



January 17, 2014

ACS2014-PAI-PGM-0012

## NOTICE OF PLANNING COMMITTEE MEETING

Dear Sir/Madam

**Re: Zoning – 45 Ruskin Street**

This is to advise you that the above-noted matter will be considered by the City of Ottawa Planning Committee on **Tuesday, January 28, 2014**.

The meeting will begin at 9:30 a.m. in the Champlain Room, City Hall, 110 Laurier Avenue West, Ottawa. You are welcome to attend the meeting and present your views.

Attached is a copy of the report outlining the Departmental recommendation.

The Committee will consider any written submissions in respect to this matter if provided to the Committee Co-ordinator of the Planning Committee at 110 Laurier Avenue West, Ottawa, K1P 1J1 or by fax at 613-580-9609 or by e-mail at [Christopher.Zwierzchowski@ottawa.ca](mailto:Christopher.Zwierzchowski@ottawa.ca).

If you wish to speak to the Committee or hear this item, please call Christopher Zwierzchowski at 613-580-2424, extension 21359 by 4:00 p.m. on the day before the meeting **to determine if a specific time has been set for this item to be considered**.

If a person or public body does not make oral submissions at the public meeting or make written submissions to the City of Ottawa before the proposed by-law is passed, the person or public body is not entitled to appeal the decision of the Council of the City of Ottawa to the Ontario Municipal Board.

If a person or public body does not make oral submissions at the public meeting, or make written submissions to the City of Ottawa before the proposed by-law is passed, the person or public body may not be added as a party to the hearing of an appeal before the Ontario Municipal Board unless, in the opinion of the Board, there are reasonable grounds to do so.

For information on the item itself, please call the undersigned at 613-580-2424, extension 13856 or by e-mail at [douglas.james@ottawa.ca](mailto:douglas.james@ottawa.ca).

Yours truly,

*Original signed by*

Douglas James  
Planner  
Planning and Growth Management Department

Attach.

*Shaping our future together  
Ensemble, formons notre avenir*

City of Ottawa  
Infrastructure Services and Community Sustainability  
110 Laurier Avenue West  
Ottawa, ON K1P 1J1  
Tel : 613-580-2400  
Fax : 613-580-2576  
[www.ottawa.ca](http://www.ottawa.ca)

Ville d'Ottawa  
Services d'infrastructure et Viabilité des collectivités  
110, avenue Laurier Ouest  
Ottawa, ON K1P 1J1  
Tél : 613-580-2400  
Fac : 613-580-2576  
[www.ottawa.ca](http://www.ottawa.ca)



Le 17 janvier 2014

ACS2014-PAI-PGM-0012

## AVIS DE RÉUNION DU COMITÉ DE L'URBANISME

### Objet : Zonage – 45, rue Ruskin

Madame, Monsieur,

La présente vise à vous informer que le Comité de l'urbanisme de la Ville d'Ottawa étudiera l'article cité sous rubrique **le mardi 28 janvier 2014**.

La réunion commencera à 9 h 30 dans la salle Champlain, hôtel de ville, 110, avenue Laurier Ouest, Ottawa. Nous vous invitons à assister à la réunion et à présenter votre point de vue.

Veillez trouver ci-joint une copie du rapport comprenant la recommandation du Service.

Le Comité étudiera les rapports écrits traitant de la question qui sont présentés à la coordinatrice du Comité de l'urbanisme, 110, avenue Laurier Ouest, Ottawa, K1P 1J1, par télécopieur au 613-580-9609 ou par courrier électronique à [Christopher.Zwierzchowski@ottawa.ca](mailto:Christopher.Zwierzchowski@ottawa.ca).

Quiconque souhaite faire une présentation au Comité ou entendre la question, est prié de communiquer avec Christopher Zwierzchowski au 613-580-2424, poste 21359, à 16 h au plus tard, le jour précédant la réunion afin de savoir **si l'étude de cet article a été fixée à une heure précise**.

Si une personne ou un organisme public ne présente pas d'exposé oral à la réunion publique ou ne présente pas d'exposé écrit à la Ville d'Ottawa avant l'adoption du règlement, la personne ou l'organisme public ne pourra pas interjeter appel de la décision du Conseil de la Ville d'Ottawa devant la Commission des affaires municipales de l'Ontario.

Si une personne ou un organisme public ne présente pas d'exposé oral à la réunion publique ou ne présente pas d'exposé écrit à la Ville d'Ottawa avant l'adoption du règlement, la personne ou l'organisme public ne pourra être joint en tant que partie à l'audition de l'appel devant la Commission des affaires municipales de l'Ontario à moins que, de l'avis de la Commission, il existe des motifs raisonnables de le faire.

Pour obtenir des renseignements sur l'article même, veuillez communiquer avec la personne soussignée, au 613-580-2424, poste 13856 ou par courriel à [douglas.james@ottawa.ca](mailto:douglas.james@ottawa.ca).

Veillez agréer, Madame, Monsieur, l'expression de mes sentiments les meilleurs.

*Original signé par*

Douglas James  
Urbaniste  
Service de l'Urbanisme et Gestion de la croissance

p.j.

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Infrastructure Services and Community Sustainability  
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Ottawa, ON K1P 1J1  
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**Request to speak form**  
**Fiche de demande d'intervention**

Please complete the 'Request to Speak' form and give to the Committee Coordinator at the beginning of the meeting or send it by Fax at 613-580-9609.

**Veuillez remplir la fiche de 'Demande d'intervention' et la remettre à la coordonnatrice/au coordonnateur du Comité au début de la réunion ou l'envoyer par Facsimile au (613) 580-9609.**

Committee and Meeting Date  
Comité et date de la réunion \_\_\_\_\_

Subject/Objet \_\_\_\_\_

**Please indicate your position with respect to the REPORT RECOMMENDATION:**

**Veuillez donner votre opinion sur la RECOMMANDATION DU RAPPORT :**

- I agree
- I oppose

- Je suis d'accord
- Je suis en désaccord

Name/Nom: \_\_\_\_\_

Company, Agency or Community Organization (if applicable)  
Société, agence ou organisme communautaire (s'il y a lieu): \_\_\_\_\_

Street and/or e-mail address, Postal Code and Telephone/Adresse municipale et/ou courriel, code postal et numéro de téléphone: \_\_\_\_\_

**Personal Information contained on this form is collected pursuant to s.75 (4) of By-Law No. 2002-247, and will be used as a record of, and possible follow up to, participation in this meeting. Questions about this collection should be directed to the Manager, Council and Committee Services, 110 Laurier Avenue, Ottawa, Ontario K1P 1J1. Telephone (613) 580-2424, ext. 26836. / Les renseignements personnels contenus dans le présent formulaire sont recueillis en vertu du p.75(4) du Règlement municipal 2001-20, et seront utilisés à des fins de référence et de suivi éventuel à la participation à cette réunion. Toute question concernant cette collecte de renseignements doit être adressée au Gestionnaire des services au Conseil et aux Comités, 110, avenue Laurier Ouest, Ottawa (Ontario) K1P 1J1. Téléphone (613) 580-2424, poste 26836.**

Report to/Rapport au:

Planning Committee  
Comité de l'urbanisme

and Council / et au Conseil

January 11, 2014  
11 janvier 2014

Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice municipale adjointe, Planning and Infrastructure/Urbanisme et Infrastructure

Contact Person / Personne ressource: Michael Mizzi, Chief/Chef, Development Review Services / Services d'Examen des projets d'aménagement, Planning and Growth Management/Urbanisme et Gestion de la croissance  
(613) 580-2424, 15788, [Michael.Mizzi@ottawa.ca](mailto:Michael.Mizzi@ottawa.ca)

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KITCHISSIPPI (15)

Ref N°: ACS2014-PAI-PGM-0012

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**SUBJECT: ZONING – 45 RUSKIN STREET**

**OBJET : ZONAGE – 45, RUE RUSKIN**

#### **REPORT RECOMMENDATION**

That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 to change the zoning on part of 45 Ruskin Street from Community Leisure (L1[326]) to a new Community Leisure Zone (L1) to no longer allow a parking lot on that part of the property, and to add a holding zone and change the provisions of the existing exception zone on the rest of the property to permit a parking garage and parking lot, as shown on Document 2 and detailed in Document 3.

#### **RECOMMANDATION DU RAPPORT**

Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250, afin de faire passer le zonage d'une partie du 45, rue Ruskin de Zone d'installation de loisirs communautaire (L1[326]) à une nouvelle Zone d'installation de loisirs communautaire (L1) afin de ne plus autoriser un terrain de stationnement sur cette partie de la propriété, d'ajouter une disposition relative à l'aménagement différé et de modifier l'exception actuelle sur le reste de la propriété, et ce, afin de permettre

**l'aménagement d'un garage et d'un terrain de stationnement, comme le montre le document 2 et l'explique en détail le document 3.**

## EXECUTIVE SUMMARY

### Assumptions and Analysis

The property is located on the north side of Ruskin Street and is bounded by Hutchison Avenue to the north, Reid Avenue to the east and MacFarlane Avenue to the west. Surrounding the site are low-profile residential developments to the north, east, and west and the Civic Campus of the Ottawa Hospital to the south. The property is approximately 1.15 hectares in size and has been owned by the City since 1936. Prior to 1958, the land was used for open-space purposes; however, since that date the property has been used as a surface parking lot by the Ottawa Hospital, which contains approximately 270 parking spaces. The site is designated as a park and is currently zoned L1[326], which is a Community Leisure Zone that also permits a surface parking lot for the Ottawa Civic Hospital.

