

Subject: Zoning By-law Amendment – 1209 St. Laurent Boulevard

File Number: ACS2023-PRE-PS-0085

Report to Planning and Housing Committee on 5 July 2023

and Council 12 July 2023

**Submitted on June 22, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

Contact Person: Kelly Livingstone, Planner II, Development Review East

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Ward: Beacon Hill-Cyrville (11)

Objet : Modification du Règlement de zonage – 1209, boulevard St-Laurent

Dossier : ACS2023-PRE-PS-0085

Rapport au Comité de la planification et du logement

le 5 juin 2023

et au Conseil le 12 juillet 2023

**Soumis le 22 juin 2023 par Derrick Moodie, Directeur, Services de la planification,
Direction générale de la planification, des biens immobiliers et du développement
économique**

**Personne-ressource : Kelly Livingstone, Planificateur II, Examen des demandes
d'aménagement est**

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Quartier : Beacon Hill-Cyrville (11)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1209 St. Laurent Boulevard and 1200 Lemieux Street as shown in Document 1, to permit two, 30 storey high-rise residential 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 July 12, 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 2008-250 visant le 1209, boulevard St-Laurent et le 1200, rue Lemieux, des biens-fonds illustrés dans le document 1, afin de permettre la construction de deux tours résidentielles de 30 étages, comme l’expose en détail le document 2.
2. Que le Comité de la planification et du logement 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 12 juillet 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

1209 St. Laurent Boulevard

Owner

1209 St. Laurent Limited Partnership, Canderel

Applicant

Paul Black, Fotenn Planning and Design

Description of site and surroundings

The subject site is located at the intersection of St. Laurent Boulevard and Lemieux Street, immediately east of the St. Laurent Shopping Centre and north of Highway 417 (see Document 1). The site is about 4,279 square metres in size, with an irregular shape, and surrounded exclusively by public rights of way (St. Laurent Boulevard, Lemieux Street, and Labelle Street). The site is currently vacant. At the southern extent of the site there is an increase of grade by about 3-4 metres with about 30 per cent slopes where the site meets Labelle Street. Labelle Street provides a bridge overpass for vehicles and pedestrians, above and across St. Laurent Boulevard, connecting directly to St. Laurent Shopping Centre and the St-Laurent Light Rail Transit (LRT) station.

Surrounding land uses are primarily commercial. St. Laurent Shopping Centre is located along the west side of St. Laurent Boulevard, along with the St-Laurent LRT station. To the north and east are more commercial uses, including two hotels. Immediately south is the 417 Highway, and further south of the highway is a mix of employment, commercial, and residential uses.

Summary of proposed development

The development application proposes to construct two, 30-storey high-rise towers, connected by a seven-storey podium with a connecting section that reduces down to two storeys in height. A total of 644 residential units are proposed, with 335 units in Tower A (the tower along the St. Laurent Boulevard frontage) and 309 units in Tower B behind. Of the 644 units, 33 studios, 348 one-bedrooms, and 263 two-bedroom units are proposed. A vehicular entrance is provided from Lemieux Street, providing access to a small internal courtyard with short-term parking and loading spaces, as well as a ramp down to an underground parking garage with 4 levels of parking and 359 vehicular parking spaces, 30 of which are for visitor parking. 330 bicycle parking spaces are also provided, with some also provided at main entrances for short term visitors.

Summary of requested Zoning By-law amendment

The site is currently zoned TD3, Transit Oriented Development Zone, which generally permits for high rise apartment dwellings with a maximum height of 90 metres, and minimum residential densities to support transit. The applicant proposes to rezone the subject lands to maintain the TD3 zoning, but add a site-specific exception on the lands, permitting for an increase in height, a reduction in required tower separation distances, and other site-specific changes as the report will outline and describe.

DISCUSSION

Public consultation

A public information session was not conducted, as it is not a legislative requirement, nor was it requested by the Ward Councillor. The Planning and Housing Committee meeting will constitute required public engagement for this item under the *Planning Act*.

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

Official Plan designation(s)

The Official Plan is the guiding document for the growth and development of the City of Ottawa. The subject lands are designated Hub with an Evolving Neighbourhood overlay in the Inner Urban Transect. St. Laurent boulevard is a Mainstreet Corridor. The lands are within a Protected Major Transit Station Area (PMTSA) due to their proximity to the existing and operating St-Laurent LRT station on Line 1. The site is also within a Design Priority Area.

