

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON  
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT  
RAPPORT

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DATE 24 March 1997

TO/DEST. Co-ordinator, Planning and Environment Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **REFERRAL OF CITY OF OTTAWA OFFICIAL PLAN  
AMENDMENT NO. 3 TO THE ONTARIO MUNICIPAL BOARD**

### **DEPARTMENTAL RECOMMENDATION**

**That the Planning and Environment Committee recommend that Council refer to the Ontario Municipal Board City of Ottawa Official Plan Amendment No. 3 together with the proposed modifications attached as Annex I and that the Board be advised that as this Amendment conforms with Regional Official Plan Amendment No. 49 Council supports its approval.**

### **BACKGROUND**

City of Ottawa Official Plan Amendment No. 3 (Annex II) (adopted by City Council on 2 November 1994) pertains to the Confederation Heights federal government employment node and changes the designation from Secondary Employment Centre to Primary Employment Centre. The Amendment also established certain site specific policies.

The Amendment results from a proposal from Canada Post Corporation to redevelop its lands at 720 Heron Road; as a result of which the City, the Region and the National Capital Commission requested a study of the entire Confederation Heights area. This study resulted in:

- a request to the Region to amend the Regional Official Plan to designate Confederation Heights from “General Urban Area” to “Primary Employment Centre”,
- a request to the City of Ottawa to approve a Plan of Development and an official plan amendment (Official Plan Amendment No. 3)
- a request to the City of Ottawa to rezone the Canada Post property.

Regional Council adopted the Regional Official Plan Amendment (No. 49) on 26 October 1994, and on December 5, 1994, the Riverside Park Community and Recreation Association requested the Minister of Municipal Affairs to refer the Amendment to the Ontario Municipal Board on eight grounds including that the Primary Employment Centre is not adjacent to a transitway

station, traffic impacts, need to include a Master Drainage Plan and impact on adjacent parks, and Waterfront Open Space. This referral request was not acted on until January 31, 1997 when the Minister referred the Amendment to the OMB.

The zoning by-law amendment was adopted by City Council on July 3, 1996, and subsequently appealed to the OMB by a Mr. Erwin Dreessen on 8 August 1996.

At an OMB pre-hearing conference on 2nd January 1997 into the zoning appeal, it was agreed by all parties present that because of the referral of the zoning and the pending referral of the Regional Official Plan amendment it would be beneficial if the Local Official Plan amendment was also before the Board so that all relevant planning documents could be considered together. Although no party has formally requested Official Plan Amendment No. 3 be referred, Regional Council can of its own volition, take such action. In view of the fact that all parties at the pre-hearing conference indicated support for this, staff recommend that Official Plan Amendment No. 3 be referred to the OMB. The OMB has set 17 June 1997 for the commencement of the hearing.

### MATTERS RELATING TO OFFICIAL PLAN AMENDMENT NO. 3

Official Plan amendment conforms to Regional Official Plan Amendment No. 49. However, ROPA 49 requires that prior to the approval of a local official plan amendment for Confederation Heights a Master Drainage Plan shall be prepared to the satisfaction of the City of Ottawa, the Ministry of Environment and Energy, the Ministry of Natural Resources, the Rideau Valley Conservation Authority, the National Capital Commission and the RMOC.

This has now been done so the Region sees no impediment should the OMB choose to approve Local Official Plan Amendment No. 3.

Staff have identified a few housekeeping modifications related to spelling, clarity for the reader or changes to nomenclature that have occurred since the amendment was adopted. These are shown on Annexes I and II.

### CONSULTATION

All parties involved in this issue were present at the OMB pre-hearing conference on 2nd January 1997 and all agreed, including the OMB member, that it is advantageous that Official Plan Amendment No. 3 be referred to the OMB.

### FINANCIAL IMPACTS

No extra costs to the Region will result as the Region will already be appearing at the OMB hearing to support Regional Official Plan Amendment 49.

*Approved by*  
*N. Tunnacliffe, MCIP, RPP*

## PROPOSED MODIFICATIONS

## CITY OF OTTAWA OFFICIAL PLAN AMENDMENT NO. 3

PART B - THE AMENDMENT 2.0 Details of the Amendment is modified as follows:

Modification No. 1

In paragraph (2) the following is inserted between the first and last sentences as follows:

“In addition in the contents pages of Volumes I and II the reference ‘7.0 Confederation Heights Area’ is inserted at the end of the section entitled “SECONDARY POLICY PLANS””.

Modification No. 2

In section 7.5.1 subsections A. b) and A. d) the letter “i” in the word “compliment” is replaced with the letter “e”.

Modification No. 3

In section 7.5.1 subsection B. i) the capital letter “D” in the phrase “Designated Major Leisure Area” is replaced with a lower case “d”.

Modification No. 4

In section 7.5.3 subsection ii) the letter “s” is deleted at the end of the word “results”.

Modification No. 5

In section 7.5.4 subsection A iii) the word “measurements” in the phrase “stormwater management measurements” is deleted and replaced with the word “measures”.

Modification No. 6

In section 7.5.5 subsection A ii) in the second line the phrase “Public Works and Government Services Canada” is inserted before the initials “PWGSC” and these initials are put in brackets.

Modification No. 7

In section 7.5.6 subsection A. i) the word “that” is deleted between the words “South Ottawa and” and “the development”.

Modification No. 8

In section 7.5.7 subsection A i) the words “and Development and Recreation and Culture” are deleted and replaced with the words “Economic Development and Housing, and Community Services” so that the text reads “Commissioners of Planning, Economic Development and Housing, and Community Services”.

Modification No. 9

In section 7.5.7 subsection A ii) the words “Recreation and Culture” are deleted and replaced with the words “Community Services”.

Modification No. 10

In section 7.5.10 the words “and Economic Development” are inserted between the words “Planning” and “Committee” so that the text reads “Planning and Economic Development Committee”.

