

**Subject: Zoning By-law Amendment - 1802 and 1804 St. Laurent Boulevard**

**File Number: ACS2022-PIE-PS-0138**

**Report to Planning Committee on 27 October 2022**

**and Council 9 November 2022**

**Submitted on October 12, 2022 by Derrick Moodie, Director, Planning Services,  
Planning, Real Estate and Economic Development**

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**Ward: Alta Vista (18)**

**Objet : Modification du Règlement de zonage – 1802 et 1804, boulevard  
St-Laurent**

**Dossier : ACS2022-PIE-PS-0138**

**Rapport au Comité de l'urbanisme**

**le 27 octobre 2022**

**et au Conseil le 9 novembre 2022**

**Soumis le 12 octobre 2022 par Derrick Moodie, Directeur, Services de la  
planification, Direction générale de la planification, des biens immobiliers et du  
développement économique**

**Personne ressource : Mélanie Gervais, urbaniste III, Examen des demandes  
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**Quartier : Alta Vista (18)**

## **REPORT RECOMMENDATIONS**

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1802 and 1804 St. Laurent Boulevard, as shown in Document 1, to permit two high-rise buildings with specific zoning provisions, as detailed in Document 3.**

2. That Planning Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of November 9, 2022,” subject to submissions received between the publication of this report and the time of Council’s decision.

## RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l’urbanisme recommande au Conseil d’approuver une modification au Règlement de zonage 2008-250 pour les biens-fonds situés au 1802 et au 1804, boulevard St-Laurent, comme le montre le document 1, afin de permettre l’aménagement de deux bâtiments de grande hauteur, avec des dispositions de zonage propres à l’emplacement, comme l’explique en détail le document 3.
2. Que le Comité de l’urbanisme donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux “exigences d’explication” aux termes de la *Loi sur l’aménagement du territoire*, à la réunion du Conseil municipal prévue le 9 novembre 2022 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

## BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

### Site location

1802 and 1804 St. Laurent Boulevard

**Owner**

Manor Park Capital c/o Lalit Aggarwal

**Applicant**

Fotenn Consultants Inc., Nico Church

**Description of site and surroundings**

The site is located on the west side of St. Laurent Boulevard, with 64 metres frontage, is approximately 0.8 hectares in size and is currently developed with a one-storey Burger King and Tim Hortons restaurant with surface parking.

The subject site is located approximately 300 metres north of Smyth and Lancaster Roads and the future Bus Rapid Transit (BRT) station, and 300 metres south of Innes Road and Industrial Avenue. Properties to the north are developed with low-rise commercial uses, some of which are in the planning and construction stages for re-development for higher density residential and mixed-use buildings. Properties to the south are also developed with low-rise commercial uses, a City park and a five-storey medical building. A number of high-rise towers are located in the area along the St. Laurent-Russel corridor including a 12-storey building 160 metres south of the property, and two high-rise towers of 18-storeys to the further south. Land abutting the site to the west is used for vehicular parking and a cell-tower. Further to the west is a low-rise residential development. To the east of the site, across St. Laurent Boulevard, there is vacant as well as developed commercial land, and the Museum of Science and Technology. The site is within walking distance from numerous schools, City parks, offices, restaurants, a shopping centre, grocery stores, a library, a museum, and other community service uses. A sheltered OC Transpo bus stop is immediately adjacent to the site.

**Summary of requested Zoning By-law amendment proposal**

The current zone is Arterial Mainstreet, Subzone 10 (AM10). The purpose of this zone is to accommodate a broad range of uses, including retail, service, commercial, residential, and to impose development standards that will promote intensification while ensuring that they are compatible with the surrounding uses. The maximum permitted height is 30 metres which would allow buildings up to nine-storeys.

The applicant is seeking to rezone the property to permit two high-rise buildings with increased maximum building heights of 62 metres (20-storeys) and 78 metres

(25-storeys), a reduced landscape buffer along an existing shared access and to reduce the minimum building wall frontage along St. Laurent Boulevard.