Section 3 of the Official Plan provides the City's overall Growth Management Framework. Policies in this section provide guidance for intensification while generally directing the highest densities for intensification to: Hubs, Mainstreet Corridors, and PMTSA's, contingent on other City-wide and transect area policies. Section 5.2 Inner Urban Transect, subsection 5.2.1(3) states that "the Inner Urban Transect is generally planned for mid- to high-density development, subject to: (a) proximity and access to frequent street transit or rapid transit, and (b) limits on building heights and massing... [is] established through secondary plans or area-specific policy". Further, 5.2.3(1) states that permitted building heights within Hubs are up to high-rise (40-storeys) within a 300-metre radius of a rapid transit station.

Hub policies are provided in Section 6.1, and generally aim to achieve high densities near rapid transit. Subsection 6.1.1(2) states that the strategic purpose of Hubs is to "(a) focus major residential and non-residential origins and destinations including employment within easy walking access of rapid transit stations", and "(c) establish

higher densities than surrounding areas conditional on an environment that prioritizes transit users, cyclists and pedestrians, as well as excellent urban design”. Within the Hub policies, subsection 6.1.2 sets out the direction for PMTSA’s and permits for the establishment of minimum densities, which are done through the Inner East Lines 1 and 3 Stations Secondary Plan as described later in this report. Mainstreet Corridor policies are also provided in Section 6.2 and describe similar objectives to Hub lands.

Other applicable policies and guidelines

Inner East Lines 1 and 3 Stations Secondary Plan

The proposed development is also subject to the Inner East Lines 1 and 3 Stations Secondary Plan. The intent of the plan is to establish maximum building heights and minimum densities in areas surrounding LRT stations and enable transit supportive development. The Secondary Plan includes lands generally around the Tremblay, St-Laurent, Cyrville and Blair stations.

The subject lands are within Area A: Maximum height 30 storeys and Minimum density 350 units per net hectare (residential) and/or 1.5 floor space index (non-residential) as shown on Schedule A – Maximum Building Heights and Minimum Densities to the Secondary Plan. The lands are also within an area requiring a future park, but those obligations will be handled through the related Site Plan Control application.

St. Laurent TOD Plan

The subject lands are also subject to the St. Laurent Transit-Oriented Development (TOD) Plan area. The Density Range and Maximum Building Height for the site are 560+ people per net hectare and 30 storeys respectively. The lands are deemed Mixed Use with an Active Frontage along St. Laurent Boulevard, and the TOD plan identifies a future dedicated cycling facility along St. Laurent, and future shared-use lanes along both Lemieux and Labelle Streets.

St. Laurent Boulevard Transit Priority Corridor Environmental Assessment (EA) Study

The City has just begun work on an Environmental Assessment for St. Laurent Boulevard, which aims to improve the transit efficiency and travel for all modes along St. Laurent Boulevard, from Innes Road in the south to Hemlock Road in the north. The proposed development is one of many developments within the corridor. To date, the study team has consulted with Planning Services to obtain more information about the proposed development, and to ensure effective coordination between the projects.

Urban Design Review Panel

The property is within a Design Priority Area and the Zoning By-law amendment application and Site Plan control application were subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting, which was open to the public.

The formal review meeting for the Zoning By-Law amendment and Site Plan control applications was held on September 9, 2022.

The panels' recommendations from the formal review of the Zoning By-law amendment and Site Plan control applications are provided in Document 4 to this report.

Planning rationale

Zoning By-law Amendment

As described, the property is currently zoned TD3, which permits for the proposed high-rise apartment use. The Zoning By-law Amendment proposes to add a site-specific exception to permit for the planned development.

