

**Subject: Zoning By-law Amendment - 1420 Richmond Road, 365 Forest Street
and 2583 and 2589 Bond Street**

File Number: ACS2023-PRE-PS-0034

**Report to Planning and Housing Committee on 19 April 2023
and Council 26 April 2023**

**Submitted on March 23, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

Contact Person: Wendy Tse, Planner, Development Review South

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Ward: Bay (7)

**Objet : Modification du Règlement de zonage – 1420, chemin Richmond,
365, rue Forest, et 2583 et 2589, rue Bond**

Dossier : ACS2023-PRE-PS-0034

Rapport au Comité de la planification et du logement

le 19 avril 2023

et au Conseil le 26 avril 2023

**Soumis le 23 mars 2023 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

**Personne ressource : Wendy Tse, Urbaniste, Examen des demandes
d'aménagement sud**

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Quartier : Baie (7)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1420 Richmond Road, 365 Forest Street and 2583 and 2589 Bond Street, as shown in Document 1, to permit a maximum height of 41 metres and amended performance standards for the development of two 12-storey buildings, as detailed in Document 2.
2. That Planning and Housing 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 April 26, 2023" 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 la planification et du logement recommande au Conseil d'approuver une modification du *Règlement de zonage* (n° 2008-250) pour le 1420, chemin Richmond, le 365, rue Forest et les 2583 et 2589, rue Bond, comme indiqué dans le document 1, pour que la hauteur maximale s'élève à 41 mètres et que les normes de rendement soient modifiées pour le projet d'aménagement de deux immeubles de 12 étages, comme indiqué dans le document 2.
2. Que (le Comité de la planification et du logement / Comité de l'agriculture et des affaires rurales) donne son approbation à ce 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 26 avril 2023», 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

1420 Richmond Road, 365 Forest Street and 2583 and 2589 Bond Street

Owner

Groupe Heafey

Applicant

Fotenn Planning + Design, Tamara Nahal, Jaime Posen

Architect

Lapalme-Rheault

Description of site and surroundings

The subject site is bounded by Richmond Road to the north, Forest Street to the west and Bond Street to the south. An automobile service shop is located at 1420 Richmond Road and a former commercial development located at 2583 and 2589 Bond Street was recently demolished. The remainder of the site is surface parking.

To the north is low density residential development, to the immediate east is a high-rise (19 storeys) apartment with the Lincoln Fields Shopping Centre further to the east. To the south is a commercial building and to the west is mid-rise residential and commercial development.

Summary of proposed development

The proposed development consists of two 12-storey buildings with a mixed-use building fronting on Richmond Road containing approximately 320 square metres of ground floor commercial with 168 dwelling units and a residential building fronting Bond Street containing 223 dwelling units. The mixed-use building proposes 13 one-bedroom units, 102 one-bedroom with a den units, 42 two-bedroom units and 11 bachelor units. The second building proposes 12 one-bedroom units, 145 one-bedroom with a den units, 43 two-bedroom units and 23 bachelor units. Vehicle access for short term

loading and drop-off purposes will be provided at Forest Street while access to the underground garage will be at Bond Street. Amenity areas will be provided inside the buildings, by private balconies, on the rooftops and outdoor at ground level.

The associated site plan control application (D07-12-20-0041) was submitted, and the reviews of the zoning and site plan files were concurrent. Site plan control approval will proceed once the zoning by-law amendment is final.

An application for an amendment to the former Official Plan (D01-01-20-0006) was also submitted, however, this amendment is no longer required with the Ministerial approval of the new Official Plan on November 4, 2022. The proposal conforms to the Official Plan.

Summary of requested Zoning By-law amendment

The site is currently zoned AM10 which permits the development of a wide variety of non-residential uses and residential uses up to mid-rise apartment dwellings. Development is subject to the requirements appropriate for an Arterial Mainstreet.