**PART B - THE AMENDMENT**

**1.0 The Introductory Statement**

All of this part of the document entitled Part B - The Amendment, consisting of the following text and the attached maps designated, Schedule N - Land Use, Schedule O - Development Parcels, and Schedule P - Circulation Systems, constitute Amendment No. 3 to the City of Ottawa Official Plan.

**2.0 Details of the Amendment**

The City of Ottawa Official Plan, is amended as follows:

- (1) Schedule A - Land Use, is hereby redesignated from Secondary Employment Centre to Primary Employment Centre as shown on Schedule N - Land Use, attached hereto.
- (2) A new chapter including text and schedules is added to Volume II: Secondary Policy Plans/Site Specific Policies, immediately following Chapter 6 and is entitled "7.0 - Confederation Heights Area". [ ] The text and schedules for this new chapter are as follows:

MODIFICATION  
NO. 1  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT.

**7.0 Confederation Heights Area**

**7.1 Location**

This chapter applies to the area generally bounded by the Rideau River, Riverside Drive, Brookfield Road, the CNR rail line, Data Centre Road, more specifically as shown on Schedule N - Land Use. The area comprises Mooney's Bay Park, Hog's Back Park, Vincent Massey Park, certain properties on the east side of Riverside Drive south of Brookfield Road, certain properties on the south side of Brookfield Road, and that area developed as a federal employment node that is commonly known as Confederation Heights.

**7.2 Purpose**

The purpose of this chapter is to establish a Secondary Policy Plan to guide future development in the Confederation Heights area, and specifically, to support the evolution of the area as a Primary Employment Centre. The plan provides a vision and objectives for the area and policies for Land Use, Urban Design, Transportation and Transit, Servicing, Recreation and Leisure, the Environment including stormwater management, and Implementation, including prerequisites and pre-conditions for development approvals.

**7.3 Vision**

The Confederation Heights area in the future will comprise an identifiable, compact, mixed-use Primary Employment Centre flanked by major open space areas along the Rideau River and an established low profile residential community to the south. The area, originally developed in the 1950's and early 1960's as a car-orientated government office complex where buildings were developed within open space settings and where extensive areas of surface parking were provided,

will evolve into a compact urban environment that is transit orientated and pedestrian and bicycle friendly. Development will be integrated with surrounding developments and uses, particularly the established residential area to the south and will respect its natural setting comprised primarily of the major open space areas along the Rideau River.

The open space and park areas along the Rideau River will be retained as part of the City's Greenway System and will continue to serve as major regional leisure areas with active recreation and leisure facilities provided at Mooney's Bay and at the RA Centre. Hog's Back Park and Vincent Massey Park will be maintained as passive open space areas.

The Primary Employment Centre itself will accommodate a mixture of uses with employment generating uses, primarily in the form of offices, being the predominant use supported by sufficient retail and personal service uses to satisfy the needs of the Employment Centre. Some residential development will also occur to contribute to the area's vitality.

Development will comprise a collection of low (1-4 storeys) to high (up to 12 storeys) profile buildings connected by identifiable pedestrian, bicycle and transit linkages. A strong central focus to establish an urban square will be developed on the Canada Post property that may also become a community focus for the residential area to the south.

Pedestrian areas will be comfortable and animated with active at grade uses along major pedestrian routes and within the central focus. The pedestrian environment will be supported by usable open space areas strategically located to benefit employees and residents within the employment centre.

Transit accessibility will be greatly improved over time with initiatives being pursued that will see enhanced transit service being provided. In the medium term, priority measures for conventional transit will be implemented. In the long term, these initiatives shall include the establishment of a "people mover" system and/or use of the Elwood CPR line to provide commuter rail service to the Outaouais or to extend the transitway through the Confederation Heights Employment Node.

While the service infrastructure within Confederation Heights is currently at or near capacity, strategies will be pursued to ensure service infrastructure upgrades and to have these systems revert from federal ownership to ownership by municipal, regional or utility agencies. Implementation of a comprehensive stormwater management strategy will see improvements to the quality and quantity of stormwater drainage into the Rideau River.

Achievement of the vision for the area will be gradual as development initiatives are pursued with continued development of the Canada Post lands establishing a central focus for the area and establishing the general direction for continued evolution of the Confederation Heights area into a compact, pedestrian and transit friendly mixed use employment node.

## 7.4 Objectives

In support of the vision, the following objectives for Confederation Heights area serve to establish the basis for the policies set out by this Secondary Policy Plan:

- to promote the evolution of Confederation Heights from a government employment node to a multiple use Primary Employment Centre accommodating government uses, commercial office development, retail and personal service businesses, housing and community and recreational facilities;
- to protect the environmental qualities of the Greenway System along the Rideau River and Sawmill Creek in proximity to the Confederation Heights Employment Node;
- to ensure that development is well integrated with surrounding areas; is compatible with the adjacent uses and development in character and scale; is pedestrian and transit orientated; and is sensitive to the natural environment; and
- to ensure that required infrastructure improvements/upgrades are identified and undertaken related to but not limited to issues such as sanitary sewers, water systems, stormwater drainage, and transportation and transit prior to development being permitted and that recreational needs will be provided for as development occurs.

## 7.5 Policies

The effect of the following policies is illustrated on Schedule N - Land Use, Schedule O - Development Parcels, and Schedule P - Circulation Systems.

### 7.5.1 Land Use

The plan includes the following land use categories as shown on Schedule N - Land Use.

- Primary Employment Centre
- Greenway System
  - major open space area
  - environmentally sensitive area
  - linkage
  - waterway corridor
- Mixed-use area
- Major Leisure Area
  - Regional Level Facility

Development and land uses provided within these land use categories shall be as set out below by Policies 7.5.1 A to 7.5.1 C inclusive.