The two buildings will have a 4- and 6-storey podium base and are proposed to contain a total of 512 residential units. 425 vehicular parking spaces and 202 bicycle parking stalls are proposed underground with 20 surface parking spaces for visitors and 59 bicycle parking spaces internal to the site. Three amenity spaces are proposed for the site. A Privately Owned Public Space (POPS) is to be located along the St. Laurent Boulevard frontage, behind the OC Transpo bus stop, as an amenity to both the residents of the buildings and members of the public. Two additional amenity spaces are proposed for the residents and will be located internally to the site, at grade and as a roof-top terrace on the western podium.

The reduction of the landscaped buffer around a parking lot has been requested to fully develop the site, while continuing the full use of the existing shared driveway that serves the subject property and the abutting property to the north.

The elimination of the minimum building wall frontage within 4.5 metres of St. Laurent Boulevard has been requested in order to provide trees and the POPS to enhance the streetscape.

The proposed Zoning By-law Amendment seeks to achieve the following for the site:

- To establish “apartment dwelling, high rise” as a permitted use with a site-specific schedule.
- To reduce the minimum required landscaped buffer width between a parking lot and a lot line not abutting a street on the north side from 1.5 metres to 0 metres to recognize an existing shared driveway with the abutting property owner to the north; and
- To reduce the minimum building wall frontage within 4.5 metres along a front lot line for a residential building from 50% to 0% to allow for the development of the POPS.

## **DISCUSSION**

### **Public consultation**

Public consultation was carried out as per City Council policies with a sign on site and notice provided to registered community associations and residents within 120-metre radii of the property. Three comment letters were received from the community that had

concerns with the proposed height and traffic impacts in the neighbourhood. One resident was supportive of the application. Details are provided in Document 4.

## **Official Plan designation(s)**

### **Current Official Plan**

The site is designated Arterial Mainstreet on Schedule B of the Official Plan. The intent for this area is to evolve over time into more dense and mixed-use developments that support, and are supported by, increased walking, cycling and transit use. Intensification will likely occur over time through the redevelopment of aging strip malls, gas stations, parking lots etc. A wide range of uses are permitted, such as retail, residential and institutional. Policy 3.6.3 (10) encourages redevelopment in order to optimize the use of land and encourage buildings that define the street edge with active frontages and direct pedestrian access to the sidewalk. Policy 3.6.3 (12) permits a maximum height of nine-storeys but allows the review of Zoning By-law application requests for increased heights provided the sites are within 400 metres walking distance of a Rapid Transit Station, on Schedule D and where the development provides a community amenity and adequate transition is provided to adjacent low-rise development.

### **New Official Plan**

The site is located in the Outer Urban Transect with an Evolving Neighbourhood Overlay and is designated as a Mainstreet Corridor. The Outer Urban Transect is intended to enhance street connectivity, introduce more viable public transit and help corridors gradually emerge and develop. Policy 5.3.3 (3b) specifies that permitted heights are up to high-rise for sites fronting onto a right-of-way of 30 metres or greater and where the parcel is of sufficient size to allow for a transition in built form massing, subject to adequate height transitioning, stepbacks and angular planes. Policy 6.2.1 (2) states that Mainstreet Corridors shall establish buildings that locate the maximum permitted building heights and highest density close to the corridor, subject to building stepbacks where appropriate.

## **Urban Design Review Panel**

The property is within a Design Priority Area and the Zoning By-law Amendment application was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting on September 9, 2022, which was open to the public.

The summary of the panel's recommendations from the formal review of the Zoning By-law Amendment application are:

- Reduce the podium heights,
- Orient the front building along St. Laurent Blvd,
- Ensure proper transitioning from the east along St. Laurent Boulevard towards the low-density development further to the west,
- The architectural details need refinement.

The panel was successful in aiding in the implementation of the following:

- The reduction in podium heights from nine- and six-storeys to six- and four-storeys, respectively, as shown in the zoning schedule.
- Proper transitioning of the podium and building heights from St. Laurent Boulevard down towards the west.

The recommended changes will be incorporated into the Site Plan design which will be reviewed again by the Urban Design Review Panel once the Owner submits a Site Plan Control Application.

The final design will continue to be reviewed through the Site Plan Control process.