The following amendments to the Zoning By-law are requested:

- a. Maximum building height: 41 metres
- b. Minimum rear yard setback: 0.6 metres
- c. [Section 185\(10\)\(e\)\(i\)](#) requiring a ground floor height of 4.5 metres does not apply to the ground floor residential uses in a mixed-use building within 10 metres of a corner lot line
- d. Minimum tower separation between towers on the same lot: 15 metres

DISCUSSION

Public consultation

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.

An online public consultation meeting was held on August 13, 2020. In addition to the Ward Councillor and her staff, approximately nine members of the public participated. Questions were posed requesting more details on the proposal. Comments received were with respect to building height, proposed uses, traffic and construction noise.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

The site is within the Inner Urban Transect. Although the Corridor designation is shown as a linear feature on Schedule B-2, Policy 6.2.1 permits the Corridor designation to apply to a maximum depth of 220 metres. Therefore, given the lot depth of approximately 100 metres, the entire site can be considered within the Mainstreet Corridor designation. The Evolving Overlay is also applicable.

The Inner Urban Transect speaks to enhancing and establishing an urban pattern of built form, site design and mix of uses which prioritizes walking, cycling and transit as well as providing direction to Hubs and Mainstreet Corridors. Policy 5.2.1 3) indicates this transect is generally planned for mid- to high-density development subject to its context as the site is proximate and has access to frequent street transit or rapid transit. Policy 5.2.3 2) permits high-rise building heights, subject to appropriate height transitions, stepbacks, and angular planes, given the that the protected road right-of-way width of Richmond Road is 44.5 metres. The Evolving Overlay applies to areas that are in a location or at stage of evolution that create the opportunity to achieve an urban form in terms of use, density, built form and site design.

The Mainstreet Corridor Designation recognizes and sets the stage for change, recognizing appropriate development depending on the context.

Lincoln Fields Secondary Plan

The site is located within the study area of the ongoing Lincoln Fields Secondary Plan, which will guide development that is within 800 metres of the future Lincoln Fields O-Train Station. Although the Secondary Plan is not expected to be approved until later in 2023, the proposal meets the direction of the study as it locates density in proximity to the future station and the proposed building heights are appropriate.

Urban Design Guidelines for High-rise Buildings

The Urban Design Guidelines for High-rise Buildings is also applicable to the site, particularly guidelines specific to building form and massing, pedestrian realm, active at-grade uses, location of parking, loading and servicing and building orientation to minimize shadow and wind impacts.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law Amendment and Site Plan Control applications were subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting on September 3, 2020, which was open to the public. The Panel's comments are found in Document 4.

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

- A setback of 6 metres was implemented on Tower B above the sixth storey on the east side
- Access to underground garage is accessed from Bond Street only, while the roundabout with access from Forest Street is for loading and drop-off
- Landscaping changes were made which will reduce pedestrian traffic immediately abutting Tower B to the east
- The corner unit of Tower A at Richmond Road and Forest Street has been changed from a residential to a commercial unit
- POPS has been redesigned and incorporates a projecting overhang from Tower A.
- Changes have been made to the pathway locations to provide clear access while providing improved landscaped buffer between the at-grade public and private realm

Changes were not made to the following Panel's recommendations:

- Illuminating the top of the building will not occur to limit light pollution. Lighting will be provided at a pedestrian scale in the patio area, exterior space and garden.
- Lower floors have not been cut back, but the building shape has been adjusted to improve the façade along Richmond Road

Planning rationale

Considered together, the Official Plan policies of the Inner Urban Transect, Mainstreet Corridor designation and the Evolving Overlay support high-rise development given that the site is approximately 500 metres from the future transit station and the parcel is a sufficient size to allow for transition in built form.

The proposal has been reviewed under the Urban Design Guidelines for High-rise Buildings and is consistent with the directions presented.

An Assessment of Adequacy of Public Services Report was provided to support this and the concurrent site plan application. Staff have reviewed the report and plans and are satisfied that the subject site is able to accommodate the servicing for the buildings with the proposed density and massing. The development proposal will not have any negative impacts on the services on the surrounding sites. The reports and plans along with any necessary conditions will form part of the site plan control agreement.