The purpose of this Zoning By-law amendment is to prohibit parking on a portion of the site and to change the exception to the current Community Leisure Facility Zone, so that in addition to a surface parking lot, a four-storey parking structure having approximately 725 parking spaces will also be permitted. There are also holding provisions relating to the future use of the site and the need to address the loss of City on-street public parking. The parking is to be used by patients and visitors to the hospital, with the vehicular entrance from MacFarlane Avenue. The parking structure is proposed only to be constructed over the lands that are currently occupied by the asphalt parking lot.

The Department has analyzed the proposed development in relation to the relevant policies applying to the property in the Official Plan. Based on this analysis, the Department has determined that the proposed zoning and proposed development are consistent with, respond to and advance the relevant policy objectives. The Department is recommending approval of the application.

### Financial Implications

Should the recommendation be adopted and the matter appealed to the Ontario Municipal Board, there are no financial implications. Should the recommendation be refused and an appeal launched, external resources would need to be retained at an estimated cost of \$25,000 to \$55,000. Funds are not available within existing resources and the expense would impact Planning and Growth Management's operating status.

The City parking spaces to be removed currently generate over \$200,000 per year of parking revenues. It is recommended that before the holding symbol is lifted, a solution to the loss of City funds be agreed upon and that as with the future use of the site, a condition also be included as part of the Site Plan Control approval indicating what the remedy will be for the loss of parking revenue.

## Public Consultation/Input

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. One hundred and twenty-one comments were received as a result of the public notification process. One Hundred and fifteen respondents expressed concerns while six respondents were in favour of the proposal. A petition with 255 respondents and 37 copies of a form letter, both expressing concerns with the proposal were also received. Four public meetings were also held in the community, three with the public and one with the Community Association. The comments received at the public meetings were similar to those received through the public notification process.

## RÉSUMÉ

### Hypothèses et analyse

La propriété visée, située du côté nord de la rue Ruskin, est ceinturée par l'avenue Hutchison au nord, l'avenue Reid à l'est et l'avenue MacFarlane à l'ouest. Aux alentours, on retrouve des lotissements résidentiels de profil peu élevé au nord, à l'est et à l'ouest, et le campus Civic Campus de l'Hôpital d'Ottawa se trouve au sud. La propriété, qui appartient à la Ville depuis 1936, couvre une superficie d'environ 1,15 hectare. Avant 1958, ce terrain servait d'espace vert; depuis cette date, il est utilisé par l'Hôpital d'Ottawa comme aire de stationnement de surface, d'une capacité d'environ 270 places. L'emplacement est désigné comme parc et son zonage actuel est L1[326], Zone d'installation de loisirs communautaire, un zonage qui permet également la présence de l'aire de stationnement de surface utilisée par l'Hôpital Civic d'Ottawa.

Cette modification au Règlement de zonage a pour objet d'interdire le stationnement sur une partie de l'emplacement et de modifier l'exception à la Zone d'installation de loisirs communautaire, de telle sorte que soit autorisée, outre une aire de stationnement de surface, une structure de stationnement de quatre étages abritant environ 725 places de stationnement. Elle comporte également des dispositions d'aménagement différé concernant le futur usage du site et la nécessité de compenser la perte de places de stationnement publiques dans la rue. Cette structure, accessible depuis l'avenue MacFarlane, serait utilisée par les patients et les visiteurs de l'hôpital. Elle serait uniquement construite sur le terrain actuellement occupé par l'aire de stationnement asphaltée.

Le Service a analysé l'aménagement proposé au regard des politiques pertinentes du Plan officiel pouvant s'appliquer à cette propriété. Par suite de cette analyse, le Service a pu déterminer que le zonage et l'aménagement proposés sont conformes aux objectifs de ces politiques et qu'ils y correspondent. Le Service recommande par conséquent d'approuver la demande.

### Répercussions financières

Si la recommandation était adoptée et si le dossier était porté en appel devant la Commission des affaires municipales de l'Ontario, il n'y aurait pas de répercussions

financières. Si la recommandation était refusée et qu'un appel était interjeté, il faudrait retenir les services de ressources externes, moyennant des frais estimatifs compris entre 25 000 \$ et 55 000 \$. Nous ne disposons pas d'une telle somme et une telle dépense aurait une incidence sur le fonctionnement d'Urbanisme et Gestion de la croissance.

Les places de stationnement de la Ville qui doivent être supprimées génèrent actuellement des recettes de 200 000 \$ par an. Il est recommandé de parvenir à une solution pour compenser les pertes de la Ville avant de retirer le symbole d'aménagement différé et, comme pour la future utilisation du site, de conditionner l'approbation de la réglementation du plan d'implantation à l'indication de la solution retenue pour compenser les pertes de recettes générées par le stationnement.

#### Consultation publique / commentaires

Les membres du public ont été avisés et consultés conformément à la politique sur les avis publics et les consultations publiques, approuvée par le Conseil municipal pour les modifications au Règlement de zonage. Cent vingt et un commentaires ont été reçus par suite du processus d'avis public. Cent quinze personnes ont exprimé des préoccupations et six autres se sont dites favorables au projet. Une pétition de 255 noms et 37 exemplaires d'une lettre type faisant état de préoccupations relatives au projet ont également été transmises. Quatre réunions publiques ont par ailleurs été organisées dans la collectivité, trois avec des membres du public et une avec des représentants de l'association communautaire. Les commentaires reçus lors de ces réunions publiques étaient similaires à ceux exprimés lors du processus d'avis public.

#### BACKGROUND

The property is located on the north side of Ruskin Street and is bounded by Hutchison Avenue to the north, Reid Avenue to the east and MacFarlane Avenue to the west. The site is located 350 metres northeast of the Parkdale Avenue and Carling Avenue intersection. Surrounding the site are low-profile residential developments to the north, east, and west and the Civic Campus of the Ottawa Hospital to the south.

The property is approximately 1.15 hectares in size and has been owned by the City since 1936. Prior to 1958, the land was used for open space purposes; however, since that date, the property has been used for parking and today is currently being used as a surface parking lot by the Ottawa Hospital containing approximately 270 parking spaces. A brief history concerning the use of the property can be found in Document 5.

The site is designated as a park and is currently zoned L1[326], which is a Community Leisure Zone that also permits a surface parking lot for the Ottawa Civic Hospital. There are no limits as to the number of parking spaces that are allowed and no restrictions to the location of the surface parking lot on the property. The purpose of this Zoning By-law amendment is to prohibit parking on a portion of the site and to change the exception to the current Community Leisure Facility Zone, so that in addition to a surface parking lot, a parking structure will also be permitted.

This rezoning application is being made in a response to an expansion of services at the Civic Campus of the Ottawa Hospital, the most predominant of these being the expansion of the University of Ottawa Heart Institute (approximately \$200 million). This is an expansion which will provide primary healthcare services to the approximately 1.2 million residents located in the Champlain Local Health Integration Network. As will be addressed in this report, the location of this much needed parking on the subject lands is the best alternative to provide adequate, convenient and safe parking to accommodate the needs of patients, their families and visitors to the hospital.

The applicant is intending to develop and fund a new four-level parking structure at 45 Ruskin Street having a height of 9 metres, with projections up to 10.3 metres and a total floor area of approximately 19 178 square metres. The parking structure would accommodate approximately 725 parking spaces, for a net increase of approximately 455 parking spaces. The parking is to be used by patients, their family members and visitors to the hospital with an entrance off MacFarlane Avenue. The parking structure is proposed only to be constructed over the lands that are currently occupied by the asphalt parking lot.

As part of the Site Plan approval, there would be a series of sidewalks and crosswalks that link the hospital complex to the proposed parking facility. Other than where the entrance is to be provided from MacFarlane Avenue, the existing vegetation is to be maintained. Where the existing vehicular entrances and exits are provided from Ruskin Street, these are to be replaced with landscaping and additional new landscaping would be provided along the perimeter of the property, including Ruskin and MacFarlane Avenues.

## DISCUSSION

In order to undertake an appropriate assessment of a rezoning application for a proposed development, consideration needs to be given to how the requested zoning and proposed development responds to relevant policy directions established by the Province through the *Planning Act* and Provincial Policy Statement (PPS), those policy directions set out in the Official Plan, and whether the proposed zoning reflects good land use planning.

