2. Official Plan and Zoning By-law Amendments – 1178 Cummings Avenue and 1098 Ogilvie Road

Modifications au Plan officiel et au Règlement de zonage – 1178, avenue Cummings et 1098, chemin Ogilvie

Committee recommendations

That Council approve:

- an amendment to the Cyrville Secondary Plan, Schedule C, to increase the maximum allowable building height of 20 storeys to permit building heights of 25, 27 and 36 storeys at 1178 Cummings Avenue and 1098 Ogilvie Road, as detailed in Document 2;
- 2. an amendment to Zoning By-law 2008-250 for 1178 Cummings Avenue and 1098 Ogilvie Road to permit three high-rise apartment buildings of varying heights and an eight-storey hotel, as detailed in Documents 3 and 4;
- 3. that the implementing Zoning By-law not proceed to Council until such time as the agreement required in accordance with Section 37 of the *Planning Act* is executed.

Recommandations du Comité

Que le Conseil approuve ce qui suit :

- une modification au Plan secondaire Cyrville, annexe C, afin d'augmenter la hauteur de bâtiment maximale autorisée, fixée à 20 étages, et ainsi permettre des hauteurs de bâtiment de 25, 27 et 36 étages au 1178, avenue Cummings et au 1098, chemin Ogilvie, comme l'expose en détail le document 2;
- 2. une modification au Règlement de zonage 2008-250 visant le 1178, avenue Cummings et le 1098, chemin Ogilvie, afin de permettre la présence de trois tours d'habitation de hauteur variée et d'un hôtel de huit étages, comme l'exposent en détail les documents 3 et 4;
- 3. que le règlement de mise en œuvre ne soit pas soumis à l'examen par le Conseil avant la conclusion de l'entente prévue en vertu de

l'article 37 de la Loi sur l'aménagement du territoire.

Documentation/Documentation

 Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated June 26, 2020 (ACS2020-PIE-PS-0022)

Rapport du Directeur, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 26 juin 2020 (ACS2020-PIE-PS-0022)

2. Extract of draft Minutes, Planning Committee, July 9, 2020

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, 9 juillet 2020

Comité de l'urbanisme Rapport 27 le 15 juillet 2020

Report to Rapport au:

Planning Committee Comité de l'urbanisme 9 July 2020 / 9 juillet 2020

and Council et au Conseil 15 July 2020 / 15 juillet 2020

Submitted on 26 June 2020 Soumis le 26 juin 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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Michael Boughton, Planner III / Urbaniste III, Development Review East / Examen des demandes d'aménagement est

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Ward: BEACON HILL-CYRVILLE (11) File Number: ACS2020-PIE-PS-0022

- SUBJECT: Official Plan and Zoning By-law Amendments 1178 Cummings Avenue and 1098 Ogilvie Road
- OBJET: Modifications au Plan officiel et au Règlement de zonage 1178, avenue Cummings et 1098, chemin Ogilvie

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve:
 - a. An amendment to the Cyrville Secondary Plan, Schedule C, to increase

the maximum allowable building height of 20 storeys to permit building heights of 25, 27 and 36 storeys at 1178 Cummings Avenue and 1098 Ogilvie Road, as detailed in Document 2; and

- An amendment to Zoning By-law 2008-250 for 1178 Cummings Avenue and 1098 Ogilvie Road to permit three high-rise apartment buildings of varying heights and an eight-storey hotel, as detailed in Documents 3 and 4;
- 2. That the implementing Zoning By-law not proceed to Council until such time as the agreement required in accordance with Section 37 of the *Planning Act* is executed; and
- 3. 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 July 15, 2020", 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 ce qui suit :
 - a. Une modification au Plan secondaire Cyrville, annexe C, afin d'augmenter la hauteur de bâtiment maximale autorisée, fixée à 20 étages, et ainsi permettre des hauteurs de bâtiment de 25, 27 et 36 étages au 1178, avenue Cummings et au 1098, chemin Ogilvie, comme l'expose en détail le document 2; et
 - b. Une modification au Règlement de zonage 2008-250 visant le 1178, avenue Cummings et le 1098, chemin Ogilvie, afin de permettre la présence de trois tours d'habitation de hauteur variée et d'un hôtel de huit étages, comme l'exposent en détail les documents 3 et 4;
- 2. Que le règlement de mise en œuvre ne soit pas soumis à l'examen par le Conseil avant la conclusion de l'entente prévue en vertu de l'article 37 de la

Loi sur l'aménagement du territoire; et

3. Que le Comité de l'urbanisme 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 15 juillet 2020», à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend approval of the Official Plan and Zoning By-law amendments for 1178 Cummings Avenue and 1098 Ogilvie Road to permit a development consisting of high-rise apartment buildings of 25, 27 and 36 storeys and an eight-storey hotel.

The applicant has requested to increase the maximum building height of 20 storeys allowed by the Cyrville Secondary Plan for the site up to a maximum of 36 storeys, and to change the zoning in effect on the site from "Residential Third Density, Subzone VV" (R3VV) to "Transit Oriented Development Zone" (TD3), with a site-specific exception to exceed the 90-metre building height limit of the TD3 zone provisions to 115 metres. Other exceptions to the zone provisions propose reductions in the minimum yard setbacks, building separation and step-backs.

Applicable Policy

The Official Plan designates the site as Mixed Use Centre, which designation permits a broad variety of land uses at transit-supportive densities given its proximity to one or more stations along the rapid transit network and adjacent major roads. Mixed Use Centres are critical components to the achievement of the City's growth management strategy. The relevant Mixed-Use Centre polices against which any proposed development is evaluated are outlined in Section 3.6.2 of the Plan. In this regard, the proposed high-rise residential development is consistent with those policies.

