2. ZONING BY-LAW AMENDMENT – 809 RICHMOND ROAD

MODIFICATION AU RÈGLEMENT DE ZONAGE – 809, CHEMIN RICHMOND

COMMITTEE RECOMMENDATION

That Council approve an amendment to Zoning By-law 2008-250 for 809 Richmond Road to permit a 24-storey mixed-use building, as detailed in Document 2.

RECOMMANDATION DU COMITÉ

Que le Conseil approuve une modification au Règlement de zonage 2008-250 visant le 809, chemin Richmond, en vue de permettre la construction d'un immeuble polyvalent de 24 étages, comme l'expose en détail le document 2.

DOCUMENTATION/DOCUMENTATION

- Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated 27 June 2017 (ACS2017-PIE-PS-0095)
 - Rapport de la Directrice, Service de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté 27 juin 2017 (ACS2017-PIE-PS-0095)
- 2. Extract of draft Minutes, Planning Committee, 11 July 2017
 - Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 11 juillet 2017

Report to Rapport au:

Planning Committee / Comité de l'urbanisme July 11, 2017 / 11 juillet 2017

> and Council / et au Conseil August 23, 2017 / 23 août 2017

Submitted on June 27, 2017 Soumis le 27 juin 2017

> Submitted by Soumis par: Lee Ann Snedden, Director / Directrice,

Planning Services / Service de la planification

Planning, Infrastructure and Economic Development Department / Direction générale de la planification, de l'infrastructure et du développement économique

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Ward: BAY (7) / BAIE (7) **File Number**: ACS2017-PIE-PS-0095

SUBJECT: Zoning By-law Amendment – 809 Richmond Road

OBJET: Modification au Règlement de zonage – 809, chemin Richmond

REPORT RECOMMENDATIONS

1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 809 Richmond Road to permit a 24-storey mixed-use building, as detailed in Document 2.

2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of 23 August 2017" subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

- 1. Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 visant le 809, chemin Richmond, en vue de permettre la construction d'un immeuble polyvalent de 24 étages, comme l'expose en détail le document 2.
- 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 de l'avocat général 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 du projet de loi 73 », à la réunion du Conseil municipal prévue le 23 août 2017, 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

Assumption and Analysis

The Zoning By-law amendment application permits the development of a 24-storey mixed-use building approximately 200 metres from the future Cleary Light Rail Transit (LRT) Station. The applicant strategically located the tower portion of the building furthest from the existing low-rise residential area, and the design incorporates appropriate setbacks, stepbacks, an active street frontage, a compact tower floor plate, and a podium/tower design that minimizes impacts on the existing surroundings.

Public Consultation/Input

Approximately 100 comments were submitted during the application review process. Few comments were submitted in support, with the majority in opposition based on issues such as height and density, parking and traffic, sun shadowing, construction, and design.

The applicant held an open house on January 11, 2017 to present changes made to the original proposal. The original proposal containing two 16-storey towers was revised to a concept that had a 9-storey and 19-storey built form. During this meeting, displays boards were available for viewing, and the consultant team provided a presentation of the revised proposal followed by an open question and answer period. Approximately 50 individuals attended. Staff also attended the meeting to field questions on process and next steps. On May 23, 2017 another update was made available to the public. The applicant brought display boards of the revised proposal to an already planned public meeting in the neighbourhood (Cleary and New Orchard Planning Study / Byron Linear Park Renewal). This update presented the proposal that is the subject of this report for the 24-storey building; one tower with a five storey base.

RÉSUMÉ

Hypothèse et analyse

La demande de modification au Règlement de zonage vise à permettre la construction d'un immeuble polyvalent de 24 étages à environ 200 mètres de la future station Cleary du train léger (TLR). Le requérant a stratégiquement placé la tour de l'immeuble dans la partie la plus éloignée du secteur résidentiel de faible hauteur, et la conception du projet intègre des retraits appropriés, une façade sur rue active, une tour à la superficie au sol compacte et une disposition socle-tour qui limite les répercussions sur le secteur environnant.

Consultation publique et commentaires

Une centaine de commentaires ont été soumis pendant la durée du processus d'examen de la demande. Peu d'entre eux étaient favorables au projet, la plupart étant en effet opposés pour des questions entourant la hauteur et la densité, le stationnement et la circulation, l'ombrage, la construction et la conception.