### *Planning Act* and Provincial Policy Statement (PPS)

Section 2 of the *Planning Act* outlines those land use matters that are of Provincial interest, to which all City planning decisions shall have regard. The *Planning Act* also requires that all City planning decisions be consistent with the PPS, a document that provides policy direction on planning matters for the Province of Ontario. The PPS contains policies which indicate that Ontario's long-term prosperity for healthy, livable and safe communities will be achieved by promoting efficient land use and development patterns. The long-term economic prosperity of the province should be supported by the availability and use of land, resources, infrastructure and public service facilities. A



public service facility, as defined by the PPS, includes such things as police stations, fire halls, schools and hospitals.

The recommended Zoning By-law amendment is considered consistent with the matters of Provincial interest as outlined in the *Planning Act* and is in keeping with the PPS by incorporating a structure that provides for a more efficient use of land than a surface parking lot that will increase parking capacity in favor of patients and visitors. This in turn will increase the viability of the hospital and the overall ability of the hospital to provide an efficient health care service. This approach to redevelopment is supportive of the long-term prosperity of the community and a form of City building in keeping with the direction of the PPS.

### Official Plan

The property is currently designated as General Urban Area under the Official Plan. The General Urban Area designation permits all types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, green space, entertainment and institutional uses.

The General Urban Area permits uses that may generate traffic, noise and other impacts that have the potential to create conflicts with the surrounding residential community. These types of uses are often large or draw from broader areas. The City shall ensure that anticipated impacts of these types of uses can be adequately mitigated or otherwise addressed. Such uses will be directed to certain locations, such as those on the rapid transit system, or on an arterial or major collector that has the capacity to accommodate the use and where frequent all-day transit can be provided. Other suitable locations identified by the Official Plan include lands along the perimeter or isolated from established residential neighbourhoods. In these instances, to help ensure compatibility, factors such as building orientation, massing and design and the presence of mitigating circumstances, such as distance, changes in topography (a berm) or other physical features (mature vegetation) may be taken into account to help ensure compatibility.

When discussing the function of the proposed parking garage, consideration must be given to the fact that the hospital is a draw not only for the Ottawa region but for Eastern Ontario as well and with a large number of people travelling by private vehicle to the hospital. The proposed parking structure will act as an extension of the hospital and therefore will be the recipient of a significant number of those vehicles. As such, it is important that the structure be incorporated positively into the surrounding community.

Of the suitable locations mentioned in the Official Plan and presented above, the ones that would pertain to allowing consideration for the proposed parking structure on the lands would be the site's location on the perimeter of a neighbourhood. Between the east side of Parkdale Avenue and the west side of Melrose Avenue, there are no residential uses on the south side of Ruskin Avenue. The adjacent residential neighbourhood, for the most, extends to the north. Being located on the periphery, and mitigating circumstances, such as the existing berm and extensive mature landscaping

that surrounds the property, help to both isolate and integrate the parking structure into the surrounding urban fabric and adjacent neighbourhood to provide for a compatible relationship.

In relation to compatibility, the General Urban Area policies of the Official Plan also indicate that to evaluate the appropriateness of a development proposal, one must apply the policies of Sections 2.5.1 and 4.11.

### Design and Compatibility

Section 2.5.1 of the Official Plan sets out seven design objectives that each contain principles related to quality design to help ensure that a proposal can be successfully integrated into the community. While not all the principles are relevant to all development proposals, how the proposed development satisfies the relevant objectives is presented below.

- **Enhancing the sense of community by creating and maintaining places with their own distinct identity.** The hospital is a predominant feature of the local community. The architecture of the proposed parking structure will be in keeping with the design characteristics of the complementary additions proposed for the hospital, which are being undertaken in a similar timeframe. As well, the height of the proposed structure will be 9 metres high (10.3 metres at its highest projection), which provides an opportunity for the existing vegetation and newly proposed vegetation around the perimeter of the property to extensively screen the structure.
- **Defining quality public and private spaces through development.** The proposed development will help enclose and define the Ruskin Street edge of the Civic Hospital. The public realm along Ruskin Street will be improved with the introduction of a sidewalk along the northern side of the street and vegetation will replace existing perpendicular parking. To aid in the ease of access between the parking structure and the hospital, a formal pedestrian crossing will be constructed on Ruskin Street, between the proposed parking garage and the new entrance that will be constructed as part of the expansion of the Ottawa Heart Institute.
- **Creating places that are safe, accessible, easy to get to and easy to move through.** The new sidewalk and pedestrian crossing will make it easier and safer for people to travel between the parking and hospital buildings south of Ruskin Street. The location of the parking garage at 45 Ruskin Street offers a short walking distance to the main entrance of the soon to be expanded University of Ottawa Heart Institute.

With the positioning of the vehicular access on MacFarlane Avenue, instead of Ruskin Street, the conflicts between pedestrians and vehicles by the new entrance to the hospital will be minimized. Currently, there is a great deal of confusion caused by the short queuing distance to enter the surface parking lot,

the perpendicular spaces on the City lands, delivery vehicles and people crossing Ruskin Street without the benefit of a sidewalk or a designated pedestrian crossing.

- **Ensure that new development respects the character of the existing area.** Institutional uses are a part of the fabric of the broader residential community. The design of the proposed parking structure picks up on that characteristic. To address massing, the applicant is using similar materials to those found in the expansion of the Heart Institute and the height of the proposed structure will not exceed the height of the surrounding mature vegetation. The result is a parking garage that fits into the character and fabric of the area and provides for a compatible relationship between the hospital and residential neighbourhood.
- **Consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.** The proposed development helps the City achieve a more compact urban form. As well, the use of modular pre-cast construction provides an easy opportunity in the future for the site to be redeveloped and repurposed, when the time comes.
- **Understanding and respecting natural processes and features, and to promote environmental sustainability in development.** The proposed development will increase the overall number of trees surrounding the property and advance sustainable practices in storm water management.

The foregoing objectives and design principles are key elements of consideration in the appropriateness of the proposed parking garage and ultimately its compatibility with the surrounding area. However, before a final decision can be made on appropriateness of a development proposal, the design and the compatibility must also be evaluated in relation to the policies of Section 4.11 of the Official Plan, which also relate to these issues.

There are a number of policy considerations associated with Section 4.11. Similar to the policies of Section 2.5.1. discussed above, it is acknowledged that when evaluating a rezoning proposal, not all of these will be applicable and others are better addressed through the Site Plan Control Approval process. The compatibility considerations the Department considers to be pertinent to this application are presented below.

#### Vehicular Access

While the exact functioning of the vehicle access to the parking structure is an issue for Site Plan Control, through the rezoning review, it has been determined that access would be best provided from MacFarlane Avenue. This will minimize conflicts that would be associated with vehicular access from Ruskin Street. If the access was provided from Ruskin Street, vehicle conflicts would arise in front of the main entrance to the Heart Institute, between the Heart Institute and the proposed structure. There would also be conflicts between vehicles using the garage and delivery vehicles providing supplies to the hospital. During the Site Plan Control process, the design of

the vehicular access to the garage structure will be further developed and refined so as to ensure that the vehicular access to the two private homes on MacFarlane, across from the subject property, is maintained in a safe and functional manner.

### Outdoor Amenity Area

An important consideration of a development proposal is the impact on the private amenity area of adjacent properties, specifically the issue of overlook. It is not the underlying objective to eliminate overlook but to mitigate against its impacts. In this instance, the site is surrounded on three sides by mature trees and vegetation. This vegetation serves to separate the proposed use from surrounding residential uses. As well, new vegetation will be added to the property to augment this mitigation. In addition to the foregoing, the height of the structure would be lower than the 11-metre height of buildings allowed by the Zoning By-law under the current zoning of the property and by the current zoning of the surrounding residential area. This limited height and the separation of the subject property on all four sides by road allowances of between 15 and 24 metres will further mitigate potential impacts of overlook.

### Sunlight

While there is no guarantee of access to sunlight, it is nevertheless an important planning consideration in evaluating a development proposal. As stated in the Official Plan and as similar to the impacts on outdoor amenity area, the goal is not to require the elimination of a sun/shadow impact, but to mitigate against its effect on surrounding properties to the extent practicable. A sun/shadow study undertaken by the applicant indicated that with a structure height lower than the surrounding mature vegetation, the shadows cast by the existing trees had a greater impact and cast longer shadows than the proposed structure. As well, with a proposed height less than that allowed by the current zoning on the property, the proposed parking structure would only result in a sun/shadow impact that would be comparable if the property developed in accordance with the existing zoning (e.g. community centre, school, sports arena).

### Traffic

The parking that will be provided in the parking structure is intended to be used by patients, their families and visitors to the hospital. Employee parking will be provided on hospital lands and at alternative locations, such as at Champagne and Carling Avenues. The proposed expansion of parking on the property is anticipated to meet the current needs of patients and visitors, however, despite an additional approximately 455 parking spaces, the anticipated demand for future public parking (2022) was found to exceed the available future supply by about 110 to 135 spaces.