For Official Plan amendments seeking to increase established building heights in a

Secondary Plan, and particularly in the case of high-rise buildings and those above 30 storeys, consideration must be given to those policies that manage intensification within the urban area, specifically building location in proximity to rapid transit stations (Sec. 2.2.2), urban design and built form (Sec. 2.5.1 and 2.5.6), and compatibility (Sec. 4.11). The proximity of the proposed high-rise development to the transit station is consistent with the general intent of the policies contained in Section 2.2.2., and it adequately and appropriately responds to the urban design policy requirements and is compatible with the surrounding existing and planned transit-oriented community; the proposed amendment to the Cyrville Secondary Plan is appropriate.

The evaluation of the Zoning By-law amendment is also guided by the policies of Section 2.5.1 and 4.11 of the Official Plan.

Section 2.5.1 contains broadly stated design objectives intended to enhance and influence the built environment. The proposed development responds appropriately to these objectives. The policies of Section 4.11 address compatibility of new development with the surrounding context through an evaluation of views, building height and form, setbacks, tower separation, transitions, shadowing, relationship with the public realm, accommodation of parking and access, location of loading and service areas, and clearly defined public spaces. The proposed high-rise development also is consistent with these policy requirements.

In summary, the proposed Official Plan and Zoning By-law amendments together respect and uphold the intent of the relevant policies and contain appropriate zone provisions to permit the proposed development that would not have undue adverse impacts on the existing surrounding community.

Other Matters

In accordance with Section 37 of the *Planning Act*, the City may authorize increases in the height and density of development above the levels otherwise permitted by the Zoning By-law, in return for the provision of community benefits. The proposed Zoning By-law amendment permits high-rise buildings to a height of 36 storeys whereas the current zoning in effect on the subject property permits only low-rise development limited to four stories, and the density of the proposed high-rise development is considerably more than 25 per cent of that permitted as-of-right. Therefore, the owner is required to provide a Section 37 community benefit contribution in the amount of \$130,000 to be put toward improvements to Ken Steele Park. Other identified non-

monetary public benefits will be secured through the Site Plan Control approval process.

Public Consultation/Input

Notification and public consultation were undertaken in accordance with Council's Public Notification and Public Consultation Policy for Official Plan and Zoning By-law amendments. The holding of a formal City-organized public information session during the public consultation period was deemed not necessary, as only a few submissions were received from members of the public concerning the proposed development.

RÉSUMÉ

Recommandation du personnel

Le personnel chargé de la planification recommande l'approbation des modifications au Plan officiel et au Règlement de zonage visant le 1178, avenue Cummings et le 1098, chemin Ogilvie, afin de permettre un aménagement composé de tours d'habitation de 25, 27 et 36 étages et d'un hôtel de huit étages.

Le requérant a demandé une augmentation de la hauteur de bâtiment maximale, fixée à 20 étages dans le Plan secondaire Cyrville, afin de la faire passer à 36 étages au maximum, et une modification du zonage en vigueur sur cet emplacement, qui passerait de « Zone résidentielle de densité 3, sous-zone VV » (R3VV) à « Zone d'aménagement axé sur le transport en commun » (TD3), assortie d'une exception propre à l'emplacement permettant de faire passer de 90 à 115 mètres la hauteur de bâtiment maximale fixée par les dispositions de la zone TD3. D'autres exceptions à ce zonage proposent des réductions des retraits de cour minimaux, de distance de séparation et de marge de recul.

Politique applicable

Le Plan officiel désigne l'emplacement comme étant un « Centre d'utilisations polyvalentes », une désignation qui permet toute une gamme d'utilisations du sol correspondant à des densités favorables au transport en commun, compte tenu de sa proximité avec une ou plusieurs stations du réseau de transport en commun rapide et les routes principales adjacentes. Les centres d'utilisations polyvalentes sont des éléments cruciaux de la stratégie de gestion de la croissance de la Ville. Les politiques pertinentes relatives aux centres d'utilisations polyvalentes prises en compte dans l'évaluation de tout projet d'aménagement sont décrites à la section 3.6.2 du Plan officiel. À cet égard, l'aménagement résidentiel de grande hauteur proposé respecte ces politiques.

En ce qui concerne les modifications au Plan officiel qui permettraient d'augmenter les hauteurs de bâtiment maximales fixées dans un plan secondaire, et plus particulièrement dans le cas des tours et des immeubles de plus de 30 étages, il faudrait tenir compte des politiques régissant la densification dans le secteur urbain, notamment l'emplacement des bâtiments à proximité de stations de transport en commun rapide (section 2.2.2), le design urbain et la forme bâtie (sections 2.5.1 et 2.5.6) ainsi que la compatibilité (section 4.11). La proximité de l'aménagement de grande hauteur proposé de la station de transport en commun est conforme à l'intention générale des politiques figurant à la section 2.2.2. Elle correspond de manière adéquate et appropriée aux exigences en matière de design urbain, et est compatible avec la collectivité environnante, axée sur le transport en commun, actuelle et prévue; la modification proposée au Plan secondaire Cyrville est appropriée.

L'évaluation de la modification au Règlement de zonage est également orientée par les politiques des sections 2.5.1 et 4.11 du Plan officiel.

La section 2.5.1 contient des objectifs de conception évoqués à grands traits destinés à influer sur l'environnement bâti et à le mettre en valeur. L'aménagement proposé répond de manière appropriée à ces objectifs. Les politiques de la section 4.11 abordent la question de la compatibilité des nouveaux aménagements avec le contexte environnant, par le biais d'une évaluation des vues, des hauteurs et des formes de bâtiment, des retraits, des distances de séparation entre les tours, des transitions, de l'ombrage, de la relation avec le domaine public, de la mise à disposition de places de stationnement et d'accès, de l'emplacement des aires de chargement et de service ainsi que des espaces publics clairement définis. L'aménagement de grande hauteur proposé est également conforme aux exigences de ces politiques.