A Transportation Impact Assessment Report was also submitted in support of the proposal. Upon buildout, the development is anticipated to generate a total of approximately 519 person trips during both peak hours, with 254 person trips in the AM peak and 265 in the PM peak. Vehicle trips are anticipated to be 38 vehicles/hour during the AM peak and 32 in the PM peak. Non auto trips are anticipated to be 85 per cent during the AM peak hour and 89 per cent during PM peak. Cycle tracks and sidewalks are provided along the frontage of this property along Richmond Road. As per the Official Plan, the required road protection of 44.5 metres is required and the widening along Richmond Road will be conveyed to the City at the time of Site Plan Control. Despite existing background traffic volumes, the proposed development is projected to have a minimal impact on the road network within the surrounding neighbourhood.

A number of bus routes provide service within walking distance of this location. Route 51 has stops along Richmond Road, while Route 57 has stops along Carling Avenue with both routes providing service approximately every half hour. The Lincoln Fields Mall and Lincoln Fields Transit Station, approximately a 12 and 20 minute walk, respectively, offer additional route options with higher frequencies. The LRT's Lincoln Fields Station is expected to be completed by late 2026.

Although the buildings do not comply with the 20 metre minimum separation distance between towers, as detailed in [Section 77](#), the proposed building heights are at the bottom range of what is defined as a high-rise building. The provided separation distance of 15 metres and location/orientation of balconies and windows between the buildings are sufficient to provide privacy.

The Wind Study and Shadow Analysis confirm that the wind and shadow impacts of the increased height are acceptable. The requested amendments to the Zoning By-law are the following:

- i. Increase in permitted maximum building height to 41 metres. The maximum permitted in the AM10 zone is 30 metres. The various building heights are indicated on the Zoning Schedule.

- ii. Decrease in minimum rear yard setback from 3 metres to the setbacks shown on the height schedule, which range from – to -. These setbacks are a result of the underground parking garage projecting above grade and being integrated with the building as porches. The setbacks are indicated on the Zoning Schedule.
- iii. Exemption from Section 185(10)(e)(i) for the ground floor residential uses in a mixed-use building within 10 metres of a corner lot line. This provision requires a ground floor height of 4.5 metres. The commercial space meets this requirement, however the residential uses are at a height of 3.0 metres.
- iv. Decrease in the separation distance between towers from 20 metres to 15 metres. This is indicated on the Zoning Schedule.

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 associate with this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

ADVISORY COMMITTEE(S) COMMENTS

N/A

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk management 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 direct financial implications.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code. The Accessibility for *Ontarians with Disabilities Act* requirements for site design also apply and have been reviewed through the Site Plan Control application.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-20-0029) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the time required to resolve issues relating to servicing and transportation.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Zoning Schedule

Document 4 UDRP Review Comments

Document 5 Consultation Details

Document 6 Concept Plan

CONCLUSION

The Planning, Real Estate and Economic Development Department supports the proposed Zoning By-law amendment. It is consistent with the Official Plan and represents good planning. The proposal allows for intensification along a Mainstreet Corridor and is compatible with the existing development.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; 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.