With the expansion of the Heart Institute, through the end of 2017, there are expected to be an additional 70 vehicles in the morning peak and an additional 75 vehicles in the evening peak. By 2022, this is expected to increase by a further 31 vehicles in both the AM and PM peaks. In addition to the expansion of the Heart Institute, expansion to clinics (e.g. endoscopy, general surgery) at the hospital, are expected to result in an

additional 23 patient trips during the AM peak and 18 patient trips during the PM peak. This parking structure will provide much needed parking for the intensification of these uses at the hospital.

The analysis of the surrounding intersections at the horizon year of 2022 indicates that the MacFarlane/Ruskin intersection would exhibit satisfactory traffic operations as an all-way stop controlled intersection. Currently, vehicles on Ruskin Street do not have to stop at the intersection with MacFarlane Avenue. The remaining intersections in the traffic study were all found to operate at an acceptable level of service in both peak hours of travel demand. In addition to an all-way stop at MacFarlane and Ruskin, the traffic study recommends a new eastbound left turn lane on Ruskin Street to help with entry into the new parking structure and the reorientation of the existing perpendicular parking on Ruskin Street to parallel parking. The exact configuration and functional design of these traffic controls will be confirmed as part of the Site Plan Control process. The cost of all roadway modifications associated with the expansion of the Heart Institute and the construction of the proposed parking structure would be borne by the hospital.

#### Alternative Parking Garage Locations

Although the issue before Council in evaluating this zoning proposal is whether or not a parking structure is an appropriate land use for 45 Ruskin Street and not whether there are more appropriate properties, a predominant concern raised by the community was that the proposed parking spaces could be provided on the Civic Hospital Campus.

The transportation study prepared for this rezoning analyzed four separate locations on the hospital lands. From a traffic operations perspective, access separation and cost effectiveness, the subject property was viewed as the most appropriate location. Further, placing parking structures on the alternative locations fronting Carling Avenue would involve the use of the only remaining lands on the Civic Campus for the expansion of the hospital. To obtain the number of additional parking stalls that would be provided on the property, a parking structure at these alternative locations would need to have a height of well over eight storeys. Such a structure would become a predominant feature of the Carling Avenue streetscape and would not align with the policies associated with the Arterial Mainstreet Official Plan designation, which applies to Carling Avenue.

Further the location of the proposed parking structure directly opposite the new entrance to the expanded University of Ottawa Heart Institute, it provides the opportunity to either drop off a patient and park quickly to rejoin them in the hospital or to park a vehicle together and walk a very short distance to enter the hospital and receive treatment. The other locations mentioned by the public and analyzed as part of the traffic study do not offer this convenience or opportunity.

#### Parking Policies

It is understood that not everyone needing the services of a hospital has the ability to use public transit or other alternatives to a private vehicle. Consequently, Section 2.3.1. of the Official Plan provides policy direction with respect to parking. In this regard, the Official Plan indicates that short-term parking should be provided to meet the needs of institutions. This proposal will help meet those needs and as mentioned, with the expansion of the Ottawa Heart Institute with the main entrance to that institute to be located immediately across the street from the subject property, the proposed garage will provide an easy, safe, attractive and efficient means for people to park their vehicle in relation to family and friends receiving treatment.

To help support intensification and minimize the amount of land devoted to parking, the Official Plan supports the construction of structures. This rezoning is consistent with that policy as it takes a property that is already used for parking and increases the existing spaces without creating a new lot on lands that were used for another purpose.

Policy 7 of Section 4.3 requires that parking areas for motorized vehicles be screened from the street with shrubs, trees and landscaped berms, which is what is being proposed and provided for in this instance.

#### Official Plan Amendment Deferral Number 18

The former City of Ottawa in its 1991 Official Plan proposed a special policy to reduce and then eliminate parking on the subject lands by 1996. As a result of concerns raised by the hospital, the inclusion of this policy into the 1991 Official Plan was deferred and as a result of discussions between the City, the hospital and the community, an agreement was reached whereby the originally proposed site specific policy wording would be replaced with the wording that is found in Document 5 (1995-96). The agreement reached was the change in wording of the site specific policy (there is no legal agreement registered on title). Briefly, under the revised policy wording, the existing surface parking lot (270 spaces) and adjoining greenspace would stay for no less than 30 years and subsequent to this, the use of the lands as a park would be reevaluated, with the community, the City and the hospital all being participants in this reevaluation.

This policy on the current use and the future of the property remained in effect for only seven years, from 1996 to 2003, when the City adopted a new comprehensive Official Plan for the newly amalgamated Ottawa. The special policy and agreement reached between the parties was eliminated and ceased to guide the use and development of the site. Despite the extensive public involvement in designing the wording of the site specific policies for the lands or the diligence of the Community Association in keeping abreast of neighbourhood issues, there was no objection to the removal of this policy either by the neighbourhood at large or the Community Association in particular for the following 10 years. It was not until the end of the public consultation process for the recently approved changes to the City's Official Plan, that representation was made to reintroduce the clause into the Official Plan. This proposal was not supported by Council.

In spite of there being no objection to the removal of the policy from the Official Plan, a major concern raised by the public centred on the hospital's contravention of this eliminated policy. Nevertheless, the public's reference to this defunct policy also displays that the future of the property has long been and is still an important consideration of the local community. A means to address the community's desire to influence the long-term use of this property is addressed below, with respect to the holding provisions recommended by staff.

### Proposed Zoning and Holding Provisions

In direct relation to the community's comments regarding the future of the proposed development and their desire to have the property revert to parkland, the Department is recommending that this be addressed through the proposed dual zoning of the site and a complementary condition in the recommended holding provisions.

With respect to the proposed zoning, although the applicant had requested that the site be rezoned Major Institutional (I2), as that is the zoning of the hospital and the proposed parking structure would act as an extension of that facility, it is the Department's recommendation that the current Community Leisure parent zone remain with an exception to permit a parking structure on a portion of the site. This would better reflect the fact that the lands have been dedicated as parkland and that over the long-term this is the desired long-term use.

The Department is recommending that the area occupied by mature vegetation be rezoned as Community Leisure, (L1) with no exception for any form of parking. This area is not currently used for parking; however, even the current zoning does not preclude the removal of the trees in favour of additional surface parking. The proposed parking structure is not intended to occupy this wooded area. To guard against a possible future expansion, the Department is recommending that this possibility be eliminated through the zoning. As well, in the future, whenever parking is to be removed from this site, the zoning of the site where the parking had been occurring will revert to the zoning that would be applying to the area occupied by the mature trees.

The second component relating to the future use of the site is in reference to holding provisions to accompany the zoning. As part of the Site Plan approval, it is recommended that there be a condition registered on the title of the property, whereby the use of the property for parking purposes will be re-evaluated once the hospital's lease with the City for the use of the property expires and the re-evaluation will involve the local community. This is similar to the policy that was once part of the former City of Ottawa's Official Plan, however, unlike with the previous provision, this condition will be registered on title and be in a legally binding agreement.

A report proceeded to and was approved by Council last July concerning the extent of the lease. It indicated that the lease would run to August 31, 2029, with the possibility of three five year options for renewal. The Site Plan Control Approval condition concerning the reevaluation of the use of the lands will reflect the three possibilities of lease renewal approved by Council, as well as the possibility of reevaluation of the use

of the lands with the community at an earlier date, should any or all of the options for renewal not be exercised.

As mentioned in this report, as part of the construction of the parking structure, changes will be made to Ruskin Avenue. These changes include the removal of 49 perpendicular City public parking spaces on the south side of Ruskin, adjacent to the site and an additional 20 parallel City public parking spaces on the south side of Ruskin Street. In their place, the applicant is proposing to construct 21 parallel City public spaces on the north side of Ruskin Street and six on the south side, for a net loss of 42 City public parking spaces. These existing parking spaces provide a large amount of monetary income for the City (over \$200,000 per year) and it is recommended that before the holding symbol is lifted, a solution to the loss of City funds be agreed upon and that as with the future use of the site, a condition also be included as part of the Site Plan Control approval indicating what the remedy will be for the loss of parking revenue.

### Conclusion

As presented in this report, it is the Department's opinion that the proposal to allow a parking structure on the site satisfies all the relevant policies in the Official Plan and therefore can be considered appropriate. The only change from the current zoning is to allow a greater number of parking spaces, in the form of a structure. The property is presently used for parking. As such, the rezoning proposal does not introduce a use that is foreign to the site or the neighbourhood at large, rather it is the form that the parking will take. It is also the Department's position that the dual zoning and the holding provisions proposed will provide the opportunity for the community to be involved in the future use of the lands, similar to what was intended in the Official Plan Review of 1991.

### RURAL IMPLICATIONS

There are no rural implications associated with this report.

### CONSULTATION

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. One hundred and twenty-one comments were received as a result of the public notification process. One hundred and fifteen respondents expressed concerns while six respondents were in favour of the proposal. A petition with 255 respondents and 37 copies of a form letter, both expressing concerns with the proposal were also received. The preamble to the petition and the wording of the form letter are provided in Document 4. Four public meetings were also held in the community, three with the public and one with the Community Association. The comments received at the public meetings were similar to those received through the public notification process.