En résumé, les modifications proposées au Plan officiel et au Règlement de zonage respectent et soutiennent l'intention des politiques pertinentes, et contiennent des dispositions de zonage appropriées pour permettre cet aménagement sans qu'il n'entraîne d'effets négatifs excessifs sur la collectivité environnante.

Autres questions

Aux termes de l'article 37 de la *Loi sur l'aménagement du territoire*, la Ville peut autoriser une hauteur et une densité supérieures aux niveaux autorisés par le Règlement de zonage en contrepartie de la fourniture d'avantages communautaires. La modification proposée au Règlement de zonage permet la présence d'immeubles de grande hauteur pouvant atteindre 36 étages, alors que le zonage actuellement en vigueur sur la propriété visée n'autorise que des aménagements de faible hauteur, limités à quatre étages, et la densité de l'aménagement de grande hauteur proposé est considérablement supérieure aux 25 pour cent autorisés de droit. Par conséquent, le propriétaire est tenu de verser une contribution pour avantages communautaires, en vertu de l'article 37, d'un montant de 130 000 \$, qui serviront à mettre en valeur le parc Ken-Steele. Les autres avantages publics non financiers à fournir seront garantis dans le cadre du processus d'approbation de la réglementation du plan d'implantation.

Consultation publique et commentaires

Un avis public a été donné à cet égard et une consultation publique a eu lieu conformément à la politique concernant les avis et les consultations publics approuvée par le Conseil municipal pour les modifications au Plan officiel et au Règlement de zonage. La tenue d'une séance d'information publique officielle, organisée par la Ville pendant la période de consultation publique, n'a pas été jugée nécessaire car les membres du public ont soumis peu de demandes au sujet de l'aménagement proposé.

BACKGROUND

Learn more about Development Application process - Zoning Amendment

For all the supporting documents related to this application visit the <u>link to</u> <u>Development Application Search Tool</u>.

Site location

1178 Cummings Avenue and 1098 Ogilvie Road

Owner

6770967 Canada Inc.

Applicant

Denis Archambeault

Architect

PMA Architectes and Lapalme Rheault Architectes et Associés

Description of site and surroundings

The subject site is located approximately 400 metres east of St. Laurent Boulevard and north of Highway 417 within the Cyrville community of Ward 11, as highlighted on Document 1. The vacant site is approximately 1.54 hectares (3.8 acres) in area and fronts Cummings Avenue to the east and Ogilvie Road to the north.

The lands immediately east of the site and opposite Cummings Avenue are occupied by an eight-storey residential apartment building. Immediately south is a low-rise office building on the corner of Cyrville Road and Cummings Avenue, and west of the site are several underdeveloped and vacant properties consisting primarily of a mix of low-rise commercial, institutional and restaurant uses. A Hydro One power transmission corridor, which crosses diagonally over Ogilvie Road, borders most of the site's northern limit; opposite Ogilvie Road and north of the site are an automotive gas bar and car wash establishment, a restaurant and a residential townhouse condominium development.

The site is within the Cyrville Transit-oriented Development (TOD) Plan and is just 400-metre from the Confederation Line's Cyrville Station.

Summary of requested Official Plan and Zoning By-law amendment proposal

The proposed site development, illustrated in Documents 5 to 8, consists of two separate six-storey podium buildings from which rise three high-rise residential apartment towers to building heights of 25, 27 and 36 storeys, containing approximately 850 dwelling units, and a 150-room hotel to a height of eight storeys. The entire mixed-use complex has a projected gross floor area of approximately 63,000 square metres (680,000 square feet). All vehicle parking is proposed to be accommodated underground with loading and service functions contained internal to the site. Building access would be from a central on-site roadway that itself accesses both Cummings Avenue and Ogilvie Road. A planned small urban parkette and multi-use pathway provide pedestrian access through the site to both public roads.

The requested Official Plan amendment, attached as Document 2, proposes to change Schedule C – Maximum Building Heights – of the Cyrville TOD Secondary Plan as it pertains to the subject site to allow the proposed residential high-rise apartment building development to exceed the current 20-storey height limit up to a maximum of 36 storeys. The amendment changes the site's maximum height limit from "Area B" (20 storeys) to "Area A" (30 storeys), with a site-specific exception to allow one building to exceed the 30-storey height limit to a maximum building height of 36 storeys.

The site is currently zoned "Residential Third Density, Subzone VV" (R3VV) in City Zoning By-law 2008-250, which zone allows a mix of residential building forms ranging from single detached to townhouse dwellings. The proposed Zoning By-law amendment changes the zoning to "Transit Oriented Development Zone" (TD3), with a site-specific exception to exceed the 90-metre building height limit of the TD3 zone provisions to 115 metres. Other exceptions to the zone provisions propose reductions in the minimum yard setbacks, building separation and step-backs. The details of the proposed Zoning By-law amendment are outlined in Documents 3 and 4.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with Council's Public Notification and Public Consultation Policy for Official Plan and Zoning By-law amendments. The holding of a formal City-organized public information session during the public consultation period was deemed not necessary.

A total of seven submissions were received from members of the public either expressing support for the proposed development or requesting further information and/or to be notified of any future public meetings and Council's decision. Three submissions expressed concerns with the proposal.

For this proposal's consultation details, see Document 10 of this report.

Official Plan designation

Schedule B of the Official Plan designates the site as Mixed Use Centre, which designation permits a broad variety of land uses at transit-supportive densities given its proximity to one or more stations along the rapid transit network and adjacent major roads. Mixed Use Centres are critical components to the achievement of the City's growth management strategy. They are intended focal points of social and economic activity having high potential and expectation for compact and mixed-use development, including employment and high-density and high-rise housing, and are expected to develop with careful attention to the mix of uses, building design and orientation, and pedestrian connectivity. The relevant Mixed-Use Centre polices against which any proposed development is evaluated are outlined in Section 3.6.2 of the Plan.