### **Planning rationale**

Policy direction in the current Official Plan identifies target areas for intensification along Mainstreets, current and future Bus Rapid Transit networks and within 400 metres of transit stations, where they will evolve over time into more dense developments that support and are supportable by more active modes of transportation. Taller buildings are directed to areas that support Rapid Transit, with the higher buildings located closest to the transit corridor to define the street edge with active frontages and pedestrian access to the sidewalks. High-rise buildings are further required to be adequately separated from other existing and potential future high-rise buildings.

The new Official Plan provides a similar direction for lands within the Outer Urban Transect, Mainstreet Corridor in an Evolving Neighbourhood. The intent is for these areas to introduce more viable public and active modes of transit and to gradually develop close to corridors that are serviced by rapid transit. High-rise developments are permitted when the site fronts onto a right-of-way that is 30 metres or greater in width

and where there is the ability to transition to lower-density developments through height transitioning, stepbacks, and angular planes.

The proposed development meets these policies with the site being located along an Arterial Mainstreet, along a future Bus Rapid Transit network and within 400 metres of a future transit station at Smyth Road and St. Laurent Boulevard. The St. Laurent Boulevard right-of-way is 40 metres in width which exceeds the threshold in the new Official Plan policies for the opportunity to develop a high-rise building, provided there is adequate transitioning. The site has been designed to place the taller building close to St. Laurent Boulevard and transition down to the lower building at the rear of the site. Both towers are under the 45-degree angular plane as measured from the low-rise residential development to the west.

The buildings have been designed to meet the further criteria to allow high-rise buildings. Both towers have podiums which create a transition down to the street, and to neighbouring buildings to help animate the public realm. The building is set back 7.7 metres from St. Laurent Boulevard which allows the space for street trees and a POPS and contributes to the further transition to the public realm. The massing of the buildings is also broken up with different materiality, fenestration, and setbacks from the property lines and between buildings. The towers of the buildings are separated from each other by 40 metres, and by 11.5 metres from the north and south property line, which meets the standard guidelines for tower separation of 23 metres. The gross floor area represents a Floor Space Index (FSI) of 4.77, which is well below the permitted FSI of 8.49, and is being proposed in a taller form to make better use of the subject site and to allow a better design.

Private and communal outdoor amenity space is proposed for each building and within the interior of the site for the residents, while a privately owned public space (POPS) will be provided at the front of the property. The POPS has been agreed to by the local Councillor as an appropriate community amenity that will provide greenery and benches along a busy arterial road directly behind the existing bus stop.

Technical reviews have been performed for the site and staff are satisfied that the existing infrastructure are able to support the proposed growth. Detailed design will need to be prepared and reviewed at the Site Plan Control stage.

The reduction in a landscaped buffer around a parking lot is considered acceptable for the northern property line, as the proposed parking for the subject site will abut the existing shared driveway that also serves the property to the north and the shared driveway cannot be re-located.

The elimination of the 'minimum frontage' requirement that states that " 50% of the frontage along the front lot line must be occupied by building walls within 4.5 metres of the frontage for a residential use building" is considered acceptable, as the building has been set back from the property line in order to provide the POPS as a community benefit.

The proposed development is subject to the Community Benefits Charge (CBC) which will be collected at the building permit stage.

The proposal aligns with applicable Official Plan policies for Arterial Mainstreets, the Outer Urban Transect, Mainstreet Corridors and Evolving Neighbourhoods which permit the residential use, encourage intensification and increased height with appropriate transitioning and community amenity while promoting public transit, pedestrian and cycling modes of transportation.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

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

The Ward Councillor provided the following comments:

"I am supportive of this project, and the timelines stipulated by the applicant to respect current commercial contracts on-site. I see no issues with the height and am supportive of density increases along St. Laurent Blvd, currently undergoing a Transit Study to the North of the intersection at St. Laurent and Innes Rd. / Industrial Ave.

There is tremendous opportunity along St. Laurent to revitalize and develop a more vibrant and community-focused corridor. It is a good location to implement policies outlined in Ottawa's new Official Plan, and to begin achieving the goals of a 15-minute neighbourhood.