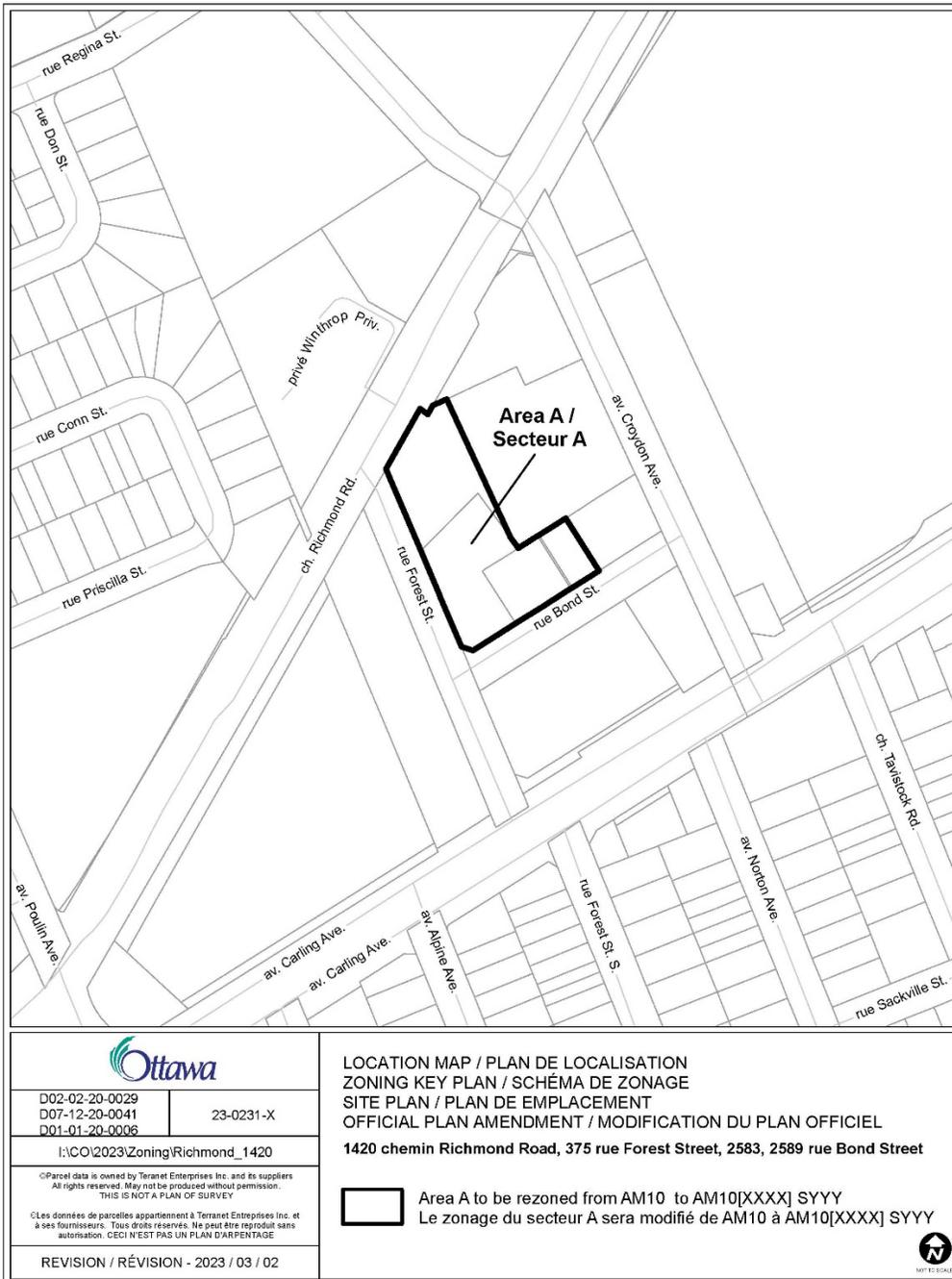
Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)

Subject properties are located on the south side of Richmond Road, bounded by Forest Street to the west and Bond Street to the south.

