sewer drains east to a 375mm diameter sanitary sewer. The combined sewer flows in the west direction and outlets to a 375mm diameter combined sewer. Figure 2 identifies the size and approximate location of the sanitary and combined sewers on Albert Street.

Existing Storm/Combined Sewer System

The existing storm sewer system on Albert Street is made up of a 450mm diameter pipe. The pipe material and the installation date were not available. Flow from the Albert Street storm sewer system drains east to a 600mm diameter storm sewer. Figure 3 identifies the size and approximate location of the storm sewers on Albert Street.

Slater Street

Existing Water Distribution System

The existing water distribution system on Slater Street is made up of 375 and 600mm diameter watermains. The 375mm watermain is located on the north side of the street and the 600mm watermain is on the south side. Pipe materials and installation dates were not available. Figure 1 identifies the size and approximate location of the watermains on Slater Street.

Existing Sanitary/Combined Sewer System

Slater Street is serviced by a combined sewer system and is comprised of two sections. One section consists of a 300mm diameter concrete pipe flowing east to a 375mm diameter sanitary sewer located at the Albert/Bay Streets intersection. It was installed in 1970. The other section includes 300mm diameter pipes flowing west to a 300mm combined sewer. The pipes are concrete lined and there is no installation date available. Figure 2 identifies the size and approximate location of the combined sewers on Slater Street.

Existing Storm/Combined Sewer System

There is no storm sewer system on Slater Street. Figure 3 identifies the size and approximate location of the storm sewers in the area.

Laurier Avenue West

Existing Water Distribution System

The existing water distribution system on Laurier Avenue is made up of a 300mm diameter watermain located on the south side of the street. Pipe material and installation date were not available. Figure 1 identifies the size and approximate location of the watermains on Laurier Avenue.

Existing Sanitary/Combined Sewer Systems

Laurier Avenue is serviced by a combined sewer system. The combined sewer system includes 225 and 300mm diameter pipes. The pipes were originally installed in 1935 but were relined with concrete at a later date that is unknown. Flows drain east to a 600mm diameter combined sewer

located at the Laurier /Bay intersection. Figure 2 identifies the size and approximate location of the combined sewers on Laurier Avenue.

Existing Storm/Combined Sewer System

There is no storm sewer system on Laurier Avenue. Figure 3 identifies the size and approximate location of the storm sewers in the area.

Bronson Avenue

Existing Water Distribution System

There is no existing water distribution system on Bronson Avenue between Albert and Laurier Avenue. There is a large 1500mm diameter discharge watermain for the Fleet Street Pumping Station that is located on Bronson between Slater and Laurier. The pipe is a concrete pressure pipe and was installed in 1990. Figure 1 identifies the size and approximate location of the watermains in the area.

Existing Sanitary Sewer System

There is no sanitary or combined sewer system on Bronson Avenue between Albert Street and Laurier Avenue. Figure 2 identifies the size and approximate location of the sanitary and combined sewers in the area.

Existing Storm/Combined Sewer System

The storm sewer system on Bronson consists of a 450mm diameter pipe at the Slater/Bronson intersection. This pipe outlets north to a 450mm diameter storm sewer. The materials and dates of pipe installation for the area are not available. Figure 3 identifies the size and approximate location of the storm sewers on Bronson Avenue.

Bay Street

Existing Water Distribution System

The existing water distribution system on Bay Street consists of two 200mm diameter watermains. The first watermain is located between Albert and Slater, the pipe material and the date of installation were not available. The other watermain, located between Slater and Laurier, is made of ductile iron and was installed in 1990. Figure 1 identifies the size and approximate location of the watermains on Bay Street.

Existing Sanitary Sewer System

Bay Street is serviced by sanitary and combined sewer systems. The sanitary sewer system includes two sections. The first section, located between Albert and Slater, consists of a 250mm diameter pipe flowing south to a 375mm diameter sanitary sewer located at the Albert/Bay Streets intersection. The above noted pipe is made of concrete and was installed in 1993. The other section of the sanitary sewer system is located between Slater and Laurier and it consists of a 250mm diameter concrete pipe flowing south to 600mm combined sewer located at Slater /Bay Streets intersection and it was installed in 1993. Pipes within the combined sewer system are comprised of 225mm diameter pipes located between Albert and Slater. Flows drain south to a 375mm diameter sanitary pipe located at the Albert/Bay Streets intersection. The materials and dates of pipes installation for combined sewer were not available. Figure 2 identifies the size and approximate location of the sanitary and combined sewers on Bay Street.