I have no concerns that St. Laurent can accommodate the increase in population or traffic. I am happy that this development is close to a transit hub at Elmvale Acres Shopping Centre and the transit corridor of St. Laurent itself. There are many excellent



services and retail options available nearby for future residents, further reducing the need for car-centric lifestyles.

Further, I am appreciative of the applicant's unique community-focused development process, and expect conversations around affordable housing, community benefits and public space to continue amicably and respectfully."

### **LEGAL IMPLICATIONS**

There are no legal implications associated with implementing the report recommendation.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk implications.

### **ASSET MANAGEMENT IMPLICATIONS**

There are no servicing constraints identified for the proposed rezoning at this time. Servicing capacity requirements to be confirmed at time of site plan.

### **FINANCIAL IMPLICATIONS**

There are no financial implications.

### **ACCESSIBILITY IMPACTS**

This file will be required to meet all Accessibility standards at the time of the Site Plan Control Application and Building Permit.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Thriving Communities

### **APPLICATION PROCESS TIMELINE STATUS**

This application (D02-02-21-0153) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to workload volumes and timing of resubmissions by the Applicant.

### **SUPPORTING DOCUMENTATION**

Document 1 Zoning Map

Document 2 Zoning Schedule

Document 3 Details of Recommended Zoning

Document 4 Consultation Details

Document 5 Concept Plan

Document 6 UDRP Recommendations

## **CONCLUSION**

Planning, Real Estate and Economic Development Department staff recommend approval of this application as it meets the policies of the Provincial Policy Statement, and the policies of the current and new Official Plans to encourage sensitive intensification along Arterial Mainstreets that are a short distance to transit. The heights appropriately transition down from St. Laurent Boulevard to the residential areas to the west. A Privately Owned Public Space (POPS) will be provided at the front of the site along St. Laurent Boulevard and is considered by the local Councillor to be an acceptable community benefit. The building and site design will be further revised during the future Site Plan Control stage to ensure the design objectives in the Official Plans will be achieved.

## **DISPOSITION**

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

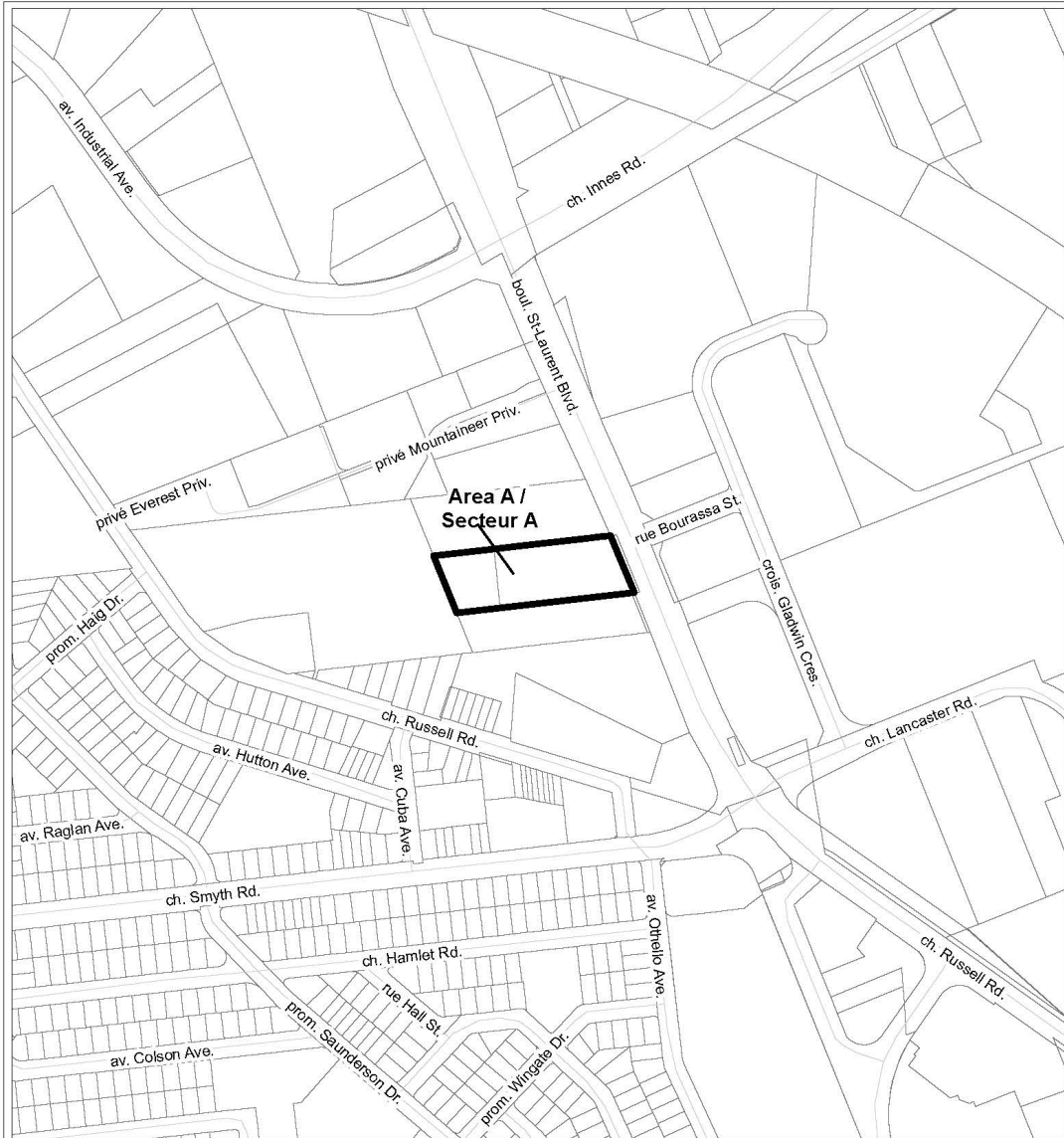
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