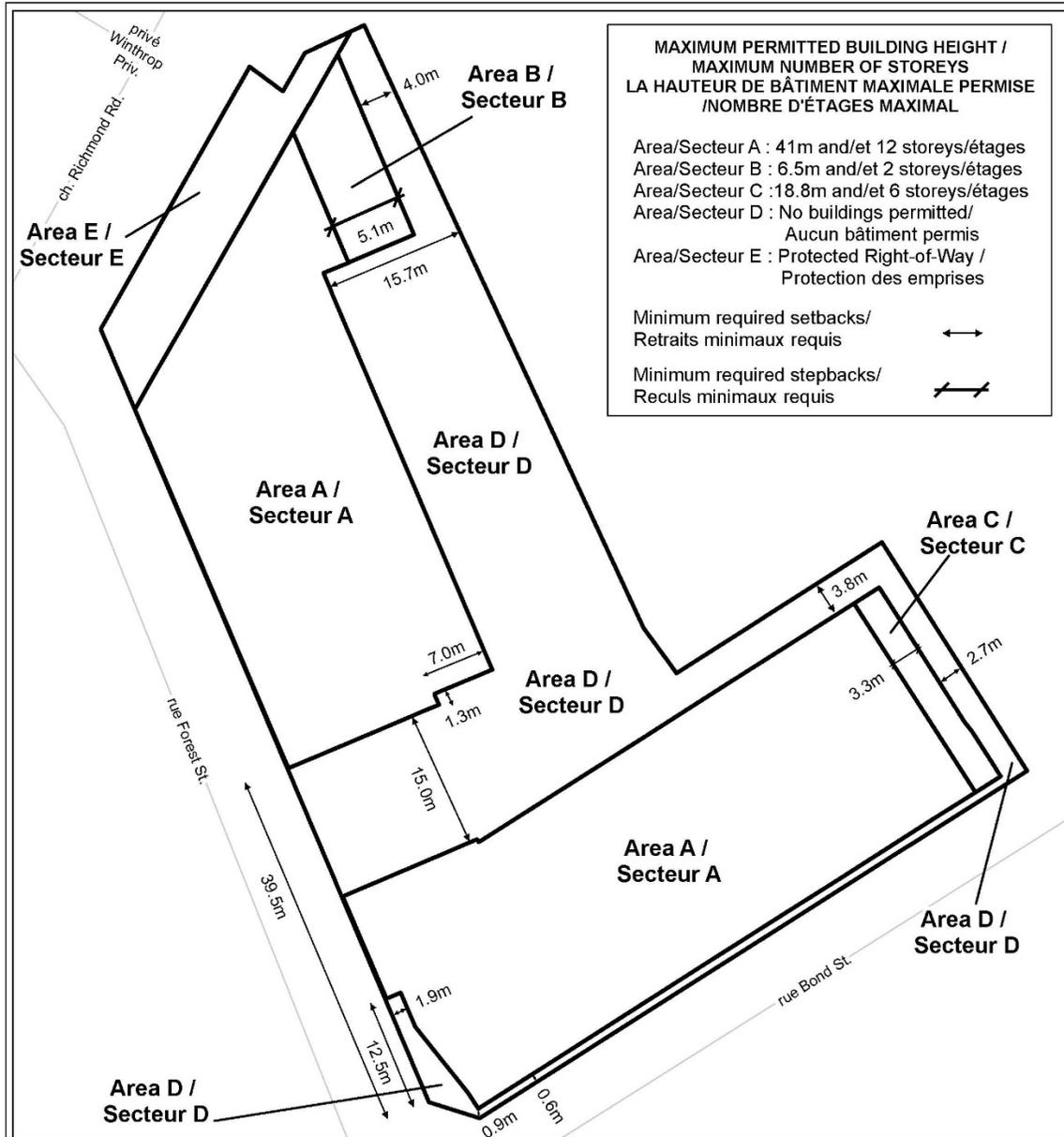


Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1420 Richmond Road, 365 Forest Street, 2583 and 2589 Bond Street:

1. Rezone the lands shown on Document 1, as follows:
 - a. Rezone from AM10 to AM10[XXXX] SYYY
2. Amend Part 17, by adding a new Schedule “YYY” as shown in Document 3
3. Add a new Urban Exception XXXX to include provisions similar in effect to the following:
 - a. In Column II, add the text: AM10[XXXX] SYYY
 - b. In Column V, add the following provisions:
 - i. Maximum building heights, setbacks and stepbacks are as per SYYY.
 - ii. Section 185(10)(e)(i) does not apply to the ground floor residential uses in a mixed-use building within 10 metres of Forest Street
 - iii. “Notwithstanding the provisions of Table 65(5)(i), an open stairway, stoop, landing, steps or ramps may project to within 0 metres of a lot line in a front yard or corner side yard, and there is no projection limit for these features into setbacks shown on Schedule SYYY.”