The exception provisions are laid out in the following Table 1 – Proposed Exception Provisions:

#	Zoning Provision	Current TD3 Zoning	Proposed Exception
1	Minimum front yard setback	0.5 m	8 m
2	Minimum corner side yard setback	0.5 m	0 m
3	Minimum interior side yard setback	0 m, but 12 m when above 6 storeys	0 m
4	Minimum rear yard setback	0 m, but 12 m when above 6 storeys	0 m
4	Maximum permitted height (metres)	90 m	97 m
5	Maximum permitted height (storeys)	Deemed 30 storeys by Secondary Plan	30 storeys

6	Required setbacks above 2-7 th storey	2.5 m	Not required
7	Minimum building separation	24 m	20 m
8	Maximum building setback from an active frontage street (see Schedule 294)	3 m	8.5 m
9	2% of lot area requirement for outdoor communal space at grade	85 sq.m	May be counted at second storey (>85 sq.m provided)
10	Permitted projections above the maximum height limit	Indoor amenity area not permitted	Permitted only up to 300 sq.m in area and 4.5m in height.

Table 1 – Proposed Exception Provisions

Each of the exceptions listed in the table above are required due to the unique lot configuration, the property location, and other site-specific requirements requested by the applicant for the development of the property. Interior, corner side and rear yard setbacks (provisions 2 to 4) are reduced to 0 because the site has only frontage to public streets. Provision 1, front yard setback, is increased to 8 metres because of a required setback from St. Laurent Boulevard by the Ministry of Transportation (MTO). Accordingly, the maximum building setback from an active street frontage (St. Laurent, provision 8) must be increased to 8.5 metres so the applicant can comply with the MTO requirement.

The increase in maximum height in provision 4 is to permit a taller ground floor and provide larger floor-to-ceiling heights throughout the building. Provision 5 reconfirms the maximum number of storeys at 30 since height is being modified slightly. Provision 6 and 7 – the elimination of typical required setbacks from the podium and a reduction in minimum building separation distances - are provided due to a constrained lot layout, and both have been deemed acceptable through design review.

Provision 9 is required due to site grade changes. While the outdoor amenity space is technically at grade to the southerly lot line, under Zoning interpretation it is considered to be “above grade” at the second storey. Lastly, provision 10 is required to permit for a small amount of amenity area on the rooftop. The change will allow for more amenity space in the building for future residents and will have minimal visual impact on the

public realm. The additional amenity space will be limited in floor area and height and will be designed to integrate with the permitted mechanical penthouse projection.

Planning Policy

The proposed rezoning is consistent with Official Plan policy that seeks to intensify and build new housing near LRT stations. Section 3 Growth Management Framework describes how the highest of densities for intensification should be directed to Hubs, Mainstreet Corridors, and Protected Major Transit Station Areas. The lands subject to this rezoning are subject to each of the listed designations and are just across the street from the existing St-Laurent LRT station. Section 5.2, Inner Urban Transect policies repeat similar policies, with statements that describe how density, scale, and height of development is dependent on proximity to rapid transit. Hub policies in Section 6.1 state that major residential development should occur within walking distance to rapid transit stations. Section 6.1.2 provides policy specific to Major Transit Station Areas and aims to intensify lands surrounding major transit stations and establish minimum densities in those areas. Mainstreet Corridors have similar policies to the Hub designation, that look to achieve a high density of development close to corridors and providing stepbacks and transition where appropriate. Since adjacent lands are also designated Hub, transition is not required in the same way as when a Mainstreet Corridor abuts a Neighbourhood designation.

The Inner East Lines 1 and 3 Stations Secondary Plan establishes a maximum height of 30 storeys, and a minimum density of 350 units per hectare on these lands. Similarly, the St. Laurent TOD plan aims to achieve a density greater than 560 units per hectare. With 644 proposed units on a 4,279.77 square metre site, the density as proposed is about 1500 units per hectare and complies with both requirements.

In conclusion, the applicable planning policy describes the need to intensify lands in proximity to rapid transit. The exception provisions contained in the proposed Zoning By-law Amendment are considered to be acceptable to support the proposed high-rise development and achieve the City's goals for intensification on an underutilized parcel of land with direct connections to LRT. It is staff's opinion that the proposed Zoning By-law amendment is consistent with the Official Plan.

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(S)

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

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 direct financial implications.

ACCESSIBILITY IMPACTS

Both the concept plan provided with this Zoning By-law amendment application and the accompanying Site Plan control application have been reviewed for accessibility impacts. The site layout will be required to comply with relevant AODA legislation.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications in so far as the lands are not subject to any environmental planning criteria or requirements.