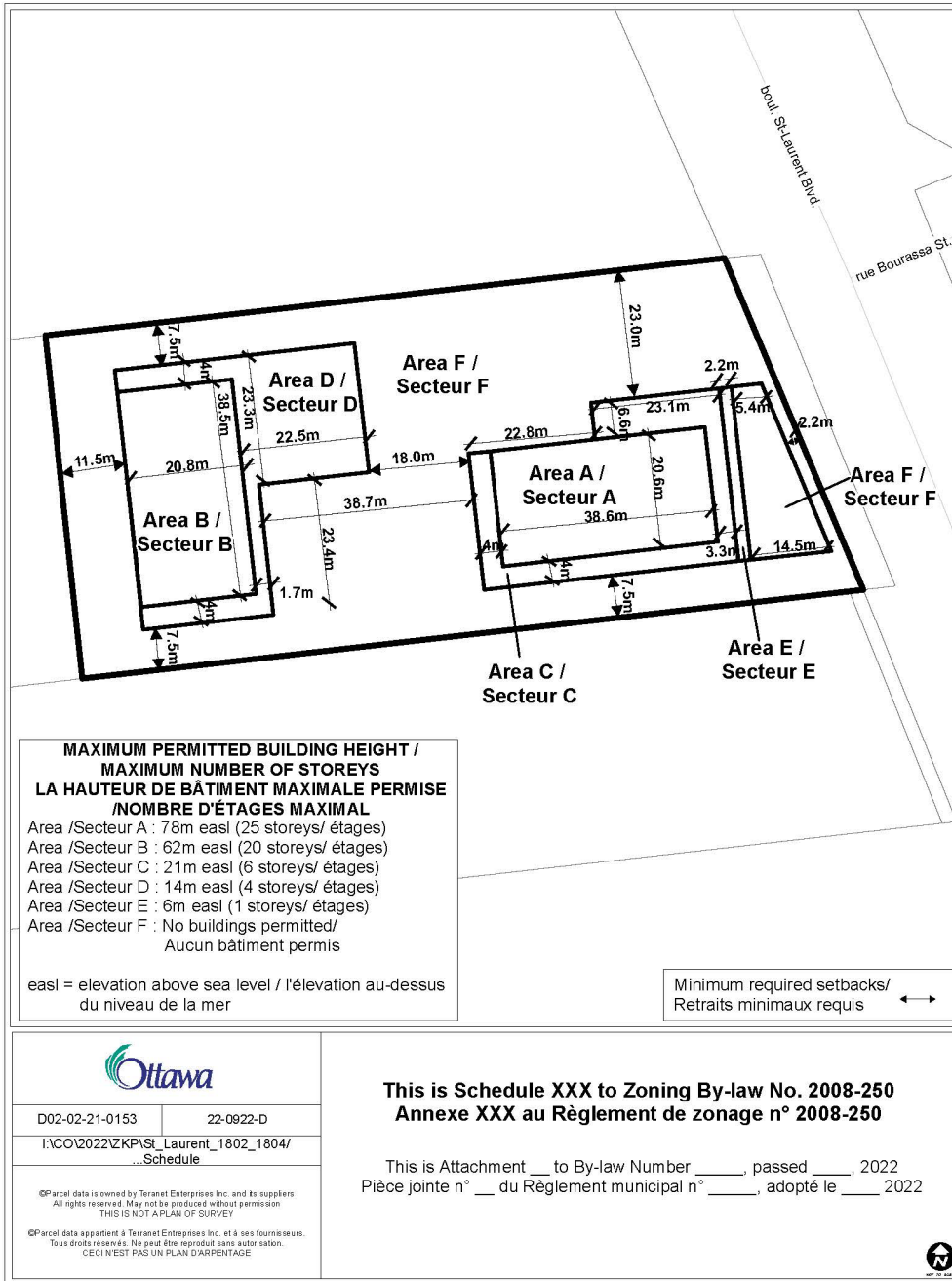
**Document 1 – Zoning Map**

For an interactive Zoning map of Ottawa visit [geoOttawa](http://geoOttawa)



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-21-0153	22-0024-X	<b>1802-1804 boulevard St. Laurent Boulevard</b>	
I:\CO\2022\Zoning\St_Laurent_1802_1804		 Area A to be rezoned from AM10 to AM10 [XXXX] H(78) SYYY Le zonage du secteur A sera modifié de AM10 à AM10 [XXXX] H(78) SYYY	
<small>                     ©Parcel data is owned by Teranet Enterprises Inc. and its suppliers                      All rights reserved. May not be produced without permission                      THIS IS NOT A PLAN OF SURVEY                      ©Les données de parcelles appartiennent à Teranet Enterprises Inc.                      et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit                      sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE                 </small>			
REVISION / RÉVISION - 2022 / 09 / 16			

Document 2 – Zoning Schedule



### **Document 3 – Details of Recommended Zoning**

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1802 and 1804 St. Laurent Boulevard:

1. Rezone the lands as shown in Document 1.
2. Amend Section 239, Urban Exceptions, by adding a new exception similar in intent to the following:
  - a. In Column II add the text, “AM10 [xxxx] H(75) SYYY”;
  - b. In column V add the text
    - i. Section 186(10)(b)(i) does not apply
    - ii. Minimum required landscaped buffer around a parking lot, when abutting a shared driveway to the north: 0m
    - iii. Building setbacks and maximum building heights are as per Schedule YYY”
3. Amend Part 17 – Schedules by adding a new schedule YYY as shown in Document 2.

## **Document 4 – Consultation Details**

### Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. No public meetings were held in the community.

Four comment emails were received from the public and their comments and the City responses are summarized below.

### Public Comments and Responses

Comment: Concern with the increase in traffic and congestion and whether there will be enough public transit to serve the influx of new residents.

Response: The City, including OC Transpo, has reviewed the Transportation Impact Assessment and is aware of the other proposed developments in the area. The City has no concerns with the proposal.

Comment: One resident is supportive of the increased height and had some suggestions for the future sight plan in terms of driveway width, street trees and possible commercial uses.

Response: The City will take the site plan comments into account at the future site plan control phase.

Comment: One resident is concerned with the requested increase in height and doesn't feel that it blends in with the neighbourhood and will have a negative impact on the greenspace at the Science and Tech Museum.

Response: The increase in height is supportable based on Official Plan policies and also by the Urban Design Review Panel. The shadow studies show that there is very minimal impact on a corner of the greenspace at the Science and Tech Museum and only during the evening of the summer solstice.