Le requérant a organisé une réunion portes ouvertes le 11 janvier 2017 afin de présenter les changements apportés à la proposition initiale. Le projet d'origine, avec

ses deux tours de 16 étages, a été révisé selon un concept de forme bâtie à 9 et 19 étages. Au cours de cette réunion, des tableaux explicatifs ont été installés et l'équipe du consultant a présenté le projet révisé, une présentation suivie d'une période ouverte de questions et réponses. Une cinquantaine de participants étaient présents. Des employés ont participé à l'événement pour répondre aux questions entourant le processus suivi et les prochaines étapes du projet. Le 23 mai 2017, une autre mise à jour a été proposée aux membres du public. Le requérant a apporté de nouveaux tableaux explicatifs à une réunion publique déjà prévue dans le quartier (Étude de planification de Cleary et New Orchard / réaménagement du parc linéaire Byron). C'est au cours de cette réunion de mise à jour qu'a été présentée la proposition faisant l'objet du présent rapport, c'est-à-dire un immeuble de 24 étages constitué d'une tour et d'un socle de cinq étages.

BACKGROUND

Learn more about <u>link to Development Application process - Zoning Amendment</u>

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

Site location

809 Richmond Road

Owner

Kristy's Restaurants Inc. (c/o Jamie Boyce)

Applicant

Fotenn Consultants Inc., Mike Szilagyi

Architect

Roderick Lahey Architect Inc., Roderick Lahey

Description of site and surroundings

The site is located on the north side of Richmond Road, 200 metres west of Cleary Avenue, on the boundary of the Woodroffe North and Carlingwood communities in Ward 7 – Bay. It has approximately 100 metres of frontage along Richmond Road, and is 3,578 square metres in size. Currently, the site is occupied by a one-storey restaurant and associated surface parking lot.

Richmond Road is a Traditional Mainstreet with a wide-variety of uses along the area corridor, including commercial, mixed-use and residential uses. The site surroundings include the following:

- North: to the immediate north is the Unitarian Campus which includes a retirement home, church and day care centre on site. To the northwest is the Woodroffe North community consisting of low-rise residential homes.
- East: along Richmond Road to the east are two single-storey commercial buildings followed by a 16-storey residential building (The Continental) at Cleary Avenue, and mix of uses further east. The Cleary LRT Station will be located at the northeast corner of Richmond Road and Cleary Avenue.
- South: across Richmond Road to the south is the Byron Linear Park, with a variety of low-rise residential uses further south.
- West: along Richmond Road to the west, an 11-storey mixed-use building exists on the abutting property, with a variety of additional low-rise commercial buildings heading west towards Woodroffe Avenue.

Summary of requested Zoning By-law amendment proposal

The applicant is proposing a 24-storey mixed-use building with retail on the ground floor and residential above with approximately 240 dwelling units. An underground garage provides access to 137 parking spaces and 132 bicycle stalls.

The site is currently split zoned with the western half of the property zoned Traditional Mainstreet, Urban Exception 25, with a height limit of 15 metres (TM[25] H(15)), and the eastern half zoned Traditional Mainstreet, Urban Exception 25 (TM [25]) ,which has a height limit of 20 metres. The TM zone permits a broad range of commercial, institutional and residential uses, and Exception 25 allows for one outdoor commercial patio.

The applicant is requesting an amendment to the Zoning By-law to accommodate the development with site specific zoning provisions, including an amendment to the building height to permit the development of a 24-storey (75.0 metres) mixed-use building. The amendment, as detailed in Document 2, includes the following:

Rezone the site to TM [xxxx] SYYY.

- Urban Exception "xxxx" will require the maximum building height and minimum setbacks to apply as per the new Schedule.
- Schedule 'YYY' will identify the maximum building heights and minimum setbacks as per the proposed development.

Brief history of proposal

In 2008, Council approved incorporating the Richmond Road / Westboro Community Design Plan as a Secondary Plan, and also made a number of Zoning By-law amendments to various properties subject to the study area. 809 Richmond Road was included in the rezoning items and Council approved the western portion of the site to be rezoned from a maximum height limit of 18.0 metres to 15.0 metres. Staff at the time acknowledged that the western portion of the property was in the zone of influence, and made reference of the proximity to low-rise residential zones, and the Community Design Plan sought to keep this area at four-storeys. The current zoning reflects this change. However, the Secondary Plan in effect provides policy direction for conditions that allow greater building heights when considered on a site specific basis, and this application has been reviewed in that regard.

Development proposals at 809 Richmond Road have not been before City Council otherwise.