All development will generate an environmental impact, and the applicant has not indicated a commitment to construct to a higher environmental standard nor provide any “green” features in the site design that would contribute to a reduced environmental impact. Despite this, the form of development is high-density and transit-supportive and is within walking distance to many shops and amenities, which would allow future residents to have a reduced dependency on the use of private automobiles.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0051) was not processed by the “On Time Decision Date” established for the processing of Zoning By-law amendments due to the complexity of the application.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Urban Design Review Panel

Document 5 Site Concept and Renderings

CONCLUSION

The proposed Zoning By-law amendment is consistent with the City of Ottawa Official Plan and the Inner East Lines 1 and 3 Stations Secondary Plan. In staff's opinion, the proposed rezoning is appropriate for the site and represents transit-supportive intensification. Staff recommends that the proposed Zoning By-law amendment be approved.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

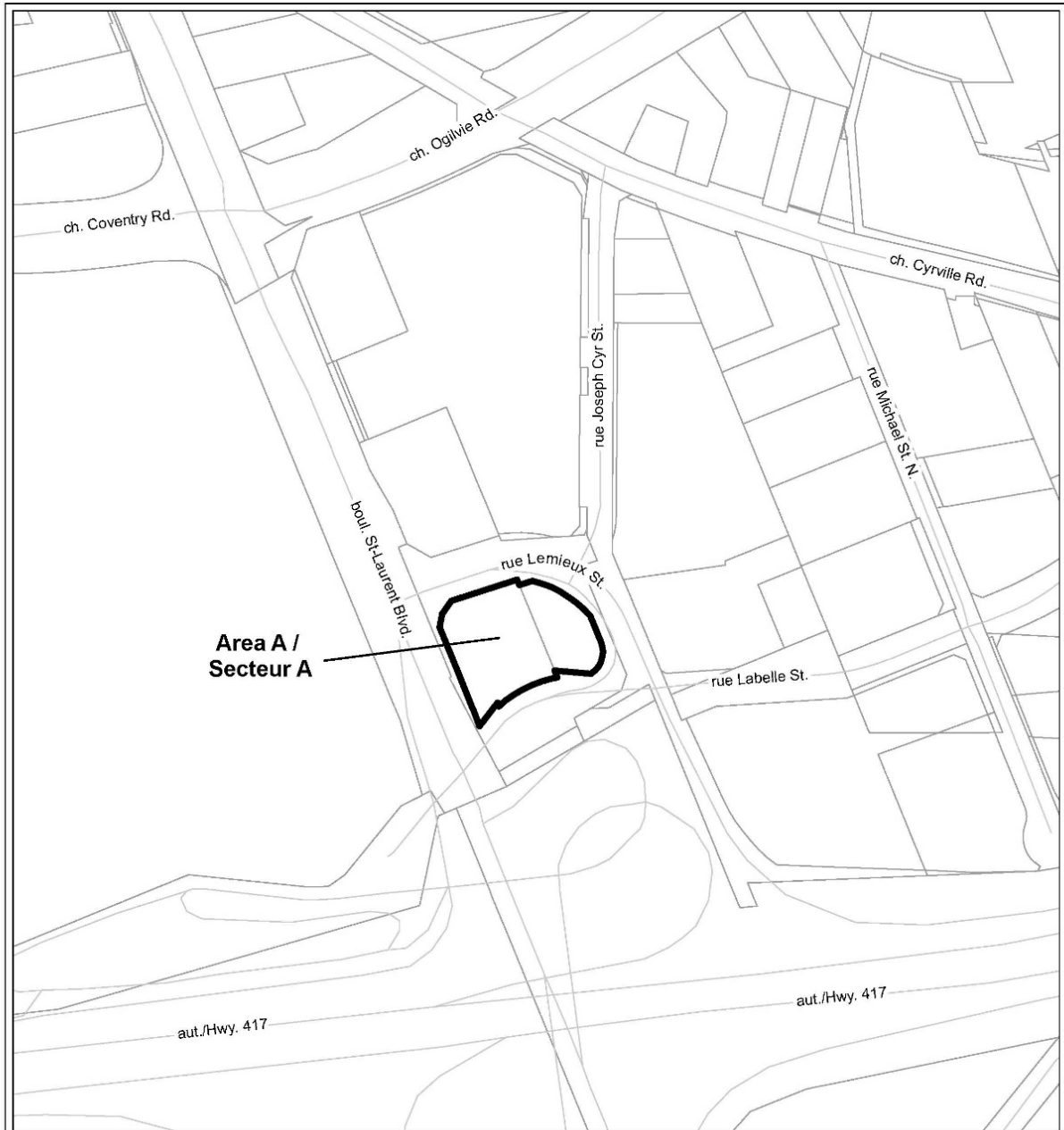
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.