### COMMENTS BY THE WARD COUNCILLOR

Councillor Hobbs is aware of the application.

### LEGAL IMPLICATIONS

Although the land is owned by the City of Ottawa, as a rezoning application was filed by The Ottawa Hospital, the standard process provisions apply with respect to the rezoning.

Should the recommendation be adopted and the matter appealed to the Ontario Municipal Board, it is anticipated that a one week hearing would result which could likely be accommodated within staff resources. Should the recommendation be refused, reasons must be provided. In the event of an appeal of the refusal, it would be necessary to retain an external planning consultant and possibly an external transportation planner with expertise in site design issues. The estimated cost of doing so would be in the range of \$25,000 (planner only) to \$55,000 (planner and transportation planner).

### RISK MANAGEMENT IMPLICATIONS

There are no risk management implications association with the recommendation in this report.

### FINANCIAL IMPLICATIONS

Should the recommendation be adopted and the matter appealed to the Ontario Municipal Board, there are no financial implications. Should the recommendation be refused and an appeal launched, external resources would need to be retained at an estimated cost of \$25,000 to \$55,000. Funds are not available within existing resources and the expense would impact Planning and Growth Management's operating status.

The City parking spaces to be removed currently generate over \$200,000 per year of parking revenues. It is recommended that before the holding symbol is lifted, a solution to the loss of City funds be agreed upon and that as with the future use of the site, a condition also be included as part of the Site Plan Control approval indicating what the remedy will be for the loss of parking revenue.

### ACCESSIBILITY IMPACTS

This rezoning will provide for a parking structure in a location immediately across the street from the University of Ottawa Heart Institute main entrance, which will allow patients the opportunity to quickly and easily access the services they require at the hospital.

### ENVIRONMENTAL IMPLICATIONS

The proposed rezoning will protect the mature vegetation currently on the property, as well as provide for a complementary Site Plan Control application which will augment and improve upon this neighbourhood characteristic.

### TECHNOLOGY IMPLICATIONS

Information Technology approved this report without comments.

### TERM OF COUNCIL PRIORITIES

C2 – Enable the achievement of our short and long-term success.  
HC1 – Achieve equity and inclusion for an aging diverse population.  
GP3 – Make sustainable choices.

### APPLICATION PROCESS TIMELINE STATUS

The application was not processed by the On Time Decision Date established for the processing of Zoning By-law amendments due to a need to finalize issues related to the location of vehicular access and the loss of on-street parking.

### SUPPORTING DOCUMENTATION

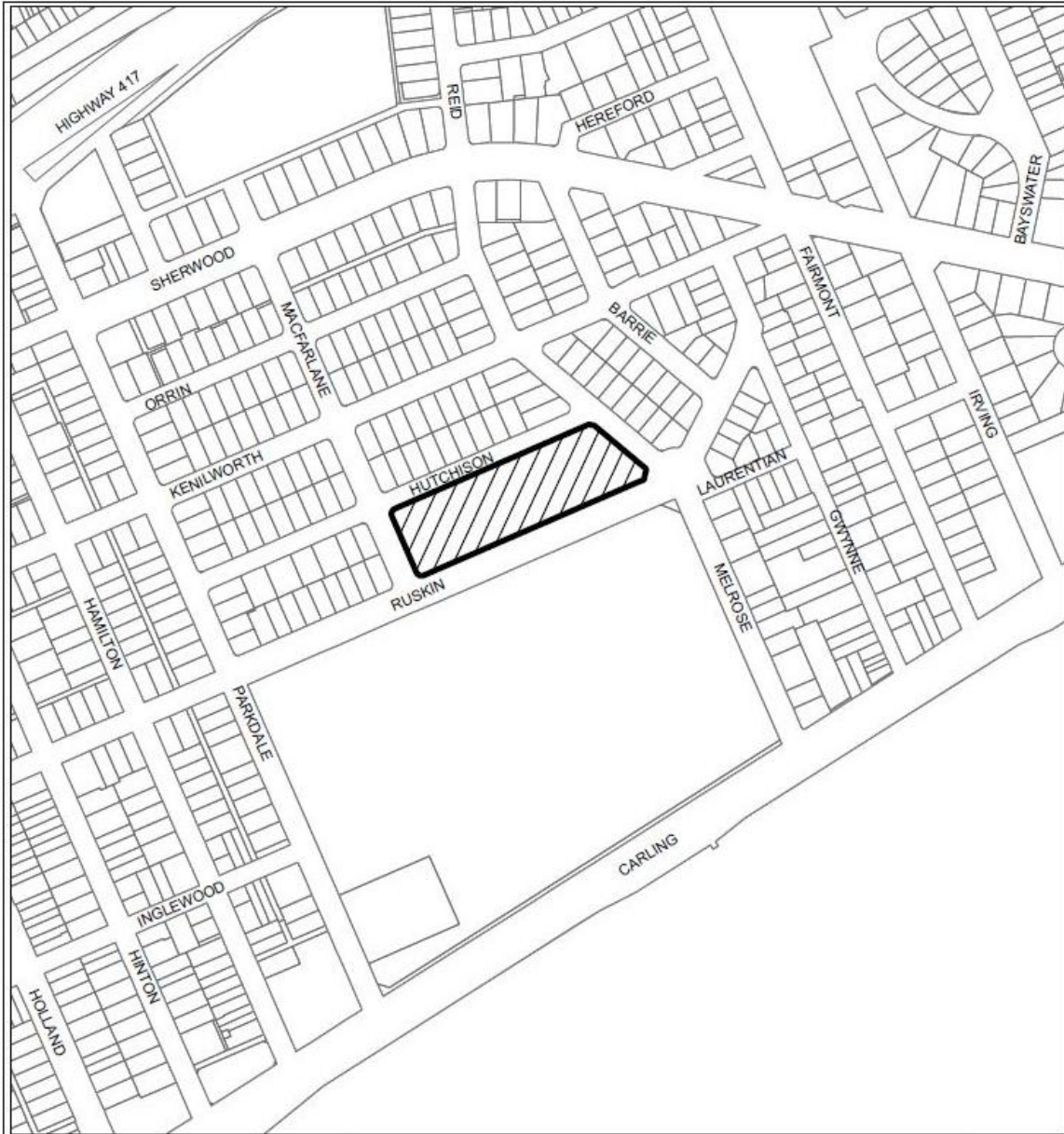
Document 1 Location Plan  
Document 2 Recommended Zoning Map  
Document 3 Details of Recommended Zoning  
Document 4 Consultation Details  
Document 5 A Brief History of the Subject Property  
Document 6 Renderings

### DISPOSITION

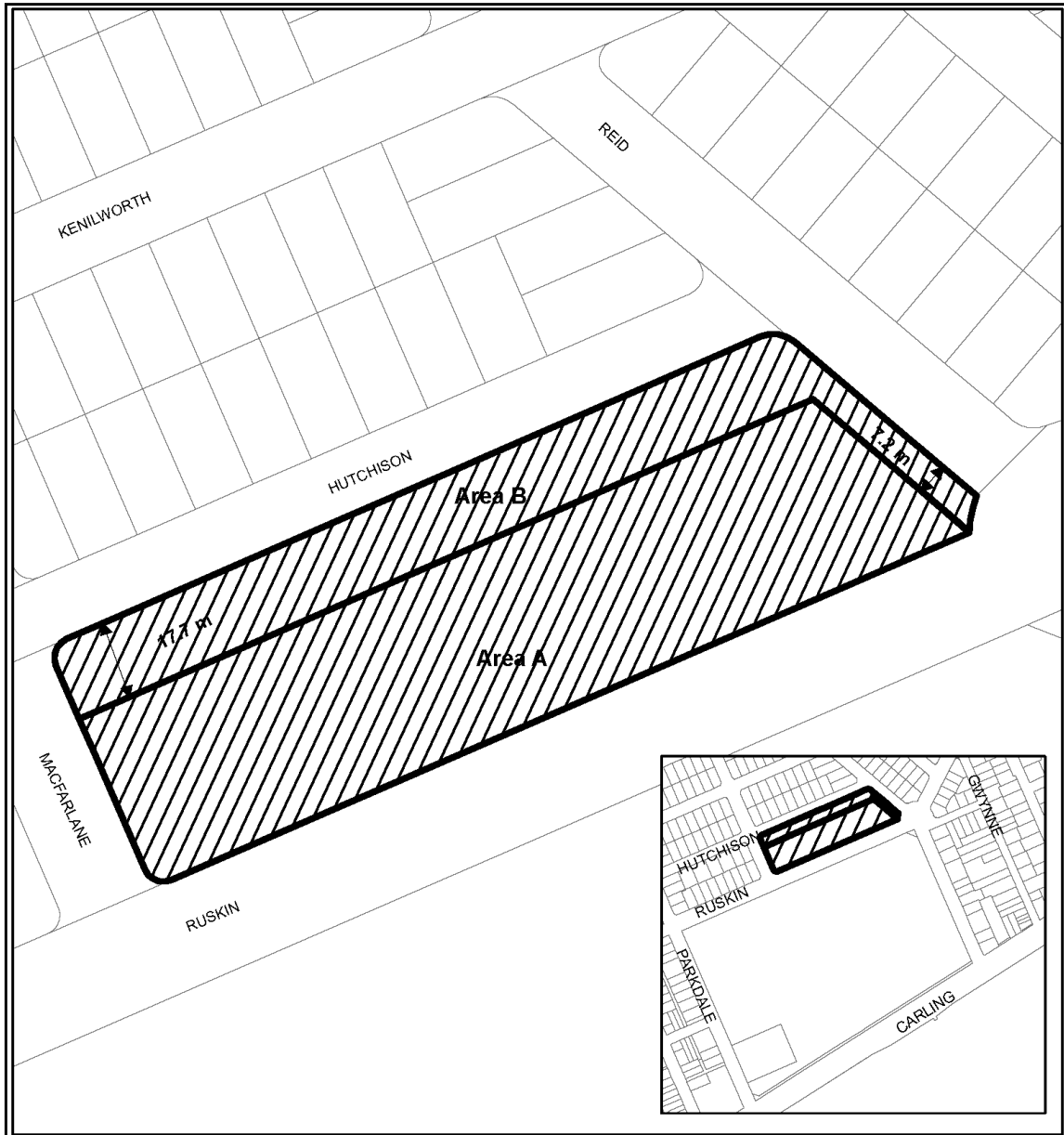
City Clerk and Solicitor Department, Legislative Services, to notify the owner, applicant, Ottawa Scene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5, Ghislain Lamarche, Program Manager, Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision.