Other relevant policies against which a proposed high-rise development within the City's Urban Area is evaluated include those for managing intensification within the urban area

(Sec. 2.2.2), urban design and built form (Sec. 2.5.1 and 2.5.6), and compatibility (Sec. 4.11).

Other applicable policies and guidelines

The subject site also lies within the limits of the Cyrville Transit-oriented Development (TOD) Plan, the purpose of which is to set the stage for future transit-supportive or intensified land development in the area located near the Cyrville Light Rail Transit Station. The plan establishes a broad growth strategy for achieving a transit supportive community to evolve over time by employing effective urban design techniques in the planning and design of the community surrounding the station. The Plan provides critical direction regarding increased residential and employment densities, desired land use and built form, development of the public realm, place-making, mobility and servicing of the surrounding area.

The Cyrville Transit-oriented Development (TOD) Plan is implemented in part by the TOD Secondary Plan, which establishes graduated maximum building heights and minimum development densities surrounding the Cyrville rapid-transit station within the planning area. The intent of the Secondary Plan is to achieve transit-supportive development densities and intensification over the long term. Schedule C – Maximum Building Heights – of the Plan sets a 20-storey building height limit for the subject site with a minimum residential density of 250 units per net hectare.

In cases where high-rise development – ten storeys or more – is proposed, buildings are evaluated using the *Urban Design Guidelines for High-rise Buildings*, approved by Council on 23 May 2018. This document provides guidance on three key design principles: understanding of the existing and planned context with attention to compatibility and building transition; achieving desirable built form; and creating attractive public spaces.

The Urban Design Guidelines for Transit-Oriented Development Guidelines, approved by Council on 26 September 2007, also apply to development within a 600-metre walking distance of a transit station, since people are more likely to choose transit if they can easily walk between many destinations at the beginning and end of their trips. This can be achieved through providing increased densities, mixed uses, and pedestrian-oriented design within easy walking distances of high-quality transit. The Guidelines address: providing a mix of uses and densities that complement both transit users and the local community; ensuring built form is designed and orientated to facilitate and encourage transit use; managing the safe circulation of pedestrians,

cyclists, vehicles and parking; and creating quality public spaces that provide direct, convenient, safe and attractive access to transit.

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 and his design consultants 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 application was held on 6 March 2020.

The Panel's recommendations from the formal review of the Official Plan and Zoning By-law amendment applications are:

Summary:

- The Panel thanks the proponent for their collaboration with staff and the Panel through a focused design review session. The proposal has much improved.
- Panel expressed general support for the proposal, which will be an important precedent-setting development for an area that needs intensification.
- Further refinement is needed to the pedestrian network and user experience, the design of the hotel building, and refinement of the architecture of the tallest tower.

Context:

- Continue to study how the whole area comes together in terms of placemaking, gateways, and edge, landscape integration, and stormwater management integration.
- As the remainder of this large block continues to evolve, perhaps the central park space and strong views of Our Lady of Lourdes Church could act as organizing device for the context. Consider adjusting the internal street layout on the site to open a view corridor to the church from Ogilvie Road.

Building Design:

- The Panel supports the proposed height of the podiums.
- The Panel recommends differentiating the hotel building from the rest of the podium and development. It should be designed to read as part of the same "family" but

nuanced architecturally to be distinct and unique.

- Eliminate the heavy feature at the top of the tallest tower. Rather, use the expression of the rooftop to define the silhouette and set it apart as a landmark within the development. The façade facing Cyrville Road is more successful in this respect.
- Explore options to have the hotel attain a greater degree of public presence at grade.
- Consider dropping the parking below the pool underground to establish a stronger dialogue between the pool and the garden spaces.
- The proposed garden may work better on the residential side of the development to capture the early morning and late day sun.
- Consider making the pool an indoor pool, possibly at grade. It would get more use year-round if it were indoor.

Pedestrian Experience:

- The Panel recommends that the proponent continue to study the character of the streets, the pedestrian experience and the network of pedestrian connections through the site.
 - Direct connections will be very important to achieve transit-oriented development goals. The pedestrian realm twists and turns as proposed.
 - Ensure that all pathways feel safe, public, have "eyes on street", and are well lit.
 - Avoid blank walls such as the parking garage and continue to look for opportunities to better animate the development at grade.
- Re-evaluate the design of the drop-off to have it read more as a street.
- Consider planting an additional row of trees on the Cummings Avenue edge to signify the formality of the edge of the hotel and a second row at the street edge.

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

• Architectural revisions to the hotel and the main entrance will be incorporated to make it more distinct and unique from the residential podiums and to have a greater public presence at grade.

- Design revisions to the top portion of the 36-storey landmark building now make it visually lighter and distinctive.
- The on-site pedestrian facilities are well defined and provide clear connections and paths of travel to the surrounding public streets and sidewalks.
- Greater attention was given to how the site could fit appropriately within the context of the surrounding Cyrville TOD area.

The following explains why certain recommendations of the Panel were not able to be met:

• The design and configuration of the outdoor pool and garden space remain unchanged, as it is the project architect's design preference that the pool and outdoor amenity area remain physically separated from and raised above the internal roadway so as to create an open space environment that is more conducive to relaxation.

The Department notes that there has been extensive collaboration between the applicant, City staff and the UDRP, which has resulted in significant site and building design improvements. The recommended Zoning By-law amendment accommodates those positive design features supported by the Panel where appropriate; all the Panel's comments with respect to building design and the pedestrian experience will be appropriately addressed through the Site Plan Control process.