DISCUSSION

Public consultation

Notification and public consultation was undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

The proposed development made two significant changes since the original submission. The applicant held an open house on January 11, 2017 to present changes made to original the proposal. The original proposal containing two 16-storey towers was revised to a concept that had a 9-storey and 19-storey built form. During this meeting, displays boards were available for viewing, and the consultant team provided a presentation of the revised proposal followed by an open question and answer period. Approximately 50 individuals attended. Staff also attended the meeting to field questions on process and next steps. On May 23, 2017 another update was made available to the public. The applicant brought display boards of the revised proposal to an already planned public meeting in the neighbourhood (Cleary and New Orchard Planning Study / Byron Linear

Park Renewal). This update presented the proposal that is subject to this report for the 24-storey building; one tower with a five storey base.

When significant updates were provided to the department, staff notified registered community groups and individuals that had commented on the application to date. The on site signs were also updated and installed on June 9, 2017 to provide general awareness of the revised proposal for a 24-storey building.

Approximately 100 comments were submitted during the application review process. Few comments were submitted in support, with the majority is opposition based on issues such as height and density, parking and traffic, sun shadowing, construction, and design.

For this proposal's consultation details, see Document 5 of this report.

Official Plan designation(s)

The site is located within the Traditional Mainstreet designation as shown on Schedule B of the City's Official Plan. Schedule C shows Richmond Road as a primary on-street cycling route. Schedule E, Urban Road Network, shows Richmond Road as an arterial road.

Other applicable policies and guidelines

The Richmond Road/Westboro Secondary Plan in Volume 2 of the Official Plan applies. Within this plan, the site is located within Sector 2 – Woodroffe North Area. This area encourages mixed-use development with ground floor neighbourhood-oriented commercial uses to serve residents of the area. Potential redevelopment sites along Richmond Road should generally limit the height to a range of four to six storeys. This Plan, however, also recognizes Richmond Road as a Traditional Mainstreet where redevelopment and infill are encouraged to optimize the use of land through height and density. The Plan supports building heights generally in the range of four to six storeys, but permits consideration for greater building heights in Policy 1.3.3 where the proposed building height provides a transition between existing buildings, the building is located where there are opportunities to support transit, the development incorporates Section 37 benefits, or the application of provisions 2.5.1 and 4.11 of the Official Plan determine that additional height is appropriate. However, the proposed development is exempt from Section 37 benefits since the gross floor area of the building is less than a 25% increase of the current zoning permissions.

The Urban Design Guidelines for Traditional Mainstreets guide development to provide compatibility in context, to achieve high-quality built forms, provide continuity along Mainstreets, to foster compact pedestrian oriented development and a broad range of uses. Mainstreets promote buildings that respect the rhythm and pattern of the existing or planned buildings on the street, set back upper storeys, and respect the privacy of buildings to the rear.

The Urban Design Guidelines for High-Rise Housing speaks to high-rise buildings being well designed, including a mix of land uses to support urban services and amenities, contribute to an area's liveability, and shape and define public streets and spaces at a human scale. Guidelines include addressing compatibility through massing, setbacks and transitions, including a podium, orienting the towers to minimize the extent of shadowing, designing with compact floor plates, and improving spaces for pedestrians and the public realm.

The Urban Design Guidelines for Transit Oriented Development apply to all development within a 600 metre walking distance of a transit Station. These guidelines state that people are more likely to choose transit if they can easily walk between destinations at the beginning and end of their trip. This can be achieved through providing increased densities, mixed-uses and pedestrian oriented design within easy walking distances of high-quality transit. The guidelines speak to land use, site layout, built form, pedestrians and cyclist, vehicles and parking, and streetscape and the environment.

Urban Design Review Panel

The property is located within a Design Priority Area and the Zoning By-law amendment application is subject to the Urban Design Review Panel (UDRP) process. The applicant pre-consulted with the UDRP and will return for formal review through the Site Plan Control process.

Planning Rationale

Planning Act and Provincial Policy Statement

Section 2 of the *Planning Act* outlines those land use matters that are of Provincial interest, to which all City planning decisions shall have regard. The Provincial interests that apply to this site include the orderly development of safe and healthy communities, the appropriate location of growth and development, the promotion of development that is designed to be sustainable to support public transit and to be oriented to pedestrians,

and the promotion of a built form that is well-designed and encourages a sense of place, and provides for public spaces.

In addition, the *Planning Act* requires that all city planning decisions be consistent with the Provincial Policy Statement (PPS), 2014: a document that provides further policies on matters of Provincial interest related to land use development.

The recommended Zoning By-law amendment is considered consistent with the matters of Provincial interest as outlined in the Planning Act and is in keeping with the PPS, 2014 by promoting efficient land use development and use of resources, with intensification and a built form that supports healthy, active communities in proximity to services and amenities, and supports active transportation.