Planning and Growth Management Department to prepare the implementing by-law, forward to Legal Services and undertake the statutory notification.

Legal Services to forward the implementing by-law to City Council.




 Produced by Planning and Infrastructure Portfolio Produit par le Portefeuille urbanisme et infrastructure		 <b>Location Map / Plan de révision Zoning Key Plan / Schéma de zonage 45 Ruskin Street</b>	Échelle N.T.S. Mètres  Scale N.T.S. Metres
D02-02-13-0068	13-1333-D		
I:\CO\2013\ZKP\Ruskin_45		040900152 Denotes Teranet-Polaris Parcel Identification Number	
2013 / 08 / 08			
REVISION DATE DE RÉVISION			



  
 Produced by Planning and Infrastructure Portfolio  
 Produit par le Portefeuille urbanisme et infrastructure

D02-02-13-0068	13-2026-D
I:\COL\2013\ZKP\Ruskin_45_V2	
2013 / 12 / 09	
REVISION DATE	DE RÉVISION

**Location Map / Plan de révision**  
**Zoning Key Plan / Schéma de zonage**  
**45 Ruskin Street**

 Area A change in text to exception [326]  
 Area B to be rezoned from L1[326] to L1

040900152 Denotes Teranet-Polaris Parcel Identification Number

Échelle  
 N.T.S.  
 Mètres



Scale  
 N.T.S.  
 Mètres

**DETAILS OF RECOMMENDED ZONING**

DOCUMENT 3

**Proposed Changes to the Comprehensive Zoning By-law**

1. Rezone part of the subject property from Community Leisure Facility Exception 326 (L1[326]) to Community Leisure Facility Zone (L1) as shown on Document 2.
2. Amend exception 326 of Table 239 as follows:
  - (a) change the term “Ottawa Civic Hospital” in column III to “the Civic Campus of the Ottawa Hospital”;
  - (b) add parking garage for the Civic Campus of the Ottawa Hospital, as a permitted use in column III;
  - (c) add “all uses until such time as the holding symbol is removed” to column IV to prohibit all uses until such time as the conditions noted below are met and the holding symbol is removed by Council;
  - (d) add the following as zoning provisions in column V:
    - (i) a parking garage has a maximum height of 10.5 metres
    - (ii) a maximum of 725 parking spaces is permitted in a parking garage
    - (iii) the maximum lot coverage may be 60 percent
    - (iv) the minimum yard setback for a parking garage from:
      1. Ruskin Street is 0 metres, and
      2. MacFarlane Avenue is 7 metres
  - (e) add the following conditions for the removal of the holding symbol to column V:

The holding symbol may only be removed at such time as:

1. An application for Site Plan Control has been approved and which approval includes conditions related to the following:
  - i. At the conclusion of the lease between the City of Ottawa and the Ottawa Hospital for 45 Ruskin Street, including any exercised options for renewal, the future use of the property be reevaluated. The reevaluation of the property’s use, be it either when an option for renewal is not exercised or at the end of the third option for renewal, as provided for in the agreement, will include the Hospital, the City and the Community.

- ii. Prior to registration of the Site Plan Control Agreement, the Ottawa Hospital and the City of Ottawa will come to an agreement over the loss of City parking and related revenues as a result of the construction of the parking structure and associated road modifications.

**CONSULTATION DETAILS**

DOCUMENT 4

**NOTIFICATION AND CONSULTATION PROCESS**

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. One hundred and twenty-one comments were received as a result of the public notification process. One hundred and fifteen respondents expressed concerns while six respondents were in favour of the proposal. A petition with 255 respondents and 37 copies of a form letter, both expressing concerns with the proposal were also received. The preamble to the petition and the wording of the form letter are presented below. Four public meetings were also held in the community, three with the public and one with the Community Association. The comments received at the public meetings were similar to those received through the public notification process.

**SUMMARY OF PUBLIC INPUT****Concerns with the Proposed Rezoning**

1. The mature trees around the parking lot should not be damaged as a result of this proposed construction.

**Response:**

The majority of the trees along the perimeter of the property will not be impacted as part of this approval. Some trees along the MacFarlane Street edge will be removed to allow for a new access to and from the site. As part of the Site Plan Approval application, new trees will also be planted along MacFarlane Street and along the Ruskin Street.

2. The facade of the proposed garage should not be a blank wall.

**Response:**

The facade of the proposed parking garage is designed to have architectural interest and complement the proposed building expansion of the Ottawa Heart Institute across Ruskin Street.

3. Since this land won't be reverting to park anytime soon, perhaps financial compensation could be provided to improving Reid Park.

**Response:**

The treed area of the property is recommended to be zoned specifically as parkland. The issue of possible park improvements can be addressed as part of the Site Plan Control process.

4. The proposed parking lot will be hard to get to and will not serve the needs of the patients.

Response:

It is the Department's position that the proposed location is easily accessible and offers ease to patients and those travelling with them, to park their vehicle and access the hospital. The hospital undertook an analysis of alternative locations and with respect to the needs of patients and their families, this was the best location.

5. This rezoning is not in compliance with the 30-year agreement (Official Plan Amendment) between the City, the community and the hospital for the use of the lands.

Response:

As presented in this report, the 30-year agreement was only in effect for approximately seven years. It was removed in 2003 when Council passed a new Official Plan for the amalgamated City. As part of the holding provisions, the Department is recommending that a condition similar to the one in the former City of Ottawa Official Plan be included in the Site Plan Control Agreement for the proposal. This condition will be registered on title in a legally binding agreement.

6. Instead of this proposal, a parking garage of this size should be located on the south side of the hospital lands, next to Carling Avenue.

Response:

As discussed in this report, the site at 45 Ruskin is considered the preferred location. It is the best location to provide for the needs of those who need the services of the hospital. The other locations do not provide this convenience.

7. This new parking structure will bring too many new cars into the community and be disruptive to the surrounding streets, particularly Melrose Avenue.

Response:

It is acknowledged that the Civic hospital is a regional facility offering health care services to a large community and that with the expansion of the University of Ottawa Heart Institute and additional services, a greater number of people will travel to the area. Nevertheless, the hospital will be responsible for all required road modifications, to ensure that traffic circulation disruptions are mitigated and minimized to the extent practicable. The new parking structure will offer a safe and convenient location for patients, their families and visitors to park.

8. The extra cars will speed and cause safety issues to pedestrians.

Response:

While speeding may be an issue, it is anticipated that with increased traffic, vehicle speeds typically decrease.



9. Parking should be provided on the federal government lands on the south side of Carling Avenue, instead of on Ruskin Avenue.

Response:

The application being considered is for 45 Ruskin Street. The Department is satisfied that the proposed rezoning meets the policies of the Official Plan and is considered appropriate for the use of the lands, given the presence of the Civic Campus on the north side of Carling Avenue.

10. The proposed parking should be provided underground with the surface returning to the park that it once was.

Response:

The possibility of providing underground parking was investigated but determined to be cost prohibitive. As presented in this report, this parking is needed for the public who will need to travel to the hospital to receive treatment. It is the Department's position that the construction of a parking structure on site is appropriate for the lands and will not cause undue adverse impact on the surrounding community. As well, the vegetated component of the site is being rezoned to community leisure, without any special provisions to allow any parking.

