

**1. Parkland Dedication By-Law Waiver – Zibi Ontario Development, 3 and 4 Booth Street**

**Dérogation au Règlement visant les terrains réservés à la création de parcs – projet d'aménagement de Zibi Ontario, 3 et 4, rue Booth**

**Committee recommendation**

**That Council approve a waiver to By-law 2009-095 - Parkland Dedication By-law for the Zibi Ontario Development at 3 and 4 Booth Street;**

- **the waiver to be approved shall not apply to an increase in development potential beyond what the zoning on the subject lands would permit as of the day the waiver is granted by Council.**

**Recommandation du Comité**

**Que le Conseil autorise une dérogation au Règlement no 2009-095 (Règlement visant les terrains réservés à la création de parcs) visant le projet d'aménagement de Zibi Ontario aux 3 et 4, rue Booth;**

- **la dérogation soumise pour approbation ne s'appliquerait pas dans le cas où la densité augmenterait au-delà du zonage permis sur les terrains visés, et ce, à compter de la date d'adoption de la dérogation par le Conseil.**

**Documentation/Documentation**

1. **Acting Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated September 30, 2020 (ACS2020-PIE-PS-0038)**

**Rapport du Directeur par intérim, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 30 septembre 2020 (ACS2020-PIE-PS-0038)**

2. **Extract of draft Minutes, Planning Committee, December 11, 2020**  
**Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 11 décembre 2020**

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
11 December 2020 / 11 décembre 2020**

**and Council  
et au Conseil  
27 January 2021 / 27 janvier 2021**

**Submitted on 30 September 2020  
Soumis le 30 septembre 2020**

**Submitted by  
Soumis par:  
Douglas James**

**Acting Director / Directeur par intérim  
Planning Services / Services de la planification  
Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement économique**

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**Ward: SOMERSET (14)**

**File Number: ACS2020-PIE-PS-0038**

**SUBJECT: Parkland Dedication By-law Waiver – Zibi Ontario Development, 3  
and 4 Booth Street**

**OBJET: Dérogation au Règlement visant les terrains réservés à la création de  
parcs – Projet d'aménagement de Zibi Ontario, 3 et 4, rue Booth**

**REPORT RECOMMENDATIONS**

**That Planning Committee recommend Council:**

- 1. Approve a waiver to By-law 2009-095 - Parkland Dedication By-law for the Zibi Ontario Development at 3 and 4 Booth Street,**
- 2. The waiver to be approved shall not apply to an increase in development potential beyond what the zoning on the subject lands would permit as of the day the waiver is granted by Council.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité de l'urbanisme recommande au Conseil :**

- 1. d'autoriser une dérogation au Règlement no 2009-095 (Règlement visant les terrains réservés à la création de parcs) visant le projet d'aménagement de Zibi Ontario aux 3 et 4, rue Booth.**
- 2. La dérogation soumise pour approbation ne s'appliquerait pas dans le cas où la densité augmenterait au-delà du zonage permis sur les terrains visés, et ce, à compter de la date d'adoption de la dérogation par le Conseil.**

## **BACKGROUND**

### **Site location**

3 and 4 Booth Street, Zibi Ontario development lands

### **Developer**

Windmill Dream Zibi Ontario Inc.

### **Landscape Architect, Parkland**

CSW Landscape Architects Ltd.

### **Description of site and surroundings**

The "Zibi Ontario" site is approximately 7.3 hectares in area and includes Chaudière and Albert Islands, as shown on Document 1. It is the site of the former Domtar paper mill and is located within the City's central area, north of the Canadian War Museum along Booth Street and along each side of the Interprovincial Union Bridge. Booth Street, becoming Eddy Street in Gatineau, provides road access and divides Chaudière Island into "Chaudière West" and "Chaudière East". The site is surrounded by the Ottawa River, Chaudière Falls, Victoria Island, and the Ottawa River pathway network. To the south of the site are the Canadian War Museum, LeBreton Flats, and the Pimisi

Light Rail Transit (LRT) station. The site has also been identified by the First Nations community as having significant cultural heritage interest.