A. Primary Employment Centre

- i) Development within the Primary Employment Centre Area designation on Schedule N - Land Use, shall be guided by the applicable policies of Volume I Chapter 4.0 - Economic Development and Employment Areas in addition to the policies set out in the Secondary Policy Plan.
- ii) The particular land use types permitted by policy 4.3.2a) of Volume I Chapter 4.0 - Economic Development and Employment Areas shall exhibit the following characteristics:

a) Employment Generating Uses

Employment generating uses shall comprise predominately office uses, including government offices and uses that serve or are associated with office uses such as laboratories, printing and photostatting establishments. Development shall be concentrated in low (4 storeys) to high (12 storeys) profile developments centred around focal points that will be created as set out in policy 7.5.3.

b) Residential Uses

The full range of residential dwelling types shall be permitted though it is expected that the predominant residential dwelling form will comprise townhouses, low rise apartments (3-4 storeys) and medium to high rise apartments (up to 12 storeys). In general, residential types shall be located and be of a scale that is compatible with adjacent proposed and/or existing developments and shall not detract from the employment focus of the area.

Concentrated residential development shall be permitted and encouraged for development sites that do not lend themselves well to providing for concentrated employment generating uses and where major development sites or portions thereof are peripheral to the provision of transit and are adjacent to amenities such as major open space areas and leisure facilities than can better complement and benefit residential development. Residential development will be required in instances where an increase in floor space index (f.s.i.) is being considered.

Residential uses may be integrated within areas where concentrated employment generating uses are developed provided that such residential development is of a lesser scale and intensity than the employment generating uses.

c) Retail and Personal Service Uses

In general, sufficient retail and personal service uses must be provided to satisfy or provide for the convenience needs of employees and residents within the Employment Centre and should be located to animate and provide for pedestrian interest on the

MODIFICATION

NO. 2  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT.



ground floor of developments accommodating employment generating uses. Within areas of concentrated employment generating uses, retail and personal service uses should be oriented to major pedestrian and transit linkages and should be combined with other uses such as open spaces or leisure uses.

A concentration of retail and personal service uses are to be provided on the Canada Post property. These are to exhibit sufficient diversity and critical mass to serve employees and residents of the entire Employment Centre with some uses provided that may also serve residents of adjacent communities. The overall intensity of such uses, however, shall not exceed the intensity of commercial development associated with a neighbourhood shopping centre and while a neighbourhood shopping centre designation will not be required, the policies set out in Volume I Chapter 4.0 - Economic Development and Employment areas applicable to neighbourhood shopping centres shall be considered in determining the appropriate intensity of retail and personal service uses for this site.

d) Recreation and Leisure Uses

Recreation and leisure uses shall be located to ensure ease of access and when provided in association with concentrations of employment generating uses, should be located to contribute to creating focal points as set out in policy 7.5.3.

MODIFICATION

NO. 2  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT.

Recreation and leisure uses provided to address needs of employees on the Canada Post property ideally are located to complement retail and personal service uses and should be situated so they may also serve the residential community to the south.

e) Cultural, Entertainment and Hotel Uses

Cultural and entertainment uses, when provided, should be located to contribute to creating focal points for development sites and in particular, to contribute to the creation of a strong central focus for the Employment Centre on the Canada Post property and to support the integration of the Employment Centre with the adjacent community. Hotel uses, cultural and entertainment uses are to be compatible with the needs of the immediate area, and shall not be major attractions that generate high activity levels.

B. The Greenway System and Major Leisure Area

- i) The direction for areas designated Greenway System as Major Open Space, Environmentally Sensitive Area, Linkage, Waterway Corridor Area, and Designated Major Leisure Area on Schedule N - Land Use, shall be guided by the applicable policies in Volume I Chapter 9.0 - Leisure Resources and Volume I Chapter 6.0 - Environmental Management.

MODIFICATION

NO. 3  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT.

- ii) To ensure the retention of the Greenway System within the Confederation Heights area and to provide for the appropriate integration of the Primary Employment Centre with the Greenway System, the following specific policies shall apply for areas designated as part of the Greenway System and designated as Major Leisure Area.
- a) Facilities that provide for active recreation and leisure pursuits shall be permitted only for the Regional Level Leisure facilities designated at Mooney's Bay Park including the Marina and at the RA Centre.
  - b) The Regional Level Leisure facilities designated for Vincent Massey Park and for Hog's Back Park shall serve predominately to provide for recreational and leisure pursuits that do not require major facility developments. These parks shall be maintained as open green space with no development being permitted that has the potential to significantly detract from their open space character and environmental qualities.
  - c) City Council shall support maintaining the surface parking lot located on the northwest corner of Heron Road and Riverside Drive to provide parking for Vincent Massey Park in addition to its use as off-site parking for the Primary Employment Centre.

#### C. Mixed-use Area

- i) The Mixed Use Area designation identified on Schedule N - Land Use shall be developed to provide for an interface and transition between the Residential Area to the south and the Primary Employment Centre to the north and the Major Open Space Area comprising Mooney's Bay Park to the west. Within this area, low profile retail and residential intensification in accordance with the zoning in place at the time of the adoption of the Secondary Policy Plan shall be encouraged and shall be infill type development, where at-grade retail uses are provided with residential uses on upper floors.

#### 7.5.2 Intensity/Density

- i) Within the area designated Primary Employment Centre on Schedule N - Land Use, the number of employees shall not exceed 20,000. This shall be determined on the basis of 300 square feet of gross floor area per employee for employment generating uses.
- ii) While the development parcels identified on Schedule O within the Primary Employment Centre may accommodate employment generating uses, the intensity of such uses shall be greatest where medium to high profile buildings are permitted as set out by policy 7.5.3 and where high transit modal shares can be achieved. The intensity of employment generating uses shall be lowest along the north side of Brookfield Road and west of Riverside Drive where low profile buildings only are permitted as set out by Policy 7.5.3.