Planning rationale

The intent of the applicable Mixed-Use Centre policies of the Official Plan is to encourage and accommodate a combination of transit supportive land uses and appropriate high-density development that minimizes impacts on the surrounding area. In this regard, the proposed high-rise residential development is consistent with those policies. The strategic placement of the buildings on site, with the tallest building being separated farthest from the existing residential development, the provision of underground parking, much needed public parkland, open space and pedestrian linkages, and employment of traffic demand management measures and road modifications combine to mitigate and minimize the impacts.

The Cyrville Secondary Plan designates the site as Area B on Schedule C, which sets a maximum building height of 20 storeys and a minimum residential density of 250 units per net hectare. The proponents' original preliminary development concept, which

featured four, 20-storey apartment towers, initially conformed with the Plan's maximum height and minimum density requirements. However, in response to extended consultations with Department staff and the UDRP on matters of appropriate urban design and massing, the current development proposal consisting of three buildings in excess of 20 storeys was filed in support of the now required subject Official Plan amendment.

For Official Plan amendments seeking to increase established building heights in a Secondary Plan, and particularly in the case of high-rise buildings and those above 30 storeys, consideration must be given to building location in proximity to rapid transit stations, urban design matters, the impacts on the surrounding community, appropriate transition and compatibility, and the provision of a community amenity.

The Official Plan establishes that the greatest density and tallest buildings are to be located closest to the rapid transit station, and high-rise buildings above 30 storeys are to be located generally within 400 metres walking distance of a transit station. The subject development site is between 400 and 500 metres walking distance of the Cyrville Transit Station. Although only one of the proposed buildings exceeds a height of 30 storeys, the proximity of the proposed high-rise development to the transit station is consistent with the general intent of the Official Plan in this regard.

Document 9 is a graphic illustration that provides an aerial view of a general representation of the potential building heights and densities allowable under the Cyrville and St. Laurent TOD Plan directions. It is provided for a visual understanding of the potential future planned context only and should not be construed to represent any specific design proposal. The proposed high-rise and 30+ storey development has been inserted into the image to demonstrate its massing and scale in relation to the surrounding future context. The slender design of the three towers and hotel extending above a six-storey podium that frames the public street edges, the placement of the buildings on site and their separation from one other appropriately respond to minimize the impacts on the surrounding existing and future development, therefore, adequately and appropriately responds to the policy requirements and is compatible with the surrounding existing and planned transit-oriented community; the proposed amendment to the Cyrville Secondary Plan is appropriate.

The existing Residential Third Density (R3VV) zone currently in effect on the site reflects the low-density planning direction that existed prior to the adoption of the

Cyrville TOD Plan and Secondary Plan in 2014. The recommended Zoning By-law amendment, outlined in Documents 3 and 4, seeks to implement the Cyrville TOD Plan and the proposed amendment to the Cyrville Secondary Plan by permitting the appropriate use and development of the site through the application of specific provisions to address building heights, setbacks and step-backs.

The evaluation of applications for Zoning By-law amendments are guided by the policies of Section 2.5.1 and 4.11 of the Official Plan.

The policies of Section 2.5.1 contain broadly stated design objectives intended to enhance and influence the built environment. The objectives address such matters as enhancing the sense of community by creating and maintaining places with their own distinct identity, defining quality public and private spaces through development, and creating places that are safe, accessible and easy to move through. The proposed development responds appropriately to these objectives. The slender point block towers and facades would be distinctive to the existing building typology in the Cyrville community and would be landmark buildings on the skyline. In addition, the future planned public parkette and well defined on-site multi-use pathway through the site linking to a future planned public road or pedestrian corridor would contribute toward enhancing the sense of community.

The policies of Section 4.11 address compatibility of new development with the surrounding context through an evaluation of views, building height and form, setbacks, tower separation, transitions, shadowing, relationship with the public realm, accommodation of parking and access, location of loading and service areas, and clearly defined public spaces. The proposed high-rise development is consistent with these policy requirements. The three 25-, 27- and 36-storey residential point block towers would enhance the otherwise unremarkable skyline at the eastern entrance into the City along Highway 417. The form of development, comprised of two, six-storey podiums defined by building material changes and step-backs above which rise the three high-rise towers and eight-storey hotel, provide appropriate tower separation and access to sunlight. The shadow analysis reveals that the impact to the surrounding lowand mid-rise residential development would not be much greater than the shadows cast by a development built to the current 20-storey height limit of the Cyrville Secondary Plan. The principal facades of the buildings appropriately face the adjacent public roads, and the primary entrances to Tower 2 and the hotel are oriented toward and enhance Cummings Avenue and the public realm. Vehicular access to underground parking and the loading and service area are from a central internal road with access

onto both abutting public roads. The tallest building, Tower 3, is positioned in the southwest corner of the site to provide the greatest transition to the nearest low- and mid-rise residential development. Finally, the site provides an abundance of open space, including a public parkette and multi-use pathway, rooftop amenities, and the greening of the adjacent hydroelectric power transmission corridor. The strategic location of the ground-oriented open spaces also contributes to providing adequate building setbacks from adjacent properties. Other compatibility policy considerations, such as building materials and colours will be reviewed and refined through the site plan control process.

In summary, the proposed Official Plan and Zoning By-law amendments together respect and uphold the intent of the relevant policies and contain appropriate zone provisions to permit the proposed development. The supporting proposed site development would deliver on much needed high-density housing in close proximity to the rapid transit station and would begin the revitalization of the Cyrville community that has been lacking for years. The proposed amendments and supporting site development are appropriate and would not have undue adverse impacts on the existing surrounding community.