Official Plan Policies

This application has been reviewed under the consolidated Official Plan (2003) with regard for the Council approved amendments contained within Official Plan Amendment 150 (OPA 150). The proposal conforms to the specific amendments introduced through OPA 150, and most importantly the policies specific to high-rise development in Section 4.11 – Urban Design and Compatible Development.

The site is designated as Traditional Mainstreet (Section 3.6.3), a target area for intensification, and a designation which envisions some of the most significant development opportunities. Dense and mixed-use development that supports, and is supported by, increased walking, cycling and transit use is encouraged, along with a built form that emphasizes street level animation and a pedestrian-friendly environment with active frontages.

While the Official Plan supports mid-rise building heights up to six storeys on Traditional Mainstreets, greater building heights may be considered where the proposed building provides a transition between existing buildings, where the development is at a location where there are opportunities to support transit at a transit Station, or the application of Sections 2.5.1 and 4.11 determine that additional height is appropriate. The future Cleary LRT Station is located approximately 200 metres walking distance from the mid point of the site.

Section 2.5.1 and 4.11 of the Official Plan provides policy direction for urban design and compatibility. Document 4 provides supporting images to highlight some of the positive urban design and compatibility features described below.

Section 2.5.1 is broad in nature with design objectives such as defining quality spaces. ensuring safety and accessibility, respecting the character of the community, considerations on the adaptability of space in a building, and sustainability. New design and innovation co-existing with existing development without causing undue adverse impacts on surrounding properties is also considered. The proposed development has located the tallest portion of the building towards the eastern side of the site away from the adjacent low-rise community (Woodroffe North), and is positioned to respect the development potential of the surrounding properties, including the Unitarian Campus to the north and along Richmond Road to the east. The western portion of the site is designed with a four-storey podium and a fifth storey that is setback an additional 2.0 metres. Shadows fall mainly across the Unitarian Campus to the north, and due to the limited tower floor plate (approximately 750 square metres), shadows will advance quickly across the area. As per the City's guidelines for preparing sun shadow studies, no sun sensitive areas will experience shadowing from the proposed development for greater than a two-hour consecutive period. Furthermore, as shown in Document 4, the proposed building provides for a generous setback along the majority of the Richmond Road frontage. This space will be designed, and function as, a privately owned public space that is at least 200 square metres in size, contributing to the street-level animation and ability to define a quality public space. The design and functionality of the space will be addressed through Site Plan Control.

Policies 8 to 10 of Section 4.11 of the Official Plan reference the consideration of permission for high-rise buildings. High-rise buildings may be considered on Traditional Mainstreets where the proposed location is within 600 metres of a rapid transit station and where a Secondary Plan acknowledges that there are significant opportunities to support transit by providing a pedestrian and transit-oriented mix of uses and activities. The Richmond Road/Westboro Secondary Plan, Policy 1.3.3, supports greater building heights where there are opportunities to support transit at a station, where Section 2.5.1 and 4.11 of the Official Plan determine that additional height is appropriate. As noted previously, the future Cleary LRT Station will be 200 metres walking distance from midpoint of the site.

Section 4.11 further references compatibility of new buildings with their surroundings through setbacks, heights, transitions, colours and materials, orientation of entrances, location of loading facilities and service areas, and podium design. The proposed development provides generous rear yard setbacks and a varying setback along Richmond Road to break-up the mass and provide for a pedestrian oriented streetscape. The western portion of property transitions to a low-rise height with a four-

storey podium, and the fifth-storey above steps back an additional 2.0 metres. The four-storey built form is carried through to the eastern portion of the site with the tower above. The base of the building is consistent with the existing built forms along the corridor such as the stepback found on the Continental building at the fifth storey, and the existing five-storey condominium further east. The ground floor has been designed to provide active entrances and significant glazing with active uses providing direct access to the street and includes an area set aside to function as public space. Vehicle access is provided on the western portion of the building, and through Site Plan Control additional safety measures such as materiality will be used to reinforce a pedestrian first space. Coordination with the Richmond Road Complete Street project will also take place at this time, and the development concept incorporates the required road widening which will be conveyed through Site Plan. Building colours, materials, and pedestrian treatment will be reviewed and refined through Site Plan Control, which will include the UDRP process.

Section 4.11 also notes the importance of transition, the planned function and intensity in the immediate area. Opportunities exist within the immediate context surrounding the future Cleary LRT Station for additional high-rise buildings. The proposal was revised throughout the course of this application to reduce the height on the western portion of the property to provide transition to the neighbouring low-rise community, and the high-rise tower incorporated better tower separation and floor plate principles to improve shadowing impacts and be mindful of development potential on abutting properties.