- iii) The actual intensity of development for each development parcel within the Primary Employment Centre shall be determined through the development review process having consideration for policies set out in the Secondary Policy Plan, and factors such as site access restrictions/opportunities, traffic impacts, transit accessibility for employment generating uses, market demand/impact, overall density distribution, mix of uses, and other site conditions and factors that can influence determining appropriate development intensity.
- iv) Limitations on development intensity within the Primary Employment Centre shall be established in the Zoning By-law through the development review process for specific development initiatives with the establishment of specific building height limitations, setbacks and open space requirements and possibly through specifying floor area limitations for different classes of uses.
- v) For the area designated Mixed-Use on Schedule N - Land Use, the intensity of development shall not exceed the intensity of development permitted by the zoning in place at the time of the adoption of this Secondary Policy Plan.

7.5.3 Urban Design

- i) Development within the Confederation Heights area shall have regard to the policies set out in Chapter 12.0 - Urban Design.

MODIFICATION

4

In recognition that major transportation corridors traversing through the Primary Employment Centre area result in geographically defined development parcels, City Council shall acknowledge these distinct parcels on Schedule O.

NO UNDER SECTION 17 (9) OF THE PLANNING ACT.

- iii) City Council shall require the submission of a master plan for development parcels as identified on Schedule O when development of all or a portion of the parcel is proposed prior to giving development approval, as set out in the Implementation section.
- iv) To ensure that all parcels are developed in an orderly manner so as to create a unified employment centre, City Council shall, in addition to the policies of Chapter 12.0, have consideration for the following policies which establish urban design principles for the Primary Employment Centre:

a) General

In general, development within the Primary Employment Centre area shall be compact and human scale so as to provide for a pedestrian, bicycle and transit friendly environment.

b) Circulation Systems

City Council shall require the establishment of circulation systems as conceptually designated on Schedule P when sites are

developed to provide for pedestrian and transit linkages between the different parcels and to provide for pedestrian and bicycle linkages to adjacent lands.

c) Focal Points

City Council shall require the establishment of focal points for each development parcel through the orientation of development, and concentration of at-grade retail and personal service uses and open spaces. Focal points ideally will be centred on major pedestrian and/or transit routes or at the convergence of these routes.

The focal point established on the Canada Post property shall provide a strong central focus for the Primary Employment Centre. This will be accomplished by concentrating retail, personal service, cultural and entertainment uses as set out in policy 7.5.1 A. These uses shall be accommodated within low profile development centred around an open space area that will be focused on a pedestrian and transit circulation route and that will be a pedestrian priority urban square.

d) Pedestrian Environment

Active retail and personal service uses are to be provided at grade along the major pedestrian routes conceptually designated on Schedule P, particularly in proximity to transit stops within areas of concentrated employment generating uses.

e) Access

So that development will be easily accessed from the exterior so as to ensure that the Primary Employment Centre area does not become isolated from the surrounding neighbourhood and to ensure that individual parcels do not develop in isolation from other parcels, vehicular access points should be provided from each of the major roadways, where feasible, to each major development parcel and as many pedestrian and bicycle access points as feasible are to be provided for each major development parcel.

f) Internal Roads

Each development parcel will be serviced by internal roads which are to be contiguous with existing roads where feasible and where the internal road pattern will facilitate the creation of traditional urban scale blocks and must be compatible with non-circuitous and centrally-located transit operation. Internal roads that may accommodate transit buses, shall be developed to municipal standards.

g) Profile

Development generally shall be low to high profile with high profile buildings (10-12 storeys) being concentrated within the central area of the Primary Employment Centre along Heron Road and stepping down to low profile (3-4 storeys) adjacent to major open space areas to the west and along the north side of Brookfield Road, so as to ensure that a gradual transition and appropriate scale integration with surrounding areas is achieved and to ensure that the highest intensity development is oriented away from major open space and adjacent established residential areas and that it is oriented towards areas where improved transit service will be provided. Figure 1 illustrates this policy.

h) Orientation

Buildings on the perimeter of development parcels adjacent to arterial roads are to be orientated to both the arterial roads and to the internal streets to be established to serve the parcel.

Building entrances shall be orientated towards major pedestrian routes, transit stops or open space areas that are integrated with major pedestrian routes.

i) Open Spaces

Buildings are to be laid out to create and define a series of courtyards, squares, parkettes, and streetscapes for each major development parcel and these open space areas are to be developed to be supportive of the activity generated by the adjacent buildings.

Each development parcel shall target achieving 35-45% landscaped open space.

j) Relationship to Residential

New development is to be compatible with adjacent residential development so as not to cast shadows, create overlook, or infringe on privacy of any adjacent residential areas.

- m) Parking, to the greatest extent possible, shall be provided in below and/or above-grade structures with surface parking being limited to primarily providing convenient short-term parking.

Above-grade parking structures shall be designed to be integrated with overall development and the potential negative visual impact of such structures shall be minimized through design, siting, use of vegetation and minimizing the frontage of such structures on both arterial roads and internal streets.