Section 37 Community Benefits

Pursuant to Section 37 of the *Planning Act*, the City may authorize increases in the height and density of development above the levels otherwise permitted by the Zoning By-law, in return for the provision of community benefits. Accordingly, Policy 11 of Section 5.2.1– Implementation Mechanisms – of the Official Plan states that limited increases will be permitted in return for the provision of community benefits as set out in the Zoning By-law, which shall be secured through an agreement registered on title, in accordance with the *Planning Act*. Such community benefits must be over and above those facilities and services that would otherwise be required as part of the City's standard development review process, standard budgeting process or that may be provided through the Development Charges By-law.

The proposed Zoning By-law amendment permits high-rise buildings to a height of 36 storeys whereas the current zoning in effect on the subject property permits only low-rise development limited to four stories, and the density of the proposed high-rise development, of course, is considerably more than 25 per cent of that permitted as-of-right. As such, the owner is required to provide a Section 37 community benefit contribution. As discussed above, Department staff are satisfied that the proposed development conforms with the intent of the relevant Official Plan Policies, the principles

and objectives of the Cyrville TOD Plan, and with the relevant Council-approved design guidelines; the development represents good planning.

As set out in the Council-approved Section 37 Guidelines (2017), the Ward Councillor, in consultation with the local community, identifies potential benefits to be considered for inclusion in a Section 37 By-law and Agreement. During its approval and passing of the zoning changes for increased height and density, City Council in turn would consider the contributions and associated community benefits being secured.

In accordance with the Section 37 Guidelines and negotiations undertaken with the applicant, the amount of the Section 37 contribution for the proposed development, based on a total net floor area of 63,200 square metres, has been determined to be \$130,000. This contribution will be put toward improvements to Ken Steele Park to provide a football bunker and local community improvements. Other public benefits to be secured as part of the Site Plan Control approval process and without a monetary contribution include:

- The planned multi-use pathway, finished grading, and sodding and/or seeding of the Hydro Electric Power corridor adjacent to the site;
- Public sidewalk extension within Cummings Avenue road allowance from the northern limit of the site to Ogilvie Road; and
- The planned multi-use pathway and associated lands on the site from Cummings Avenue to the west limit of site.

The exact details of the improvements are to be determined between City of Ottawa staff, the Ward Councillor and the community, subject to community consultation and concurrence by the Ward Councillor.

The details of the Section 37 contributions are also contained within the recommended Zoning By-law amendment attached as Document 3. These community benefits will be secured prior to the issuance of the first building permit. The details of the final Section 37 contribution will be contained within the Section 37 agreement and will be indexed in accordance with the Statistics Canada Construction Price Index for Ottawa that applies to the type of community benefit being secured, calculated from the date of the Section 37 agreement to the date of payment. The implementing Zoning By-law will not proceed to City Council for adoption until such time as the agreement under Section 37 of the *Planning Act* is executed.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2014 and 2020 Provincial Policy Statements.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Tierney concurs with the recommendations of this report.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's <u>Comprehensive Asset Management (CAM) Program</u> objectives. The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner.

As a result of this development, the City would take ownership of a planned small public urban parkette and public multi-use pathway which provides pedestrian access through the site to both public roads.

The Section 37 contribution, required for the zoning to take effect, will be put toward improvements to Ken Steele Park to provide a football bunker and local community improvements. Other public benefits to be secured as part of the Site Plan Control approval process and without a monetary contribution include:

• The planned multi-use pathway, finished grading, and sodding and/or seeding of the Hydro Electric Power corridor adjacent to the site;

- Public sidewalk extension within Cummings Avenue road allowance from the northern limit of the site to Ogilvie Road; and
- The planned multi-use pathway and associated lands on the site from Cummings Avenue to the west limit of site.

The exact details of the improvements are to be determined between City of Ottawa staff, the Ward Councillor and the community, subject to community consultation and concurrence by the Ward Councillor.

FINANCIAL IMPLICATIONS

In accordance with the Council-approved guidelines, the amount of the Section 37 contribution for the proposal has been determined to be \$130,000. This contribution will be put toward improvements to Ken Steele Park to provide a football bunker and local community improvements.

This financial contribution will be secured prior to the issuance of the first building permit and details of the final Section 37 contribution will be contained within the Section 37 agreement and will be indexed and calculated from the date of the Section 37 agreement to the date of payment.

Other non-monetary public benefit contributions include:

- The planned multi-use pathway, finished grading, and sodding and/or seeding of the Hydro Electric Power corridor adjacent to the site;
- Public sidewalk extension within Cummings Avenue road allowance from the northern limit of the site to Ogilvie Road; and
- The planned multi-use pathway and associated lands on the site from Cummings Avenue to the west limit of site.

ACCESSIBILITY IMPACTS

Design considerations with respect to accessibility are not a key consideration of this Zoning By-law amendment application. If the application is approved, accessibility impacts will be assessed in detail through the site plan control approval process.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

• Thriving Communities

APPLICATION PROCESS TIMELINE STATUS

These applications (Development Application Numbers: D01-01-19-0012 and D02-02-19-0078) were not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of the policy and site design issues associated with the application.

SUPPORTING DOCUMENTATION

Document 1	Location Map and Zoning Key Plan
Document 2	Details of Recommended Official Plan Amendment
Document 3	Details of Recommended Zoning
Document 4	Schedule XXX – Maximum Permitted Building Heights
Document 5	Preliminary Site Plan
Document 6	Conceptual Landscape Plan
Document 7	Aerial View of Proposed Development
Document 8	Perspectives of Proposed Development
Document 9	Contextual Illustration of Cyrville TOD Plan
Document 10	Consultation Details

CONCLUSION

The recommended amendment to the Cyrville Secondary Plan is consistent with the relevant Official Plan policies and respects the principles and objectives of the Cyrville TOD Plan. The proposed site development is compatible with the existing and planned urban context and supports intensification through the provision of high-density housing in close proximity to the rapid transit station. The recommended implementing Zoning By-law amendment contains a suite of site-specific provisions that are consistent with the relevant Official Plan Policies of Section 2.5.1 and 4.11 and Urban Design Guidelines, and that would permit good planning and site development.