The Zibi Ontario development includes three districts that include Chaudière West, Chaudière East, and Albert Island. Approximately 1,200 residential units, 4,800 square metres of retail use, 17,000 square metres of office space, as well as a hotel, are proposed within these three districts. A mix of land uses are proposed, including residential (mix of housing types and tenure), retail, commercial, office, hotel, community, cultural, and open spaces. The Master Site Plan Control application was registered on July 17, 2019. The first individual phase of development, Phase 1A, was registered on January 14, 2020.

### **Chaudière Island Parks**

As part of the transfer agreement between the National Capital Commission (NCC) and Zibi, the lands at east and west ends of the island were to be dedicated as future parkland. The proposed open space network, as shown on Document 2, features public parks and publicly accessible plazas throughout the site. The proposed west end Park (Sunset Park / Pangishimo Park) will be approximately 2,764 square metres in area. The proposed east end park (Mokahan Park) will measure 3,220 square metres. Two Privately Owned Publicly Accessible Open Spaces (POPS) are also proposed as part of the overall development. Head Street Square will measure 1,951 square metres and will include design elements representing the industrial heritage of the area. Union Square located on the east side of Booth Street north of Block 211 will measure approximately 2,230 square metres in area. The Albert Island Courtyard, between the existing buildings on Albert Island, and which is currently used for parking, will be improved and landscaped. There is also an existing park on the Hydro Ottawa lands, near Chaudière Falls. The development team is also advancing the redevelopment of lands on the Quebec side of the Ottawa River, which will include additional parks and several private plazas accessible to the public. This area of the Zibi project is following a separate development process.

Construction of Sunset Park / Pangishimo Park and Head Street square are scheduled to be completed in the fall of 2020. Sunrise Park / Mokahan Park is scheduled for the fall of 2021. A public art program is in the final stages of development for both parks which has been developed in consultation with Algonquin community members and the Zibi development team. Development of the parks has been subject to over 28 meetings with delegations from the Memengweshii Council, Kitigan Zibi, Algonquins of Ontario, Algonquin community artists, and the Pikwakanaban Band. The sessions discussed a

range of topics including First Nations key Algonquin symbols, concepts, flora or significance, and visual vernacular.

### **Summary of requested Parkland Dedication By-law waiver**

To implement the alternative approach to parkland dedication, a waiver to the Parkland Dedication By-law is required as the parks will not become property of the City of Ottawa, nor would a cash payment be provided to the City of Ottawa in lieu, which is the traditional approach through the assessment and review of a development application. The waiver outlines that the City will not require any parkland dedication or cash-in-lieu of parkland contributions within the Zibi Ontario lands for what they are currently permitted to build under the existing zoning, but rather an alternative approach be considered for this specific project. Should the property Owners apply to increase their development potential in the future, they would be required to comply with the City's Parkland Dedication By-law.

### **DISCUSSION**

Understanding the unique context of this site, the alternative approach to parkland dedication is premised on the intent that the by-law is being satisfied two-fold. Whereas the Parkland Dedication By-law generally requires the dedication of land, or payment in lieu, in fact both principles are being achieved throughout the development. In this circumstance, the applicant is providing lands to be made available for public park space on both ends of the site. As well, the applicant is providing the capital support for the design and construction of the two public parks. This is consistent with the intent of the Parkland Dedication By-law which outlines two approaches to parkland dedication that are both being satisfied, rather than a stand-alone land dedication or payment in lieu.

As noted, given the cultural significance of the site, the new parks have been subject to extensive First Nations engagement which has resulted in an above and beyond standard park design. The resulting products will be high-quality, urban parks for residents and visitors to the Nation's Capital with a strong reference to the First Nations community, as shown on Document 3.

### **Public Consultation**

All development approvals were conducted according to the requirements of the *Planning Act* and the City's own policies for notification and public consultation. Consultation with respect to the park design, given the significance of the site to First

Nations, consisted of 28 meetings with member Memengweshii Council, Kitigan Zibi, Algonquins of Ontario, Algonquin community artists, and the Pikwakanaban Band.

### **Rationale**

The acceptance of this alternative approach to parkland dedication results in two new public parks that are fully designed and constructed by the applicant. With respect to traditional short and long-term costs related to park development, the NCC will take responsibility for the oversight of construction, ongoing operations, and maintenance. As a result, there are no budget pressures on the City of Ottawa to construct, operate and maintain these facilities, while receiving the benefit of publicly accessible greenspaces. With respect to design and stakeholder engagement, the enhanced design of the parks in consultation with the NCC and First Nations stakeholders results in a final product that is above the typical design standards of the City of Ottawa and which may have placed additional financial pressure on the City to implement. Upon completion, the new parks would be the responsibility of a public entity with equal interests in public realm design and City building to ensure the continuance of these spaces as publicly available spaces in perpetuity with no future redevelopment opportunities.