#### 7.5.4 Environment

##### A. Stormwater management

- i) City Council recognizes the need to comprehensively address stormwater management to provide for both quality and quantity control for new development and to provide for stormwater treatment facilities associated with the Rideau River Stormwater Management initiative to improve the quality of stormwater currently entering the Rideau River. Accordingly, City Council shall require, the completion of a Master Drainage Plan for the Confederation Heights area to address both future development and remedial measures prior to any development being approved as set out in the Implementation Section. This plan, in part, will be determined through an evaluation of stormwater management options from an environmental and ecological perspective and shall be consistent with and conform to the recommendations emerging from the Sawmill Creek Watershed Plan. This shall be to the satisfaction of the Ministry of the Environment, Ministry of Natural Resources, Rideau Valley Conservation Authority, Regional Municipality of Ottawa-Carleton, National Capital Commission and the City of Ottawa.
- ii) City Council, in support of the priority to have a Master Drainage Plan prepared and approved prior to development, shall explore alternatives with property owners and potential development interests for cost sharing in the preparation of the plan.
- iii) City Council, following approval of the Master Drainage Plan as set out above, shall require site specific stormwater management design plans for development sites to be submitted with master plans, as set out in the Implementation Section. The site specific stormwater management plans shall be consistent with the Master Drainage Plan and, where phased development is proposed, will identify any phasing for implementation of the site specific stormwater management design plan and, where necessary, will identify interim stormwater management ~~measurements~~ that will be undertaken.
- iv) City Council shall only support the establishment of stormwater treatment facilities within the Greenway System where, through the application of an environmental assessment process with public participation, it is demonstrated that no other options are practical

MODIFICATION

NO. 5

UNDER SECTION 17 (9) OF  
THE PLANNING ACT

or feasible. The evaluation of stormwater management alternatives will consider the technical feasibility, potential environmental effects, potential social effects, economic considerations and existing policies including the policies set out in Volume I Chapter 6.0 - Environmental Management.

## B. Views

- i) City Council recognizes that new development can positively or negatively impact existing internal and external views and can create new internal and external views. Accordingly, City Council shall require that the impact of new development on existing views and on the creation of new views be analyzed through a view study at the master plan stage for development parcels and in particular, shall ensure consideration of the impact of new development on the following views:
  - All directional views at the interface between the Primary Employment Centre and the Greenway System from Heron Road east of Riverside Drive.
  - All directional views at the crest of Riverside Drive adjacent to the CBC site.
  - Views looking northwest, north and northeast from Riverside Drive at Brookfield Road.
  - Views looking south from Riverside Drive at Bronson Avenue.
  - Views looking southwest from Riverside Drive at the RA Centre.
  - Views looking south, north and west from the Airport Parkway at Brookfield Road, at Heron Road, and at the off ramp to Riverside Drive.
  - Views looking west from Heron Road at Sawmill Creek.

## C. Vegetation

- i) City Council shall require, through the Site Plan approval process, the retention, wherever possible, of existing vegetation in healthy and vigorous condition. Where existing mature trees must be removed to accommodate development, Council shall require, where feasible, transplanting of such trees within the Secondary Policy Plan Area as shown on Schedule N.
- ii) City Council shall ensure, through the rezoning and/or Site Plan approval process, the retention of the wooded ravine on the CBC site and the wooded lands between the RA Centre site and the Revenue Canada site and will ensure that development in these areas will not disturb the environmental quality of these wooded lands.

D. Subsurface Conditions and Development Impacts

- i) City Council recognizes that infill and more intense development within the Primary Employment Centre can impact subsurface conditions including soils, slope stability, ground water, and moisture content of the LEDA clay that underlays much of the Primary Employment Centre. Accordingly, City Council considers it necessary to monitor cumulative impacts of development on subsurface conditions to ensure that adverse impacts will not result and shall require that soil, geotechnical and hydrogeological studies that take into account cumulative impacts of development are undertaken to the satisfaction of the Rideau Valley Conservation Authority and the City of Ottawa, as set out in the Implementation Section.
- ii) City Council acknowledges that contaminated soil has been found within the Primary Employment Centre and that additional contaminated areas may exist. Accordingly, Council shall require, for any contaminated areas identified as a result of soil, geotechnical or hydrogeological studies or environmental audits, that remedial measures be undertaken in accordance with Provincial and Federal regulations prior to permitting development within these areas.

E. Slopes

- i) City Council shall require appropriate setbacks for development from slopes and ravines to be determined through geotechnical studies to ensure slope and soil stability. For purposes of this policy, a slope or ravine is defined as land having a grade greater than 20%.

7.5.5 Utilities/Services

A. Sanitary Sewers

- i) City Council shall require downstream flow monitoring of the Rideau River Collector to determine available capacity at the time of proposed development prior to development approval being given as set out in the Implementation Section.

- ii) City Council recognizes that the sanitary system within the Confederation Heights area is currently owned by PWGSC and that the following priority initiatives are required to address localized capacity constraints within this system.

MODIFICATION

NO. 6

UNDER SECTION 17 (9) OF THE PLANNING ACT.

upgrading the sanitary system along Heron Road prior to approving any further development initiative within the Primary Employment Centre.

- removing extraneous storm flows from the PWGSC owned sanitary system within Confederation Heights.

- iii) City Council, as part of the interim servicing measures set out by Policy 8.2.2 of Volume I, shall require, when the sanitary system is



upgraded and improved, that upgrades and improvements be to municipal standards and that sufficient localized capacity be provided to accommodate all potential development within Confederation Heights. Further, City Council is committed to pursuing with PWGSC the normalization of the main lines of the sanitary system within Confederation Heights after the system is upgraded and improved.

#### B. Water Service

- i) City Council shall require an assessment to be made of the adequacy of water supply to the satisfaction of the Region prior to development approval being given as set out in the Implementation Section.
- ii) City Council recognizes that the water system within the Confederation Heights area is currently owned by PWGSC with water service to Confederation Heights provided by the Region. Council further recognizes that the current water system within Confederation Heights has limited capacity and as part of the interim servicing measures set out by Policy 8.2.2 of Volume I, shall require, when the water system is upgraded and improved, that improvements be to Regional standards and that sufficient capacity be provided to accommodate all potential development within Confederation Heights. City Council further supports the transfer from PWGSC to the Region responsibility for the water system within Confederation Heights once the system is upgraded and improved.