The department recommends that the proposed Official Plan and Zoning By-law amendments be approved.

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DISPOSITION

Legislative Services, Office of the City Clerk to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and 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-laws and forward to Legal Services.

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

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

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Document 1 – Location Map and Zoning Key Plan

For an interactive Zoning map of Ottawa visit geoOttawa.



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Document 2 – Details of Recommended Official Plan Amendment

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Official Plan Amendment No. XXX

to the

Official Plan for the

City of Ottawa

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THE STATEMENT OF COMPONENTS

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of Amendment No. XXX to the Official Plan for the City of Ottawa.

PART B – THE AMENDMENT constitutes Amendment XXX to the Official Plan for the City of Ottawa.

PART A – THE PREAMBLE

1. Purpose

The purpose of this Official Plan Amendment is to amend Schedule C – Maximum Building Heights – of the Cyrville Secondary Plan as it pertains to the subject location.

2. Location

The site is located approximately 400 metres east of St. Laurent Boulevard and north of Highway 417 within the Cyrville community of Ward 11, as shown on the attached Lands Affected Map. It is municipally known as 1178 Cummings Avenue and 1098 Ogilvie Road. It is approximately 1.54 hectares in area and fronts Cummings Avenue to the east and Ogilvie Road to the north.

3. Basis

The proposed development intended on the site consists of two separate six-storey podium buildings from which rise three high-rise residential apartment towers to building heights of 25, 27 and 36 storeys containing approximately 850 dwelling units, and a 150-room hotel to a height of eight storeys. The entire mixed-use complex has a projected gross floor area of approximately 63,200 square metres and a residential density of 552 units per net hectare.

The Cyrville Secondary Plan designates the site as Area B on Schedule C – Maximum Building Heights – which sets a maximum building height of 20 storeys and a minimum residential density of 250 units per net hectare.

The Official Plan Amendment proposes to change Schedule C of the Cyrville Secondary Plan as it pertains to the site to allow the proposed residential highrise apartment building development to exceed the current 20-storey height limit up to a maximum of 36 storeys. The amendment changes the site's maximum height limit on Schedule C from "Area B" (20 storeys) to "Area A" (30 storeys), and includes added text to the Secondary Plan specific to the site to allow, by exception, one building to exceed the 30-storey height limit to a maximum building height of 36 storeys.

4. Rationale

The proposed Official Plan Amendment respects and upholds the intent of the

relevant Official Plan policies and the principles of the Cyrville TOD Plan. The supporting proposed site development would deliver on much needed highdensity housing in close proximity to the rapid transit station and would begin the revitalization of the Cyrville community that has been lacking for years. The proposed amendment and supporting site development are appropriate and would not have undue adverse impacts on the existing surrounding community.

Lands Affected Map



PART B – THE AMENDMENT

1. Introduction

All of this part of this document entitled The Amendment consisting of the following Schedule 1 constitutes Amendment No. XXX to the Official Plan for the City of Ottawa.

2. Details of the Amendment

The City of Ottawa Official Plan is hereby amended as follows by:

- a) Amending Schedule C Maximum Building Heights of the Cyrville Secondary Plan, to redesignate the lands municipally addressed as 1178 Cummings Avenue and 1098 Ogilvie Road from "Area B" to "Area A", as shown on Schedule 1 to this amendment; and
- b) Adding the following new policy to Section 1.2 Maximum Building Heights and Minimum Densities:
 - "1.2.1 Despite Section 2.1, new development at the properties municipally addressed as 1178 Cummings Avenue and 1098 Ogilvie Road is permitted one building within the development to exceed the 30-storey height limit defined by Area A, as annotated on Schedule C – Maximum Building Heights – of the Cyrville Secondary Plan, to a maximum building height of 36-storeys."

3. Implementation and Interpretation

Implementation and Interpretation of this amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.



Schedule 1 of Amendment No. XXX to the Official Plan for the City of Ottawa

Document 3 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1178 Cummings Avenue and 1098 Ogilvie Road are as follows:

- 1. Rezone the lands as shown in Document 1.
- 2. Amend Part 17 Schedules, by adding a new schedule of building heights, Schedule XXX, as shown in Document 4.
- 3. Add a new exception, TD3[xxxx] SXXX, to Section 239 Urban Exceptions with provisions similar in effect to the following:
 - a. In Column II, add the text, "TD3[xxxx] SXXX";
 - b. In Column V, add the following text:
 - Minimum required yard setbacks and building step-backs, and maximum permitted building heights are as per Schedule XXX. Maximum building heights shown on Schedule XXX do not apply to the permitted projections of Section 65.
 - Table 195(f) does not apply.
 - Subsection 195(6) does not apply.
 - Despite Subsection 195(7), the minimum required building separation shall be as shown on Schedule XXX.
 - Despite Table 113B(b)(iii), the minimum width of an aisle accessing a loading space is 8.0 metres.
 - The lands zoned TD3[xxxx] SXXX are considered one lot for zoning purposes.
 - The following provisions dealing with Section 37 authorization apply:
 - i. Pursuant to Section 37 of the *Planning Act*, the height and density of development permitted in this by-law are permitted subject to compliance with all of the conditions set out in this by-law including the provision by the owner of the lot of the facilities, services and matters set out in Section XX of Part 19 hereof, to the City at the owner's sole

expense and in accordance with and subject to the agreement referred to in ii. below.