Document 3 - Zoning Schedule (revised)





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This is Schedule _____ to Zoning By-law No. 2008-250
Annexe _____ au Règlement de zonage n° 2008-250

This is Attachment __ to By-law Number _____, passed _____, 2023
Pièce jointe n° __ du Règlement municipal n° _____, adopté le ____ 2023

 NOT TO SCALE

Document 4 - UDRP Review Comments

The formal review meeting of the Urban Design Review Panel for the Zoning By-law and Site Plan applications was held on September 3, 2020. The panel's recommendations from the review were the following:

Built Form

- The Panel is concerned with the three-metre setback from the eastern property line. Adequate separation should be provided in anticipation of future adjacent development. This could also be addressed with a stepback above the sixth storey.
- The parking garage access should be integrated into one of the buildings or the length of the proposed ramp should be shortened.
- The last townhouse unit on Building A should be integrated into the retail unit.

Architecture

- The Panel highlighted some issues with the proposed framing elements.
- The celebration of the angle is very positive.
- The architectural expression of the first two floors has been handled well. Consider using lighting to highlight the building in other areas, such as illuminating the top of the building.
- There was a suggestion to remove the soffit to lighten the top of the building.

Materiality

- Study the black panelling material from a sustainability and aesthetic perspective.
- Eliminate the upper white frame to assist with scale. The interior of the frame should remain as shown.
- Consider removing the lime green soffits.

Public and Private Realm Design

- The Panel questioned the usefulness of the POPS in its current location given its long and narrow dimensions, its relationship with Richmond, and the uses that frame it. Ideally, it should have adjacent ground-floor commercial uses (with glazing and patios), or a design gesture such as a shelter, a gazebo, or an entry point feature to help define the space and make it feel welcoming to the public.
- Consider cutting back the lower floors of the building to allow for more views and access into the POPS.
- There are significant concerns with the amount of space dedicated to vehicular circulation into the site. Minimize this function to the greatest extent possible and prioritize pedestrians by creating a shared space (using bollards, etc.).
- Garbage removal, bicycle storage, outdoor utility functions combined with pedestrian circulation may result in conflicts. Pedestrian movement through the site needs to be prioritized.
- The spacing between the public realm and private realm for the grade related units is very tight and should be further studied.

- The pathway on the east side of the buildings reads as utilitarian. It should be more thoughtfully designed.
- Consider additional pedestrian-scale lighting.
- The proposed at-grade bike parking is too close to the residential units.

Document 5 – Consultation Details

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.

An electronic public meeting was held on August 13, 2020. In addition to the Ward Councillor and her staff, approximately nine members of the public participated. Questions were posed requesting more details of the proposal as it pertained to design, parkland contribution, provision for affordable units, height transition and energy efficiency

The following summarizes the comments

Building Height

- Concern of loss of view from 356 Croydon Avenue
- Transition to neighbourhood to the north, Tower A should be shorter than Tower B to allow for a transition
- Project is proceeding prior to the completion of the Lincoln Fields Secondary Plan
- Impact of glass on birds

Response

- The view at this location is not protected; protected views are indicated in Schedule C6-A of the Official Plan. The proposed buildings are lower than 356 Croydon and an appropriate separation distance is provided.
- Given the protected road right of way of Richmond Road, is 44.5 metres, the building height is appropriate.
- Although the Secondary Plan is not complete, the proposal is in keeping with the direction of the draft Plan.
- Use of glass for balconies has decreased

Proposed Uses

- Community would like to see the number of units to be kept at what the zoning currently proposed

- Richmond Road should develop as a mixed use retail shopping street

Response

- The Official Plan contemplates, subject to appropriate site and building design, increased height and density along Arterial Mainstreets.
- The original submission contained only residential units, but the applicant has made changes and non-residential uses will front Richmond Road.

Traffic

- The proposed development will add to existing congestion along Richmond Road and studies have identified safety issues along Carling Ave.

Response

- Despite existing background traffic volumes, the proposed development is projected to have a minimal impact on the road network of the surrounding neighbourhood

Construction

- Concern with noise during construction

Response

- Construction will be subject to the Noise By-law ([insert hyperlink](#))

Document 6 - Concept Plan