#### C. Hydro Service

- i) City Council recognizes that hydro service to the Confederation Heights Primary Employment Centre is provided either directly by Ottawa Hydro to its customers or is provided to Public Works and Government Services Canada at their central heating plant. City Council further recognizes that this arrangement can result in duplication of services and that it may not allow for the efficient and effective provision of hydro service by Ottawa Hydro. Accordingly, City Council supports all initiatives towards Ottawa Hydro assuming full responsibility for providing hydro service within Confederation Heights and encourages Public Works and Government Services Canada and Ottawa Hydro to develop a strategy to realize this normalization.
- ii) City Council acknowledges that to ensure efficient provision of service, Ottawa Hydro will only provide hydro to Confederation Heights using primary service at 13.2 KV service voltage level along City or Regional roads and R.O.W.'s on federal property that provide service access, and connecting this service to switching gear that will be required to be located on a customer's property. City Council further recognizes that Ottawa Hydro will only provide service in 8 megawatt portions for development sites identified on Schedule O. Accordingly, City Council shall require that the details associated with providing hydro service consistent with the foregoing be determined at the master plan stage and shall require confirmation

from both Public Works and Government Services Canada and Ottawa Hydro that an acceptable hydro service arrangement has been determined in order to accommodate new development.

- iii) While City Council supports the provision of all future hydro service within Confederation Heights by Ottawa Hydro, Council recognizes that development initiatives may be pursued prior to full normalization of hydro service for lands owned by Public Works and Government Services Canada where Public Works and Government Services Canada has the responsibility to ensure the provision of hydro service to their tenants. In these situations, City Council shall require confirmation from Public Works and Government Services Canada and Ottawa Hydro that hydro service will be provided by Public Works and Government Services Canada in a manner that will allow for future normalization of this service.

#### D. Gas, Cable and Telephone Service

- i) City Council shall require confirmation to be provided by the utility agencies responsible for providing gas, cable and telephone service that these services can be provided prior to site plan approval for development.

#### 7.5.6 Transportation/Transit

##### A. Road Network

- i) City Council recognizes that significant volumes of traffic are accommodated on the major roads traversing Confederation Heights and that modifications to the Regional road network, as set out by the Regional Official Plan for the southern area of the region including South Ottawa and ~~that~~ the development of the southeast transitway can result in a significant reduction in the levels of background traffic currently accommodated on Riverside Drive and Heron Road to make available road capacity for traffic generated by the Confederation Heights Primary Employment Centre. Accordingly, City Council supports modifications to the Regional road network and transitway development, and will require that traffic impact studies be undertaken prior to development approval for each future development proposal within the Primary Employment Centre, as set out in the Implementation Section, to ensure that traffic can be adequately accommodated at the time of development.

- ii) City Council shall support the ownership transfer from Public Works and Government Services Canada to the Region, those portions of Heron Road and Riverside Drive that traverse the Confederation Heights area to have them formally integrated as part of the Regional road network.

- iii) City Council shall support, subject to an environmental assessment, the twinning of the Airport Parkway with full access provided at Walkley Road and Hunt Club Road.

MODIFICATION

NO. 7

UNDER SECTION 17 (9) OF  
THE PLANNING ACT.

- iv) City Council is committed to ensuring no increase in through traffic along Flannery Drive and Springland Drive as a result of development within the Confederation Heights area. Accordingly, City Council shall continue to explore and implement traffic control and/or traffic calming measures in consultation with the community with the objective of reducing the current levels of through traffic.
- v) City Council, when reviewing traffic impact studies undertaken as set out in the Implementation Section, shall recognize the function of Riverside Drive, Heron Road and Bronson Avenue/Airport Parkway as upper tier arterials and shall ensure, through municipal development control processes, that no more than 35% of the combined capacity of these roads is utilized to accommodate traffic generated by the Confederation Heights Primary Employment Centre.

#### **B. Modal Share/Transit**

- i) City Council shall target achieving the following modal shares for existing and future employees of the Primary Employment Centre:
  - transit - 50%;
  - pedestrian, bicycles, car pooling, etc. - 10%;
- ii) In support of the transit modal share target, City Council shall conceptually designate on Schedule P routing corridors to allow the following initiatives to be pursued to provide for enhanced transit service as development occurs within the Confederation Heights Primary Employment Centre:
  - routing of transit buses into development sites where concentrated employment generating uses are developed;
  - development of a "people mover" system (horizontal elevator) between concentrations of employment generating uses and the Heron Transit Station;
  - establishment of a transitway and transit stations and/or a commuter rail link from the Macdonald Cartier International Airport to the Outaouais along the Canadian Pacific Rail (CPR) line traversing the Confederation Heights area.
- iii) City Council shall require that concentrations of employment generating uses are developed to:
  - focus on transit routes penetrating development sites,
  - provide for future physical integration of development with a people mover system,
  - provide for spatial integration of development with a commuter rail link or transitway link along the CPR line.

- iv) City Council shall require that all internal roads which may accommodate transit are developed to municipal standards and that transit use of these roads, traffic control, long term access and standards for and frequency of maintenance is guaranteed and provided for either through the dedication of these roads to the municipality, through the establishment of rights-of-ways, or through agreements registered on title. City Council supports the dedication of all internal roads, which may accommodate transit to the municipality.
- v) In support of the pedestrian and bicycle modal share target, City Council shall ensure, through the development review process, the provision of pedestrian and bicycle routes as conceptually designated on Schedule P to link concentrations of employment generating uses to existing pedestrian and bicycle paths and shall pursue with the Region and the NCC the establishment of dedicated bicycle lanes along Riverside Drive and Heron Road. City Council shall ensure that pedestrian and bicycle linkages across major roadways and other natural or man-made physical barriers that impede pedestrian and bicycle movement are provided or improved to be identifiable, safe and accessible.