Legal Services, City Manager's Office 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



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-22-0051	23-0527-X	1209 boulevard St. Laurent Boulevard, 1200 rue Lemieux Street	
I:\CO\2023\Zoning\St_Laurent_1209		 Area A to be rezoned from TD3 to TD3[xxxx] H(97) Le zonage du secteur A sera modifié de TD3 à TD3[xxxx] H(97)	
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REVISION / RÉVISION - 2023 / 06 / 07			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1209 St Laurent Boulevard and 1200 Lemieux Street:

1. Rezone the lands as shown in Document 1.
2. Amend Section 239, Urban Exceptions, by adding a new exception [xxxx] with provisions similar in effect to the following:
 - a. In Column II, “Applicable Zones”, add the text, “TD3 [xxxx] H(97)”
 - b. In Column V, “Exception Provisions – Provisions,” add the following:
 - i. For the purposes of zoning interpretation, the lot line that abuts St. Laurent Boulevard is deemed to be the front lot line.
 - ii. Minimum front yard setback: 8 metres.
 - iii. Minimum setback for all other lot lines: 0 metres.
 - iv. Maximum number of storeys: 30.
 - v. Section 196(3)(e) does not apply.
 - vi. Indoor rooftop amenity areas are considered to be permitted projections above the height limit, and may project up to 4.5 metres above the height limit, with a maximum cumulative gross floor area of 300 square metres within all buildings in this exception provision.
 - vii. Section 195(6) does not apply.
 - viii. Despite Section 195(7), where two buildings on the same lot are both more than six-storeys in height that part of the buildings greater than 6 storeys tall must be a minimum of 20 metres away from each other.
 - ix. Outdoor communal space at the second storey can be counted toward the requirements of Section 195(8).
 - x. Despite Section 195(12)(b)(ii), the maximum building setback from an active frontage street on Schedule 294 shall be:
 1. Residential use buildings: 8.5 metres.

2. Non-residential and mixed use building: 8.5 metres.

Document 3 – 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.

Public Comments and Responses

The Overbrook Community Association (OCA) provided comments on the Zoning By-law amendment and Site Plan control applications.

With respect to the Zoning By-law amendment, they stated “We have no comments concerning the proposed rezoning to a TM3 exception zone with exceptions for building setback due to the odd lot shape and streets on all sides, minor height increase of 4 metres, etc.”

With respect to the Site Plan control application, the OCA had comments pertaining to: bicycle parking, car parking, unit mix, transportation demand management, building design, parkland, and access to the St-Laurent LRT station. Each comment will be considered through review of the Site Plan application prior to approval.

No other public comments were received.

Document 4 – Urban Design Review Panel

The formal Urban Design Review Panel meeting for the Zoning By-Law amendment and Site Plan control applications was held on September 9, 2022.

The panel's recommendations from the formal review of the Zoning By-law amendment application and/or Site Plan control application are provided herein:

Massing and Articulation

- Given the precedent-setting nature of the project, the Panel believes the façade facing St; Laurent Boulevard should be studied further as the towers are very similar in expression. The Panel also believes the podium is one floor too tall.
- The Panel is concerned that the height of the podium facing south casts shadows onto the courtyard. Further analysis of the space is needed and the proponent should consider reducing the podium height to provide more natural light into the courtyard.
- Consideration should be given to the views of the towers from the highway. The Panel recommends providing more separation distance between the towers to increase the step back on St. Laurent to improve the public realm. The proponent should also consider moving the east tower further east, to take advantage of the curved roadway.
- The proponent should consider a different tower-podium expression on St. Laurent Boulevard to strengthen its relationship with the surrounding context; for example, the podium could have a similar expression to the building across from Lemieux Street.
- The Panel believes the proponent should study how the podium's base meets the ground on St. Laurent Boulevard, as it has an unnatural appearance. There was a suggestion to introduce exposed columns, ground floor programming and amenities at the base of the tower to address the site's dynamism and to improve the tower's relationship to with the street.
- The proponent should consider tapering down the eastmost tower to differentiate the massing and to have the tallest tower on St. Laurent.
- The project floor plates should be no more than 750 square metres.
- The proponent should consider introducing at-grade units.