Comment: One resident requested additional information.

Response: Information was provided.

## Community Organization Comments and Responses

Comment: The Riverview Park Community Association have concerns with the application and the cumulative impact that all the proposed developments along St. Laurent Blvd will have with regards to traffic and currently poor public transit service.

Concerns are also expressed about the increase in height and lack of community amenities and concern if there are not appropriately sized units for families.

Response: The City has reviewed the transportation impact assessment study and acknowledges that there is currently a high volume of traffic on St. Laurent Blvd. and that it will increase over time as more developments occur. St. Laurent Boulevard is a major arterial road and is designed to handle large volumes of vehicles.

There are currently bus lanes fronting the development and residents of the building will be encouraged to use public transit.

An Environmental Assessment is also being done north of Innes Road to determine ways to improve the north-south transit service. The timing for the upgrade of St. Laurent Boulevard for the Bus Rapid Transit system is beyond the 2031 timeline. The future timing should be further refined in the 2024 Transportation Master Plan.

The increase in height is considered appropriate, given the site context on an Arterial Road, close to transit and distance from lower-density residential zones. The size of the units will be discussed with the applicant at the site plan stage but it is not something that municipalities are permitted to enforce under the Ontario Planning Act. Existing community amenities will be upgraded, and new amenities will be provided as the City Budget allows. Funds and/or public amenities are also acquired by the City from Developers during the development process.

Document 5 – Concept Plan





## **Document 6 – UDRP Recommendations**

### **Summary**

- The Panel thanked the proponent for the presentation. The future context images shown demonstrate that the site offers many opportunities to become precedent-setting and has enough space to accommodate two towers.
- The Panel agrees the site is a two-tower site; however, there are some concerns with the building's orientation to the street, transition to the west and the podium's height. The Panel believes the landscape and open space should be further explored.

### **Context**

- The Panel appreciates the aerial images showing the massing and future context but believes the proponent should consider the context of the area further, to address the development's relationship to the street.
- The Panel is concerned with the transition of the west tower to the adjacent site; the site provides enough space to create setbacks and transition to the residential neighbourhood. The proponent should consider re-orienting the street fronting tower and podium to be parallel to the street, reducing the building and podium heights to improve the site's relationship to its surroundings.

### **Massing and Architectural Expression**

- The Panel believes the project could have a more urban feel. The proponent should focus first on the tower elements (base, middle and top) and study how the tower meets the sky and its relationship to the street.
- The Panel notes the perspective drawings illustrate that the towers appear heavier than necessary, the west tower appears too tall, and the podium too large.
- Additionally, the east tower's podium is too tall, and its relationship to the street is unresolved. The proponent should consider reducing the west tower's height by four or five storeys and scaling down the podium to provide a better transition west of the site. Further consideration should be given to the transition elements of the east tower's podium.

- The southeast isometric demonstrates that the massing appears bulky; the Panel recommends the towers have a floor plate of no more than 750 square metres.
- The Panel recognizes that the architectural details are in their infancy; however, the proponent should consider the window proportion during the Site Plan Control stage.
- There is a concern with the punched windows with balconies. The proponent should consider providing amenity areas within the units and ensure each unit has access to daylight.

### **Landscaping and Public Realm**

- The Panel recognizes the merit of providing an outdoor amenity area, but the proponent could further explore providing north access to the site from St. Laurent Boulevard.
- The Panel notes the challenges on the site, due to an existing easement, but believes that the expansive paved entrance is problematic, as it creates a large, undefined asphalt area. The proponent should create a contained entrance to the site with a framed pathway screened from the adjacent easement. The Panel recommends shifting the vehicular site access to the southern property line and tucking the parking garage entrance into the building to allow for an east-west connection to the east tower and allow for a greater open space on the north that could extend to the street, inviting people into the site.
- The Panel appreciates the pathways adjacent to the lot lines as they can connect to future developments.
- The Panel recommends the proponent continue to study the pedestrian experience, how the development connects to the neighbourhood and how the pathways and the POPS could provide a place for the community and contribute to the public realm of the neighbourhood.