#### C. Parking

- i) In support of policy 7.5.6 B; to minimize environmental and community impacts; to enhance urban design opportunities; and to maximize development potential within the Primary Employment Centre, City Council shall establish a maximum rate for providing parking for development initiatives and shall target as the maximum rate, the provision of one space per 95 square metres of gross floor area for employment generating uses to be incrementally implemented to coincide with achieving increased levels of transit ridership.

City Council shall also support and encourage the sharing of parking facilities between uses with differing parking demand profiles so as to effectively and efficiently utilize the total parking supply to be provided for the Confederation Heights Area.

- ii) City Council shall ensure that adjacent residential streets are not adversely impacted as a result of reducing parking requirements with the establishment of a monitoring programme and the implementation of parking control measures developed in consultation with the affected communities.

#### D. Other Initiatives

- i) City Council shall encourage and support employer initiatives to promote transit ridership such as employee education of transit and its benefits; instituting pay for parking programmes; and encouraging car pooling programmes among others. In this regard City Council shall investigate with property owners and employers at the development approval stages, incentive programmes directed to discouraging the use by employees of private automobiles.

## 7.5.7 Recreation and Leisure

### A. Off-site Recreation and Leisure Facilities

i) City Council recognizes that the Confederation Heights Primary Employment Centre is situated immediately adjacent to Major Open Space Areas and the Waterway Corridor Areas where the following recreation and leisure facilities are provided.

- Marina - Parks Canada serves tourists and boaters with docking facilities and service amenities.
- Vincent Massey Park - an NCC park, passive in nature and where informal activities such as picnics and walking occur.
- R.A. Centre - offering both indoor and outdoor recreational facilities and programmes for its client group.
- Mooney's Bay - municipally-operated park, offering city-wide programmes and facilities that are primarily outdoor.

Accordingly, City Council acknowledges the opportunity to use these facilities to meet the large facility-based recreational needs of current and future employees and possibly future residents within the Confederation Heights Primary Employment Centre.

To ensure that off-site facilities are easily accessible, City Council shall require that the major open spaces along the Rideau River be linked to one another and to the Confederation Heights Primary Employment Centre through a continuity of linear pedestrian/cycle corridors, within and across the employment centre linking residential, employment, leisure and institutional uses and connecting established pedestrian/cycle movement corridors with easy and direct access to the gateway of Mooney's Bay and the waterfront corridor.

#### MODIFICATION

NO. 8  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT

The location of the major pedestrian/cycle corridors as conceptually identified on Schedule P, are to be finalized to the satisfaction of the Commissioners of Planning ~~and Development and Recreation and Culture~~ through the preparation of master plans for development parcels as set out in the Implementation Section and the widths of the pathways will be to City of Ottawa standards.

ii) To satisfy additional recreational needs that may be generated as a result of new development within the employment centre, City Council shall have prepared by the Department of ~~Recreation and Culture~~ a master redevelopment plan for Mooney's Bay/Terry Fox Athletic Complex, in consultation with the community and the National Capital Commission and for approval by City Council. The redevelopment plan will seek a more diverse mix of cultural

#### MODIFICATION

NO. 9  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT

and recreational activities to better serve the emerging needs of the community including Confederation Heights.

#### B. On-site Recreation and Leisure Facilities

- i) In addition to improving access to off-site facilities and providing a more diverse mix of cultural and recreational facilities at Mooney's Bay, City Council recognizes a need to also provide for on-site facilities. Accordingly, City Council shall require the provision of public open space and courtyards to provide green respite areas consistent with policy 7.5.3 and for employment generating uses shall encourage employers to provide on-site indoor space for the promotion of healthy lifestyles, in the creation of "active living spaces".

Further, City Council shall require any residential development to be self-sustaining with respect to recreational requirements and shall require for concentrated residential development (300 + dwelling units) the provision of 1 hectare of land per 300 dwelling units for the purpose of meeting on-site recreational needs and in particular, for younger age groups.

#### C. Cash-in-Lieu of Parkland Dedication

- i) City Council shall direct funds obtained through the cash-in-lieu of parkland dedication for the Canada Post Headquarters (Towers A, B and C) to improvements to Mooney's Bay Park, per the approved master redevelopment plan to be prepared as set out in Policy 7.5.7.
- ii) In lieu of payment of the parkland levy by the Federal Government and/or partners involved in development of lands within the Confederation Heights Employment Centre, with the exception of the Canada Post Headquarters, the City may direct the developers to pay the NCC the cash equivalent of the levy, subject to a further agreement between the City and the NCC to transfer title of Federal lands now leased by the City of Ottawa for park purposes.
- iii) Council shall consider the appraisal of any lands to be transferred in the context of their current use as open space, their classification as open space in the City of Ottawa Official Plan and in consideration that they will remain as open space.

#### 7.5.8 Implementation

The objectives and policies of the Confederation Heights Secondary Policy Plan will be implemented primarily as a result of development initiatives that are brought forward for approval. The following policies serve to establish the implementation strategy that will allow the objectives and policies of this plan to be realized. All plans and studies referred to in these policies require a public consultation process prior to approval.

**A. Development Pre-Conditions**

- i) City Council shall only give consideration to site plan applications and rezoning requests for new development or redevelopment within the Confederation Heights Primary Employment Centre following the approval of a Master Drainage Plan for the entire area encompassed by this Secondary Policy Plan, as set out in policy 7.5.4.

**B. Development Approval Prerequisites**

City Council shall give consideration to applications for zoning amendments or site plan applications submitted for development of all or part of a development parcel only upon the following approval prerequisites being fulfilled:

- i) Acceptance of a Master Plan for the entire development parcel, as shown on Schedule O, where development is proposed, that demonstrates how the proposal satisfies the policies of the Secondary Policy Plan. Each Master Plan, at a minimum, shall provide details with respect to the following:
  - contemplated uses;
  - intensity of development;
  - location of access points to the site and their capacity;
  - internal roadways and their widths;
  - general location of open spaces and general location of particular uses;
  - application of the urban design principles set out in policy 7.5.3.