11. To finance the underground parking lot the hospital should turn to a partnership with a parking lot provider.

Response:

The hospital has decided to submit the subject rezoning to allow a parking structure for consideration.

12. We purchased a home in this area based on the Official Plan Amendment 30 year agreement for this property.

Response:

As mentioned, the policy providing for a 30-year timeframe for surface parking, upon which the need for the parking would be re-evaluated, was only in effect from 1996 until 2003. The proposal of the holding provisions is similar to the previous policy but will provide the added benefit of being registered on title in a legally binding agreement.

13. Property values will drop as a result of this parking garage.

Response:

There is no empirical evidence that property values will drop as a result of the parking garage.

14. It appears that the main use of the parking structure will be for staff and visitors, instead of patients to the Heart Institute.

Response:

As presented in the traffic report, the main use of the parking structure will be for patients, their families and visitors to the hospital. The location is directly opposite the main entrance to the University of Ottawa Heart Institute and offers ease of access to those who need it the most.

15. Parking garages are convenient sites for criminals to operate.

Response:

Through the Site Plan, the proposed structure will be well lit and contain security cameras. The City uses the principles of crime prevention through environmental design (CPTED) in its review of development applications to enhance personal security in the design of spaces that are accessible to the public.

16. To reduce the need for parking, the hospital should employ a “green initiative” to have their employees come to work by means other than a private vehicle.

Response:

While the hospital may employ a transportation demand management strategy for their employees, hospitals are open 24 hours a day and not all workers are able to use transit to travel to and from work. As well, people requiring medical assistance are more likely to arrive by private vehicle.

17. The hospital should be expanded to 45 Ruskin and parking placed on the current campus, close to Carling Avenue.

Response:

The hospital is not pursuing an expansion of the hospital function to Ruskin Street. The parking structure is a temporary use that will be re-evaluated as per the proposed holding provisions relating to the zoning and this re-evaluation will involve the community as an equal partner.

18. The proposed institutional zoning is not appropriate; this land is designated as park land.

Response:

The Department is recommending that the lands be zoned Community Leisure with the exception to allow a parking structure only applying to the area where parking is currently taking place.

19. I have a concern about light pollution from the proposed development on the surrounding residential properties.

Response:

Lighting will be addressed as part of the Site Plan Control application. It will be task oriented so as not to shine onto adjacent residential properties. As well the demi walls around the parking garage will be of an elevation to inhibit vehicle lights shining onto other properties.

20. I do not believe that the proposed parking structure will be temporary.

Response:

The Department is recommending a holding provision to be removed when the complementary site plan is approved containing a condition requiring the parking on the site to be re-evaluated when the lease and the exercised renewals with the hospital expire. This is similar to the policy contained in the former City of Ottawa Official Plan.

21. This proposal is just a money making scheme from the hospital and the City.

Response:

The parking structure is to be provided to meet the needs of patients and visitors and will allow for easy, convenient and accessible between the parking structure and the hospital. It will be much needed by those traveling to the hospital for treatment.

22. If the parking lot was on the hospital lands by Carling Avenue, there would be less traffic on Ruskin and other local streets.

Response:

Many vehicles coming to the hospital do so from Highway 417. As such, vehicles may still use Ruskin Street and Melrose Avenue to allow for easy right turns to enter a parking garage located near Carling Avenue.

23. There has not been enough public consultation on this proposed rezoning.

Response:

This application follows the public notification procedure approved by City Council. As well, there have been three meetings with the public and one with the Community Association concerning this development proposal and a further public meeting will be held at Planning Committee for members of the public to express their views.

24. It is absurd to place a parking structure in the middle of a residential neighbourhood.

Response:

The property is already occupied by a parking lot and as presented in this report, the structure will be no higher than what is allowed by the current zoning on the property or the surrounding lands. Furthermore, the lands are located at the

edge of the community and do not represent a new use in the community, just the way the present use is being presented.

25. This proposal does not conform to the policies of the Official Plan related to General Urban Areas.

Response:

As presented in this report, the proposed rezoning does conform to all relevant policies in the Official Plan, including those relating to General Urban Areas.

26. The proposed structure will not fit in with the character of the surrounding neighbourhood.

Response:

The design of the proposed structure is intended to reflect the design of the new addition to the Ottawa Heart Institute. As well, parking as a use of land is already a characteristic of the site.

27. This garage will be noisy and cause pollution.

Response:

The noise generated by vehicles in the garage is not expected to be significant. Parking garages are not typically great generators of noise.

28. The community is in need of green space, this should be a park.

Response:

The proposed rezoning does not recommend removal of the property from the inventory of parkland but instead recommends that a portion of the site be rezoned to Community Leisure without any exception. As part of the holding provisions in this report and through the complementary Site Plan Control approval, the City will require a condition regarding a re-examination of the use of the site when the lease and any exercised extensions with the hospital expire.

29. The construction of the parking structure is a waste of taxpayers' money.

Response:

The proposed parking structure, which will be built and funded by the Civic Hospital, will provide a means to conveniently and safely meet the needs of patients, families and visitors travelling to the hospital by automobile.

30. The applicant is proposing to close MacFarlane and block existing driveways.

Response:

The possible closure of MacFarlane Avenue is not part of this rezoning proposal. If pursued, it would be addressed through a separate and specific road closure process.

31. The site can't be rezoned Major Institutional as it doesn't have direct access to an arterial roadway.

Response:

The proposed zoning is not Major Institutional but Community Leisure. This will reflect the current zoning of the property.

32. The City's decision to lease 45 Ruskin Avenue to the Hospital was made without all the facts.

Response:

The City is aware of the history of the site as well as all the issues centred on the proposed parking structure.

33. The hospital should explore alternatives so that there is usable park space on the property, in addition to parking.

Response:

The proposed rezoning will rezone a portion of the site to park without any exception to allow parking. It is the opinion of the Department that the proposed parking structure is appropriate for the site and as part of the holding provisions applying to the subject lands, the use of the property in the future with respect to parking, versus a park, will be re-evaluated.

A petition containing 255 signatures and 37 copies of a form letter, both in opposition to the proposal, were provided as a result of the public notification process. The preamble to the petition and the wording of the form letter are provided below.

#### Petition Preamble

"We the undersigned, petition the City to not allow the development of a parking garage on the city Owned Lands at 45 Ruskin Street, Ottawa (currently a surface parking lot opposite the University of Ottawa Heart Institute).

We want the city to uphold the agreement currently in place (i.e. City of Ottawa Comprehensive Official Plan Resolution to Deferral No.18 – Ottawa Civic Hospital, Ruskin Street Parking Lot dated April 24, 1996) as agreed to by the City of Ottawa, the Civic Hospital and the Civic Hospital Community Association."

#### Wording of Form Letter

"I, \_\_\_\_\_ reside at \_\_\_\_\_ and am opposed to the new multi-storey garage proposed by the Ottawa Hospital (TOH) for 45 Ruskin St. The development application violates the 30 year agreement signed by the Civic Hospital residents, representatives of the Ottawa, Hospital and the City of Ottawa from 1996. Contrary to TOH assertions, this is not the only option for parking compliance for the UOHI expansion. Only 87-120 patients and

visitors will use the UOHI of the 466 new spots produced. Other parking development options meet the needs of UOHI and TOH better and have access to Carling Avenue, a six lane underutilized arterial roadway. The City of Ottawa's approval of the lease for 45 Ruskin Street was premature and was made without relevant facts presented in the TOH development application. Use of an expanded Ruskin garage will increase traffic significantly on already overused residential streets, Ruskin St. and Parkdale Ave. in particular. Carling is underutilized and provides the best option for hospital access. With proper location of parking entrance/exits, conflicts with emergency vehicle access can be avoided and traffic blockages can be limited."

### Reasons in Favour of the Proposed Rezoning

1. The needs of the larger community take precedence over the needs of the local neighbourhood and the parking should be provided to meet the needs of the hospital.
2. With the expansion of the Ottawa Heart Institute more people will come to the neighbourhood and this structure will be needed to provide parking for patients and visitors.
3. The hospital has undergone many changes over the years to meet the needs of our growing population and has always been a good communicator of their intentions; it continues to be a very good neighbour.
4. The Civic hospital serves all of eastern Ontario. The additional parking is desperately needed; there is not enough on-site parking for patients, visitors or staff. Every day the surrounding streets are packed with illegally parked cars.

Three Public meetings were held with the community by the applicant (June 24, 2013 – August 8, 2013 – September 24, 2013). One meeting with the Community Association was also held on November 4, 2013.

The comments raised in the meetings were similar to those received through the public notification process.

### COMMUNITY ORGANIZATION COMMENTS

The Civic Hospital Neighbourhood Association provided a 25-page document and a 16-page addendum, expressing their comments and concerns with the proposed rezoning. As part of their comments, they also provided an executive summary. That executive summary and a response to it are provided below.