Existing Storm/Combined Sewer System

There are two sections of storm sewer system on Bay Street. The first one is located between Albert and Slater. It consists of a 375mm diameter pipe that drains south to a 450mm diameter storm sewer on Slater Street. The second section of the storm sewer system is located between Slater and Laurier. It consists of a 375mm diameter pipe that drains south to a 600mm diameter combined sewer on Laurier Avenue. Both pipes are made of concrete and were installed in 1993. Figure 3 identifies the size and approximate location of the storm sewers on Bay Street.

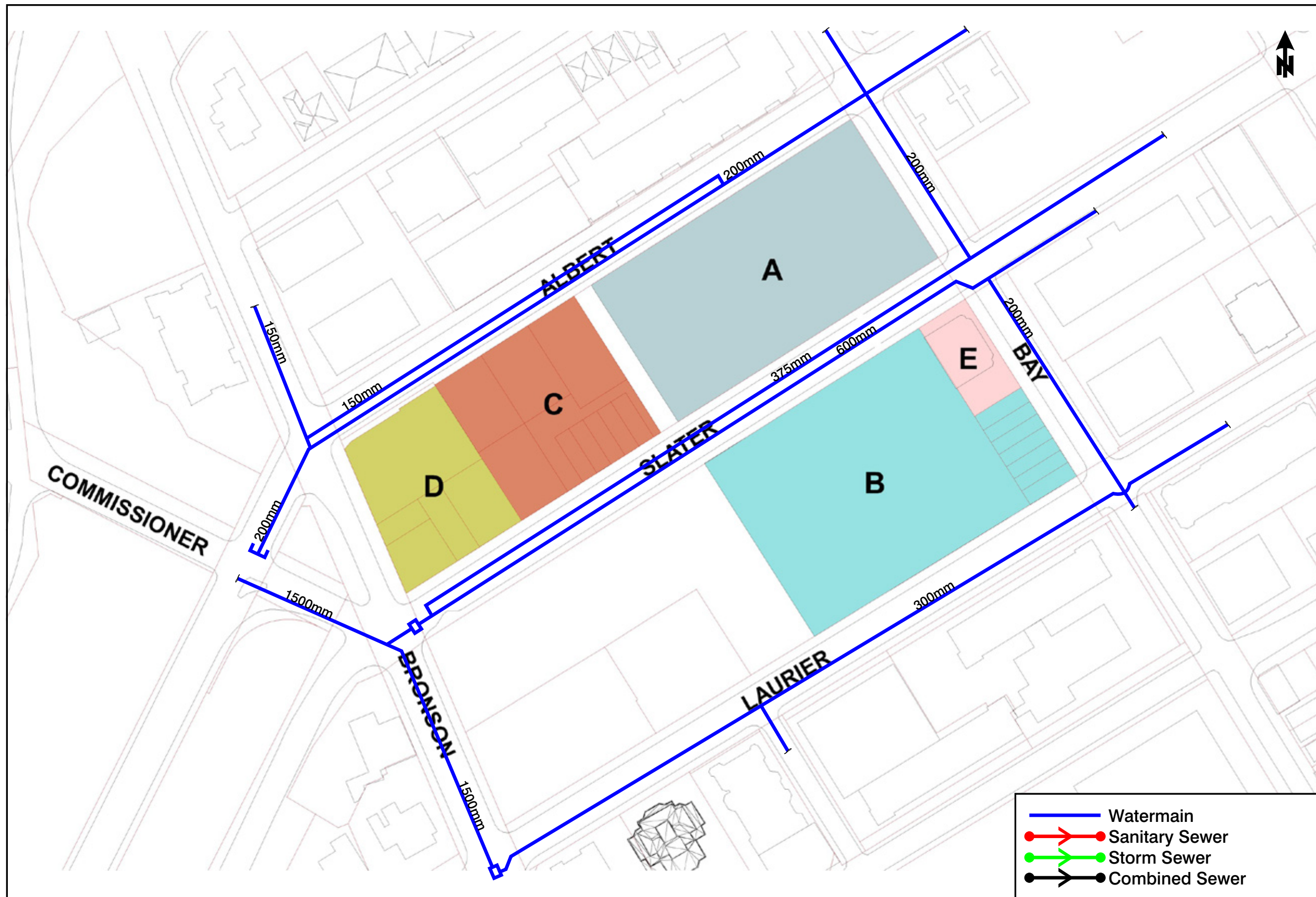


Figure 1: Existing Water Distribution System

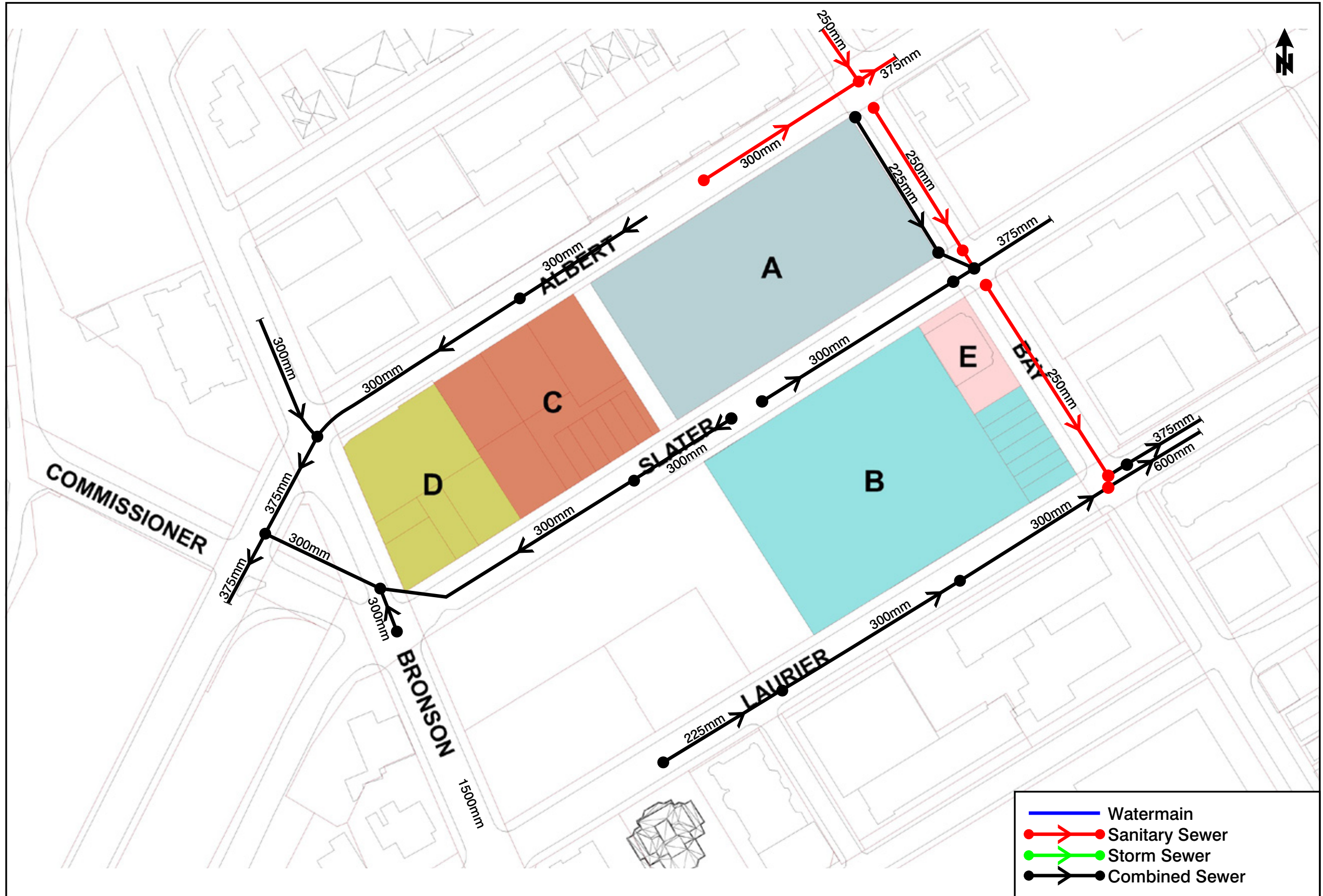