Site's Circulation

- The Panel recommends the proponent emphasize the pedestrian strategy and minimize vehicular movement by relocating the drop-off area below grade, tucking the ramp under Tower B and providing additional amenity areas for residents, making the courtyard more pedestrian friendly.
- The Panel appreciates the lobby at the upper level and the step down to St. Laurent Boulevard and notes there is an opportunity to create a strong sense of arrival at the intersection. The proponent should consider integrating Labelle Street and creating a feature at the crosswalk on St. Laurent Boulevard.

Materiality

- The deep cuts in the fabric of the white podium are appreciated, but the Panel is concerned that some of the details might be lost during the construction stage, resulting in the façade appearing less dynamic. The proponent should consider using warm materials as they might be more forgiving. The Panel considers that a combination of warm tones in the podium with a lighter colour in the tower might be more appropriate as surrounding buildings are red and orange brick.
- The Panel appreciates the light precast material but cautions that a dark precast panel might not be appropriate in a climate with long grey winters.

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

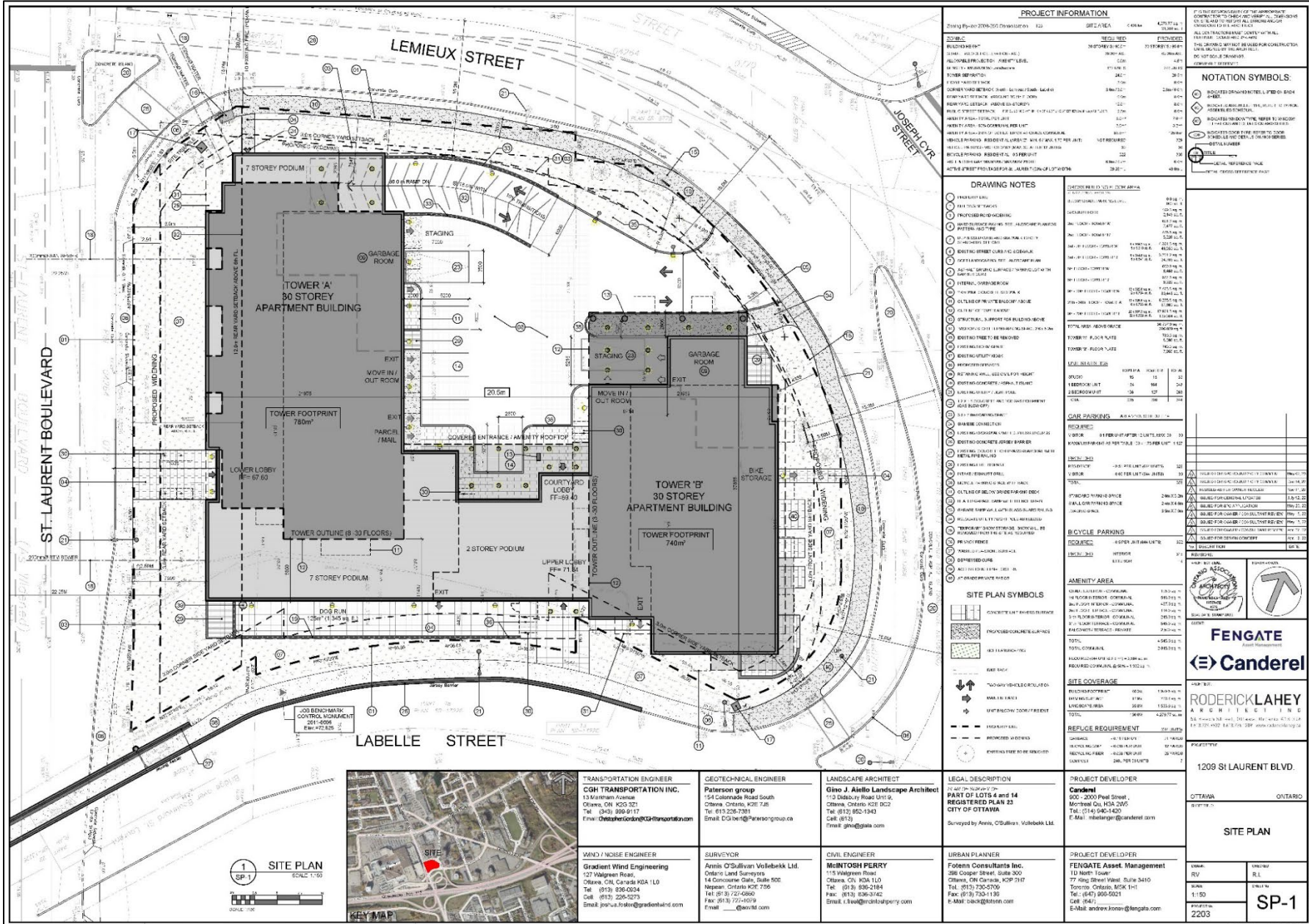
- While the main podium remained at seven-storeys, the podium between the two towers was altered, with its height reduced to two-storeys to create a greater visual separation between the two buildings and mitigate shadow impacts.
- A third colour of cladding was added to reflect surrounding developments.