Where, following acceptance of a Master Plan, a development proposal departs significantly from the Master Plan, a revised Master Plan identifying the changes and reasons therefore and that demonstrates the application of the Secondary Policy Plan policies shall be required prior to approval for the development proposal being obtained.

Accompanying the Master Plan, and any revised Master Plan, a site specific stormwater management plan in accordance with the Master Drainage Plan, a view study, and a microclimate study, as set out in policy 7.5.4, shall be completed, to the satisfaction of the City of Ottawa.

In reviewing applications, City Council will ensure that the cumulative intensity of development permitted in master plans and the cumulative development potential under approved zoning do not exceed

approximately 555,000 square metres of employment generating development including retail and personal service uses.

- ii) Acceptance of a traffic impact study based on the transportation conditions of the day to the satisfaction of the City of Ottawa and the RMOC. Such studies must identify viable short-term solutions with respect to road capacity, transit service and ridership, parking provision and mitigation of community traffic impacts which ensure that the traffic generated by the proposed development can be adequately accommodated on the area roadways without adverse impacts and that appropriate modal split targets will be achieved.
- iii) Confirmation from the Regional Municipality of Ottawa-Carleton that the modal split levels established in the Regional Official Plan for the corresponding level of development in Confederation Heights have been achieved or exceeded.
- iv) Acceptance of a sanitary servicing and water supply study, in accordance with Policy 8.2.2 of Volume I, that demonstrates to the satisfaction of the City of Ottawa and the Region, that sufficient sanitary and water service will, or can be, provided. The sanitary service study will include downstream flow monitoring of the Rideau River collector to confirm sufficient sanitary capacity or confirmation from the Region and the City of Ottawa that sufficient sanitary service is, or can be, made available will be required if downstream flow monitoring is not undertaken.
- v) Confirmation from Ottawa Hydro and Public Works and Government Services Canada that sufficient hydro service will be made available for the proposed development.
- vi) Acceptance of geotechnical, soils and hydrogeological studies and environmental audits that incorporate identification of any potential subsurface contamination and that incorporate consideration of cumulative impacts of development on subsurface conditions, as set out in policy 7.5.4. For developments proposed on sites characterized by slopes or ravines, the geotechnical study will identify required building setbacks to ensure protection of slopes and ravines. These studies will be to the satisfaction of the Rideau Valley Conservation Authority, the National Capital Commission and the City of Ottawa. Should subsurface contamination be identified, remedial measures shall be undertaken in accordance with Provincial or Federal regulations prior to development occurring.
- vii) Confirmation from the National Capital Commission that as development occurs, the carrying capacity of the parks is not exceeded.

#### C. Implementation Tools

The implementation tools available to the City, as set out in Chapter 13.0 - Implementation, will be utilized by City Council to effect implementation of this plan.



i) Comprehensive Zoning

Until a new comprehensive Zoning By-law for the City of Ottawa is enacted by City Council, the zoning in place at the time of City Council adoption of the Confederation Heights Secondary Policy Plan shall remain in effect. Development initiatives brought forward for approval that do not comply with the zoning in place but that conform to the policies of the Confederation Heights Secondary Policy Plan will be considered through the Zoning By-law amendment process.

ii) Holding Zone

City Council may utilize a holding (h) symbol in conjunction with any use designation in the Zoning By-law, as set out under policy 13.12.1 to defer development of all or part of a development parcel, as identified on Schedule O where it is determined that any proposed development is premature or that immediate development is inappropriate. These determinations will be based on the results of studies undertaken as required under policy 7.5.8 B; or as a result of the identification of a need for additional studies relating to, but not limited to, matters such as the capacity of services or transportation systems; or as a result of the identification of a need for public works or infrastructure development such as, but not limited to, infrastructure upgrades or transit service developments and where cost sharing arrangements may be required. Holding zones will be used wherever the studies of traffic impact or sanitary servicing or water supply indicate a requirement for system expansions, for which the funding is not committed.

iii) Site Plan Control

In addition to the policies set out in Volume I Chapter 13.0 - Implementation, City Council, for site plans submitted for partial development where other potential future development has not yet been definitively determined but, rather, has been conceptually identified on the Master Plan for the development parcel, shall require that all conceptual development be reflected on the Site Plan with a clear notation that approval for the conceptual development, once definitively defined, will be subject to a revised site plan application. In these circumstances, City Council shall require that the Site Plan agreement clearly acknowledge the requirement, as set out by policy 7.5.8 B) for Master Plans to be revised if subsequent development proposals depart significantly from an accepted Master Plan.

Where a development parcel, as identified on Schedule O, is comprised of two or more properties under separate and distinct ownership, site plans to allow development of a portion of the parcel shall encompass all lands within the parcel and such site plan applications shall be jointly submitted by the owners of lands affected and the site plan agreement shall clearly set out respective responsibilities of the

owners with respect to undertaking of the works identified on the Site Plan.

#### 7.5.9 Interpretation

- i) Interpretation of the Secondary Policy Plan will be made having regard to all applicable policies set out in Volume I - Primary Plan of the City of Ottawa Official Plan.
- ii) The policies and standards set out in this chapter are subject to minor variation except as they apply to pre-conditions or prerequisites for development approval, provided they are applied in the spirit of their intent in determining and reviewing development proposals.
- iii) Figures 1, 2, 3, and 4 are included only to illustrate policies and do not form part of the policies.

#### 7.5.10 Public Participation

- i) All interested parties will play a partnership role with staff and Planning Committee in establishing the public participation process for implementation of this secondary policy plan.

MODIFICATION

NO. 10  
UNDER SECTION 17 (9) OF  
THE PLANNING ACT.