In addition to the creation of the two new public parks, included within the Master Site Plan Control agreement are conditions related to the construction of two additional recreational facilities. These two PPOPS are to be constructed at the owner's cost. The POPS are to be consistent with the approved outdoor active recreational concept plan and would be more active in nature, as shown on Document 4.

Lastly, with respect to the provision of municipal parkland in the immediate area, to help meet the needs of future residents, including those who may be living in the Zibi development, this will be provided at LeBreton Flats, which is just a short walk away from Zibi and other surrounding residential neighbourhoods. The East Flats development by Claridge Homes will contain a smaller municipal park and additional parkland is to be provided as approved in the preliminary master concept plan for the larger part of LeBreton Flats west of Booth Street. The preliminary master plan concept for LeBreton Flats was approved in January 2020 by the NCC Board of Directors. This plan contains strategies for land use, urban design, parks and public realm and proposes to create 12.7 hectares of parks and open spaces divided into a capital park, riverfront park, active park, urban playground and neighbourhood parks. It also contains public realm direction for the design of parks. It is anticipated that a minimum of 2.5 hectares of overall parkland will be dedicated for municipal parkland purposes. The

current Secondary Plan for LeBreton Flats also contains the requirement for a municipal park of 2.5 hectares. To implement this new vision for LeBreton, the NCC will apply to the City of Ottawa for amendments to the Official Plan and supporting Secondary Plans to establish the policy context and to facilitate the new master concept plan. Within the recent report presented to the Finance and Economic Development Committee and Council earlier this year, the City has identified that it is a specific interest and principle in our continued involvement of the project to acquire a minimum of 2.5 hectares of parkland to build active recreational facilities within a municipal park for both new and existing residents. It is expected that this future parkland space would further compliment the public park network within the area and address the City's needs for larger public parks that can accommodate playing fields.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor McKenny is aware of the report.

### **LEGAL IMPLICATIONS**

There are no legal impediments to the adoption of the recommendations in this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with the recommendations of this report.

### **FINANCIAL IMPLICATIONS**

The recommendations in this report will result in the loss of approximately \$600,000 of Cash-in-lieu of parkland revenue. This is offset by the NCC taking on the costs to construct, operate and maintain these facilities, removing this cost to the City.

### **ACCESSIBILITY IMPACTS**

All parkland facilities will be designed in accordance with relevant legislation and regulations.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council priority:

- **Thriving Communities:** Promote safety, culture, social and physical well-being for our residents

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Zibi Open Space Network

Document 3 Park Designs

Document 4 Outdoor Active Recreational Facilities Concept Plan

## **CONCLUSION**

In summary, staff support the proposed waiver to By-law 2009-95 for this specific development as the principles of parkland dedication are being satisfied, along with a secured requirement for the development of the parks located in Ontario at the applicant's expense.




## **DISPOSITION**

Legislative Services, Office of the City Clerk, to notify Windmill Dream Zibi Ontario Inc., Recreational and Cultural and Facilities Services Department, and the NCC of City Council's decision.



Document 1 – Location Map



|                                                                                                                                                                                                                                                                                                                                                                                 |           |                                                                                                           |  |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|-----------------------------------------------------------------------------------------------------------|--|
|                                                                                                                                                                                                                                                                                              |           | LOCATION MAP / PLAN DE LOCALISATION<br>SITE PLAN / PLAN D'EMPLACEMENT                                     |  |
| D07-12-14-0075                                                                                                                                                                                                                                                                                                                                                                  | 18-1899-D |  3, 4 rue Booth Street |  |
| I:\COI\2018\Site\Booth_4_V2                                                                                                                                                                                                                                                                                                                                                     |           |                                                                                                           |  |
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| REVISION / RÉVISION - 2018 / 11 / 30                                                                                                                                                                                                                                                                                                                                            |           |                      |  |



Document 3 – Parks Designs



Document 4 – Outdoor Active Recreational Facilities Concept Plan



or Active Recreation Facilities Concept Plan

12, 2019