- ii. Upon execution and registration of an agreement or agreements with the owner of the lot pursuant to Section 37 of the *Planning Act* securing the provision of the facilities, services or matters set out in Section XX of Part 19 hereof, the lands are subject to the provisions of this by-law. Building permit issuance with respect to the lot shall be dependent upon satisfaction of the provisions of this by-law and in the Section 37 Agreement relating to building permit issuance, including the provision of monetary payments and the provision of financial securities.
- iii. Wherever in this by-law a provision is stated to be conditional upon the execution and registration of an agreement entered into with the City pursuant to Section 37 of the *Planning Act*, then once such agreement has been executed and registered, such conditional provisions shall continue.
- 4. Add the following new Section, numbered accordingly, and text to Part 19 of the Zoning By-law, which text sets out the facilities, services and matters that are to be provided in accordance with the *Planning Act*.

"1178 Cummings Avenue and 1098 Ogilvie Road

The City shall require the owner of the lands at 1178 Cummings Avenue and 1098 Ogilvie Road to enter into an agreement pursuant to Section 37 of the *Planning Act*, to be registered on title, to the satisfaction of the City Solicitor and General Manager, Planning, Infrastructure and Economic Development, to secure the public benefits as detailed below.

- (a) Monies paid to the City to be used for defined capital projects with the total value of the benefits to be secured being \$130,000 to the City, indexed upwardly in accordance with the Statistics Canada Non-Residential Construction Price Index for Ottawa, calculated from the date of the Section 37 Agreement to the date of payment as follows:
 - (i) Improvements to Ken Steele Park to provide a football bunker and local community improvements.

- (b) The public benefits to be secured as part of the Site Plan Control approval process and without a monetary contribution are as follows:
 - (i) The planned multi-use pathway, finished grading, and sodding and/or seeding of the Hydro Electric Power corridor adjacent to the site, subject to the City entering into a License of Occupation and/or recreational license with the Ontario Infrastructure and Lands Corporation (OILC)/Hydro One Networks Inc. (HONI);
 - (ii) Public sidewalk extension within Cummings Avenue road allowance from the northern limit of the site to Ogilvie Road; and
 - (iii) The planned multi-use pathway and associated lands on the site from Cummings Avenue to the west limit of site.
- (c) The owner of the site shall enter into and register on title to the lot one or more agreements with the City of Ottawa pursuant to Section 37 of the *Planning Act*, to the satisfaction of the City Solicitor, in consultation with the General Manager, Planning and Growth Management, to secure facilities, services and matters set forth in this section.
- (d) Notwithstanding the foregoing, the owner and the City may modify or amend said agreement(s), from time to time upon the consent of the City and the owner, without further amendment to those provisions of the Zoning By-law which identify the facilities, services, and matters to be secured.
- (e) The payment of Section 37 funds shall be provided prior to the issuance of a building permit for the proposed development."

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Document 4 – Schedule XXX – Maximum Permitted Building Heights

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Document 5 – Preliminary Site Plan

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Document 6 – Conceptual Landscape Plan

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Document 7 – Aerial View of Proposed Development

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Document 8 – Perspectives of Proposed Development



PROPOSED DEVELOPMENT VIEW FROM CUMMINGS AVENUE LOOKING TO THE SOUTH



PROPOSED DEVELOPMENT VIEW FROM THE SOUTH - MICHAEL STREET NORTH

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Document 9 – Contextual Illustration of Cyrville TOD Plan

Document 10 – 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 Official Plan and Zoning By-law amendments. No public meetings were held in the community, as it was deemed not necessary given the low number of public comments received.

A total of seven submissions were received from members of the public either expressing support for the proposed development or requesting further information and/or to be notified of any future public meetings and Council's decision. Three submissions expressed the following concerns with the proposal.

Public Comments and Responses

Comment:

The proposed rezoning will significantly affect local traffic patterns especially the intersection at Ogilvy Road and Cummings Avenue and have negative impacts.

Response

The proposed development at full build-out no doubt will have impacts on the surrounding road network and intersections. However, all intersections within the immediate surrounding area are projected to operate at acceptable levels of service during the morning and afternoon peak hours. During the future Site Plan Control review process, it is expected that the need for a combination of specific traffic demand management measures and road modifications, such as turning lane extensions and signal timing adjustment, would be discussed and implemented if warranted.

Comment:

The proposed development would undermine the Cyrville Secondary Plan's intended hierarchy of permitted heights radiating from the Cyrville transit station and would potentially impact adjacent landowners' abilities to develop their lands in future.

Response:

The Cyrville TOD Plan, adopted by City Council in 2014, outlines an ambitious and permissive program of high-density and high-rise development surrounding the LRT station. In the ensuing six years, the proponents of the proposed development are but

the first to implement the Plan's stated goals and objectives. While the subject development site is just beyond 400 metres walking distance of a transit station, it is consistent with the general intent of the relevant Official Plan policies in this regard. With the recent completion of the Confederation Line, it is expected that other similar development proposals will soon follow.

Comment:

The proposed private road access from Ogilvie Road provides no buffer to the immediately adjacent building and lands, raising future concerns with noise, light spillage, safety of children, drainage and snow storage, and may also impact the adjacent property's sewer and water connections.

Response:

These concerns are relevant and would be addressed most appropriately during the future Site Plan Control review and approval process and public engagement process.

Comment:

The proposed development would potentially have negative impacts to the immediate surrounding lands caused by shadowing.

Response:

The form of the proposed development, comprised of two, six-storey podiums above which rise the three high-rise towers and eight-storey hotel, provide appropriate tower separation and access to sunlight to existing surrounding properties. The shadow analysis reveals that the impact to the surrounding low- and mid-rise residential development would not be much greater than the shadows cast by a development built to the current 20-storey height limit of the Cyrville Secondary Plan.

Community Organization Comments and Responses

None.