Figure 2: Existing Sanitary and Combined Sewer System

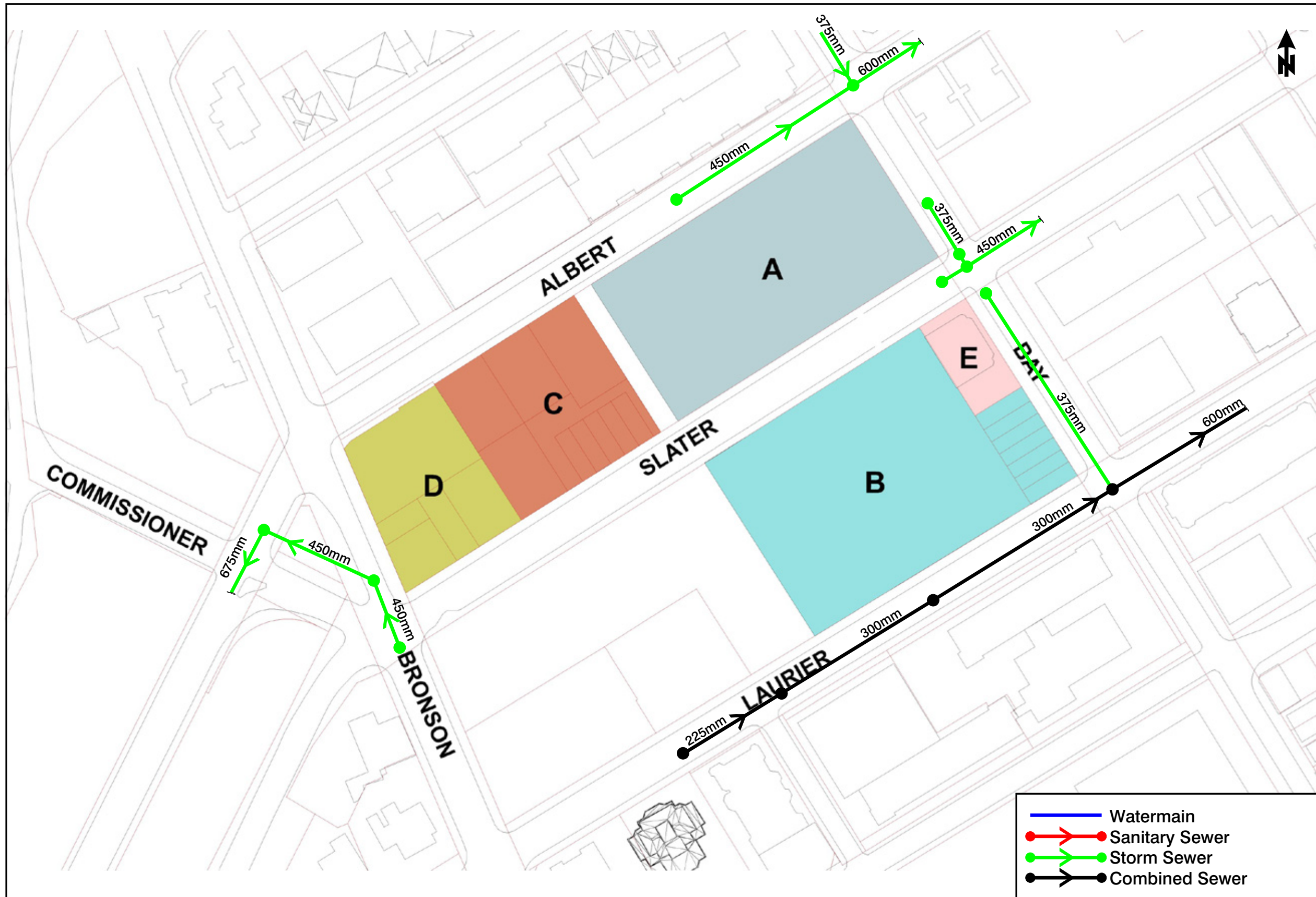


Figure 3: Existing Storm and Combined Sewer System

Findings & Recommendations

Water Distribution System

An adequate water supply capacity exists to service the three proposed redevelopment options. However, we recommend that a Fire Protection engineer analyze the fire flow needs of the new buildings.