- Development of a Parking Garage at 45 Ruskin is in violation of the 1995 Ruskin Agreement.
- The proposed Ruskin garage is not justified by the UOHI expansion nor is it required for the expansion to proceed.

- The proposed Ruskin garage will have a very significant negative impact on the neighbourhood. The project is out of scale with adjacent properties. Its entrance and exit methodologies are flawed and do not meet modern standards. This immense parking facility is not compatible with the neighbourhood it is being placed into. The traffic study conclusions are erroneous.
- The proposed zoning change contravenes the City's Official Plan and other City policies and directives and the zoning variances from the norm detrimentally impact on adjacent owners and properties. The project violates the City Private Approach By-Law. The I2 zoning requested requires that the property has direct access to an arterial road which 45 Ruskin does not. The I2 zoning (Major Institutional) requested is not in conformity with the Official Plan that designates the land as "General Urban Area".
- Solid alternatives for the provision of parking exist and need to be properly explored.
- Any use of the Ruskin lot for anything other than the pre-existing surface lot with 270 spaces between 1995 and 2025 is a very clear violation of the 1995 Ruskin Agreement between the City, TOH and the neighbourhood.
- Common decency and common sense requires that two parties to a three-party agreement cannot unilaterally amend or disregard the agreement without the prior agreement of the third party. The failure on the part of the City and TOH to do so prior to approving the revised Lease Agreement and submitting the re-zoning application shows contempt for the Ruskin Agreement, the neighbourhood and anything remotely resembling fair process.
- The proposed Ruskin garage would result in a net addition of 466 spots at that location, a number far in excess of any additional parking requirements flowing from the UOHI expansion.
- It is also obvious therefore that the vast majority of visitors and patients making use of those additional 466 spots will not be headed for the UOHI. They will be headed for other parts of TOH which are likely to be in closer proximity to P1, P6 or P7. In other words, the proposed garage can be justified neither by the volume of additional spots required in close proximity to the expanded UOHI nor by the need to locate parking in close proximity to the clinical destination of non-UOHI patients and their families.
- The proposed Ruskin garage is not required for the expansion of the UOHI to proceed.
- TOH's preference for meeting its parking needs by means of the proposed Ruskin garage appears to be driven by a) the prospect of moving the Civic campus (and not, as suggested by TOH, the possibility that it may need to stay

on the current site), and b) the distortionary effect of the subsidy provided by the City (via the new lease agreement for 45 Ruskin) on TOH's decision-making process.

- The proposed Ruskin garage will have a very significant negative impact on the neighbourhood. Traffic on Melrose, Parkdale and Ruskin west of MacFarlane will increase substantially. In addition, there are many other negative impacts of the Ruskin garage arising from noise, exhaust, light and aesthetic pollution, loss of property value, and the greater risk to personal safety and property arising from the hospitable environment provided by the garage for the criminal element.
- The proposed Ruskin garage contravenes numerous by-laws.
- CHNA's position is that feasible alternatives to the expansion of the Ruskin lot exist and that those alternatives, even in reduced and less costly form, are more than sufficient to provide the additional 87-120 spots required to permit the UOHI expansion to proceed. Even though TOH now dismisses these options, they formed part of TOH plans for years when TOH expected to remain on its current site. It is simply not credible for TOH to argue that these alternatives somehow became infeasible for traffic planning, traffic circulation, by-law compliance, aesthetic, tree protection or the other reasons given in the documents filed in support of the proposed re-zoning.
- The information necessary to fully specify those options is not available to CHNA at the present time. TOH has, as part of the currently embryonic consultation process, provided some information in addition to that contained in the CastleGlenn Transportation Overview. However, the scenarios presented to date reflect assumptions which, in our view, either raise the cost, limit the utility or maximize the potential problems of the alternatives considered. We are hopeful that, perhaps with the City's encouragement and mandate, continued negotiations might bear fruit.

#### Response to Comments from the Civic Hospital Neighbourhood Association

In consideration of the rezoning, the planning issue is not whether there are other locations that could provide the parking proposed for 45 Ruskin Avenue, the planning consideration before Council is whether or not a parking structure is an appropriate land use for the property at 45 Ruskin Avenue. To determine whether it is appropriate for the property, the policies of the Official Plan were reviewed. It is the Department's position that the proposal to have a parking structure at 45 Ruskin Avenue satisfies all applicable Official Plan policies. Furthermore, as presented in this report, this parking will provide a safe, functional and convenient parking for those who are in need of treatment at the hospital, as well as their family members and visitors to the hospital.

Nevertheless, it is also understood that there is a desire within the community to have the property revert to a park. To address this concern, the Department is recommending that a portion of the lands be zoned Community Leisure with no



exceptions. This will protect the majority of the landscaped area of the site, something that does not exist today under the current zoning. There is also a holding provision recommended for the property, whereby at the termination of the lease arrangement with the hospital and after the execution of the last option to extend the lease (up to a total of three), the future use of the site will be reevaluated, with the community being a full and equal partner. This will be similar to the policy contained in the former City of Ottawa Official Plan, which was removed from the Official Plan in 2003. However, unlike the former wording, this condition will be registered on the title of the property through the Site Plan Control Agreement.

**A BREIF HISTORY OF 45 RUSKIN STREET**

DOCUMENT 5

- 1936 City acquires lot for non-payment of taxes and reserves it for hospital purposes. Note: The main hospital opened in 1924 and this site was considered (referenced) as potential expansion land.
- 1947 City passes Bylaw 9865 that this property is “required for the purposes of the OCH”.
- 1958 The site is first used for parking and the lot is paved. Note: No agreement or lease is created.
- 1966 There is reference to a 1966 Ontario Municipal Board (OMB) decision in one of the Legal briefing notes. The decision specifies that “parking” is a permitted use of the property.
- 1976 Ottawa West Development Plan. This planning document proposes “once this parking is no longer required, it should be developed as a park for municipal purposes.”
- 1976-81 The OCH is expanding. The City requests, through Site Plan agreements, that when the construction of structured parking is built on OCH property, the Ruskin Lot revert to City control – for creation of a park.
- 1981 The requirement for the proposed reversion of the lot to a park is removed. The compromise solution is that the lot is to be reduced from 410 to 270 spaces. OCH is to berm and tree the reduced lot area in order to screen it from properties to the north. Note: No agreement or lease is created.
- 1981-85 There is significant debate on the OCH campus site and this lot. Zoning change (By-Law 296-85, and amendments to reduce development density) sparks parking and traffic studies, appeals, and threats by interest groups to appeal zoning to the OMB.
- 1985 A Planning Committee Development Report in 1985, (p.28-883) confirms that the elimination of the entire Ruskin lot without an appropriate replacement would be “detrimental to the community.” The report goes on to recommend its continued use for parking for OCH.
- 1991 Planning Committee reverses its position when drafting the new Official Plan, and requires that the Ruskin Lot be abandoned by 1996 and revert to a park – Section 2.3.2.5 Volume II (April). Council approves draft Official Plan in July, but in October defers the Ruskin issue (Deferral #18) requesting a joint study with the City and OCH. (Note: Study could not be found).

- 1992-93 Planning Department proceeds with the anticipated future conversion to green space and in January 1993 the site is dedicated under By-Law 20-93 for park purposes.
- 1992-94 There is much discussion over the Official Plan matter – Deferral #18. An OMB hearing is avoided with pressure to negotiated resolution amongst the parties.
- 1995-96 It is not until mid-1995 that a compromise is worked out amongst the Community Association, the City and OCH. Section 2.3.2.5 of the Official Plan of the former City of Ottawa is modified and approved by the RMOC. The compromise simply defers the problem into the future and thereby retains the status quo. Regional Modification 347, June 12, 1996 read;
- “To ensure that the use of the City-owned lands on the north side of the Civic Hospital (bounded by Ruskin, Reid, Hutchison and MacFarlane, which was originally taken over by the City of Ottawa as open space, is limited to surface parking lot of not more than 270 parking stalls and the adjoining green space, all in existence as of 1995. The lot is primarily for the use of Civic Hospital patients and visitors. The period of usage is not for less than 30 years, beginning in 1995. The hospital will continue to monitor its parking operations and will assess all other options for the supply of parking facilities appropriate to the demands which it faces during this time period. Subsequent to this time period, the use of the lands as a park will be re-evaluated. Area residents, the local community association, the City and the Civic Hospital are to be included as participants in the re-evaluation.”
- 2003 This clause is removed from the City’s new comprehensive Official Plan. The local Community Association and the area residents do not object to its removal and do not file an appeal to the Ontario Municipal Board.
- 2013 On July 31 of this year, the OCH submitted a rezoning application for the property in pursuit of their development plans for the expansion at the Civic Campus. Critical to their development is the need to incorporate the City owned parcel into the build program.
- Further to this, on September 23, 2013, the OCH submitted a Site Plan control application for a 6,200 square metre, four-storey addition to the UOHI at the Civic Hospital Campus.

**RENDERINGS**

**DOCUMENT 6**