Some recommendations were not able to be addressed:

- The placement of the towers is limited by the property limits, size of the site, and a required eight metre setback from St. Laurent Boulevard by MTO.
- At-grade units are provided along Lemieux Street but were deemed to not be feasible along St. Laurent Boulevard. Amenity spaces are placed along St. Laurent instead to animate the street.

- Internalizing the parking ramp was studied but determined to not be feasible. Similarly, an entrance to the northwest corner was said to not be feasible.

Document 5 – Site Concept and Renderings



PROJECT INFORMATION

DESCRIPTION	UNIT	QUANTITY	UNIT PRICE	TOTAL
CONCRETE	m³	12,500	120.00	1,500,000
STEEL	kg	150,000	1.50	225,000
FORMWORK	m²	10,000	15.00	150,000
PAINT	m²	5,000	3.00	15,000
LANDSCAPING	unit	100	1,000.00	100,000
UTILITIES	unit	50	2,000.00	100,000
PERMITS	unit	1	100,000.00	100,000
DESIGN	unit	1	100,000.00	100,000
CONSTRUCTION	unit	1	1,000,000.00	1,000,000
TOTAL				3,280,000

NOTATION SYMBOLS:

- 1. INDICATED DRAWINGS MUST BE USED ON EACH SHEET.
- 2. INDICATED DRAWINGS MUST BE USED ON EACH SHEET.
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DRAWING NOTES

1. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.
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SITE PLAN SYMBOLS

- 1. CONCRETE FOOTING/FOUNDATION
- 2. PROPOSED CONCRETE SLAB/RAILINGS
- 3. EXISTING CONCRETE
- 4. EXISTING CURB
- 5. EXISTING SIDEWALK
- 6. EXISTING DRIVE
- 7. EXISTING DRIVE TO BE REVISED
- 8. EXISTING DRIVE TO BE REVISED
- 9. EXISTING DRIVE TO BE REVISED
- 10. EXISTING DRIVE TO BE REVISED

LEGAL DESCRIPTION

PART OF LOTS 4 and 14 REGISTERED PLAN 23 CITY OF OTTAWA

PROJECT DEVELOPER

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 Tel: (514) 940-1420
 E-Mail: info@canderel.com

LEGAL DESCRIPTION

PART OF LOTS 4 and 14 REGISTERED PLAN 23 CITY OF OTTAWA

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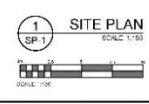
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1209 St LAURENT BLVD.	
OTTAWA	ONTARIO
SITE PLAN	
REV	DATE
1:50	
2203	SP-1



VIEW SOUTH FROM ST LAURENT



VIEW NORTH FROM THE QUEENSWAY



VIEW SOUTH FROM JOSEPH CYR

Image 2 - Perspective photos



Image 3 – Rendering (South, aerial view)



Image 4 – Rendering (North, street view)