Sanitary Sewer System

Based on the permitted peak flows of 35.09 L/s, all three options proposed represent an increase in sanitary flows. Option 1 represents the largest increase in flows, while Options 2 and 3 trigger moderate increases. Under Option 1, the site would be redeveloped as an all residential area and the peak sanitary flow would be 56.56 L/s. In Option 2, the site would be redeveloped as a residential and offices area and the sanitary peak flows would be 40.29 L/s. Finally, in Option 3, the site would be redeveloped as a residential area, keeping the auditorium. The resulting peak sanitary flow would be 39.57 L/s. Although, all of the above scenarios increase the peak sanitary flow above the permitted level, the impact will be reduced by the construction of separate sanitary and storm sewer systems. As mentioned previously, Slater Street and Laurier Avenue West are totally serviced by combined sewers and Albert Street is partially serviced by combined sewers. Bronson Avenue has no sanitary or combined sewer servicing the area and Bay Street is almost entirely serviced by sanitary sewers.

The effects of the redevelopment on the sanitary peak flows are presented overleaf on a per street basis to reflect where the buildings are likely to be connected.

One alternative to mitigate the increase in sanitary flows would be to reduce the existing stormwater runoff from the area to be redeveloped. The reduction of the release rate would require additional stormwater storage on the on the redeveloped properties.

It is worth noting that the construction of the LRT on Albert and Slater Streets will trigger the relocation of existing sewers and will result in the construction of separate sanitary and storm sewers. The combined sewer on Laurier Avenue will remain.

Storm Sewer System

The proposed redevelopment scenarios represent no increase in hard surfaces for parcels A, C, D and E (as identified in Figure 1 on previous page). However, there is an increase in hard surfaces in Parcel B. This will impact the combined sewer system on Slater Street and Laurier Avenue.

Stormwater quantity control measures will have to be addressed during the design phase of the redevelopment of each parcel. The City may request that the post-development release rate be the 5-year pre-development flows.

Utilities

It is our understanding telephone, cable, gas and hydro are adjacent to the site, however, utility companies should be contacted prior to site plan approval to confirm the adequacy and availability to service the proposed development.

Albert Street

Development Scenario	Peak Flow L/s
Existing Conditions	1.47
As-of-Right (Permitted)	10.15
Option 1	12.09
Option 2	6.49
Option 3	5.77

Slater Street

Development Scenario	Peak Flow L/s
Existing Conditions	2.35
As-of-Right (Permitted)	15.54
Option 1	29.65
Option 2	18.98
Option 3	18.98

Laurier Street West

Development Scenario	Peak Flow L/s
Existing Conditions	0.00
As-of-Right (Permitted)	6.71
Option 1	8.62
Option 2	8.62
Option 3	8.62

Bronson Avenue

Development Scenario	Peak Flow L/s
Existing Conditions	0.00
As-of-Right (Permitted)	0.00
Option 1	0.00
Option 2	0.00
Option 3	0.00

Bay Street

Development Scenario	Peak Flow L/s
Existing Conditions	2.03
As-of-Right (Permitted)	2.69
Option 1	6.20
Option 2	6.20
Option 3	6.20

Total Sanitary Peak Flows

Development Scenario	Peak Flow L/s
Existing Conditions	5.85
As-of-Right (Permitted)	35.09
Option 1	56.56
Option 2	40.29
Option 3	39.57

Conclusions

Based on the foregoing analyses, the following conclusions can be made with respect to the proposed land use changes in the study area:

- Adequate water supply capacity exists to service all three options, however, a fire protection expert should be retained to assess individual building requirements;
- The City plans to separate combined sewer on Albert and Slater Streets as part of the Ottawa north-south LRT construction.
- The potential sanitary peak flows from any of the three development scenarios are above the existing flows but are significantly more for Option 1 which proposes the area is developed entirely for residential uses; and
- There are no known service limitations regarding natural gas and hydro.

table 1: sanitary peak flows