In regard to OPA 150, Section 4.11 was amended considerably. Of particular interest to the proposed development is the policy direction for high-rise buildings with respect to tower separation and residential floor plates. OPA 150 introduces policy that encourages a tower separation of at least 23 metres, and residential floor plates should be limited to 750 square metres. The proposed development results in a tower with a 743 square metre floor plate, which is setback by at least 11.5 metres from the abutting properties to ensure appropriate tower separation.

As per the Richmond Road / Westboro Secondary Plan, the policies allowing for greater heights was explained above, and in addition to the proximity to the future Cleary LRT Station, the analysis of Section 2.5.1 and 4.11 of the Official Plan determined that additional height is appropriate. The proposed building also responds positively to the Secondary Plan by providing a mixed-use development and intensification on the Traditional Mainstreet that incorporates human-scale design elements, enhanced pedestrian realm, and compatibility on an appropriate redevelopment site. The building

setbacks and upper-storey stepbacks avoid creating a street wall and allows for interest in the streetscape and activity along the sidewalk.

Staff are satisfied that the requested Zoning By-law amendment for the proposed 24-storey mixed-use building is consistent with the Official Plan polices, including the Richmond Road/Westboro Secondary Plan and OPA150. Revisions were made to the proposal to directly respond to community concerns, and although the height increased from the original proposal, the urban design of the 24-storey building directly responds to relevant polices affecting high-rises. The tower has a small floor plate and is separated from abutting properties. Significant revisions resulted in improved sun shadowing effects, especially in relation to the Woodroffe North community, and the sensitive area of the day care centre abutting the site to the north. The development provides an opportunity to support public transit with the future Cleary LRT Station, as well as the on-street cycling network. The proposed high-rise building is consistent with the Official Plan, and guidelines for high-rise development, and development near transit Stations.

Cleary and New Orchard Planning Study

The Cleary and New Orchard Planning Study is an active study that intends to amend the Richmond Road/Westboro Secondary Plan for the defined area surrounding these two LRT Stations.

The City-initiated study commenced shortly following the submission of the rezoning application at 809 Richmond Road. The department made a coordinated effort to ensure that the two processes ran parallel as much as possible.

On May 23, 2017 the emerging directions of the study were presented to members of the public. While the study has no legal status at this time, staff would like to highlight how the proposed development at 809 Richmond Road has responded to the work reflected in this study.

809 Richmond Road is located within an area that could potentially permit high-rise buildings in the range of 16-24 storeys. More importantly, the emerging built form directions for tall building include:

• Providing new urban spaces and/or off-site improvements, and designs that respect shadow sensitive areas.

- Towers need to be slender, sufficiently spaced, and connected by a low podium/base.
- Provide transition with angular planes, and step-down in height from Richmond Road to existing low-rise neighbourhoods.

The proposed development is consistent with the emerging directions, and it should be noted that many of the revisions made to the proposal were influenced by some public feedback and the work that was occurring through this study. The proposed development will provide at least 200 square metres of a publicly oriented space along Richmond Road. The eastern portion of the site has provided a 3-metre setback to secure the possibility of a pathway connection through to the Unitarian Campus site. This will be determined at Site Plan stage and in consultation with the respective property owners. The tower is slender with a 743 square metre floor plate and is sufficiently separated, 11.5 metres at the closest point, from neighbouring properties, and is connected by a low base. The design includes transition and shifts the tower portion away from the low-rise residential neighbourhood of Woodroffe North.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Deputy Mayor, Mark Taylor provided the following comment:

"I add my comment today to this report in favour of this development. I believe the north side of the Richmond road corridor will be evolving with the arrival of LRT in Stage 2 and this applicants project allows us the opportunity to start realizing some of that development in a responsible and managed fashion. I heard through community input sensitivities around building heights. The applicant has responded to those, particularly with respect to the adjacent Woodroffe North community by lowering significantly the western built form on the site. While I was accepting of an earlier iteration of the project that saw two buildings of 9 & 19 floors respectively, I understand that our planning department is more favourable to the current 5 podium/24 storey proposal. I am comfortable with either, believing they address the material concerns of surrounding properties while still generally in keeping with the emerging directions of the city study reviewing the future development of this area. This project will add a welcome evolution to this corridor."

The site abuts the Ward 15 (Kitchissippi) boundary, and Councillor Leiper provided the following comment:

"The 809 Richmond proposal poses a number of nuanced planning questions with which I and residents have been seized. Tied as it is with the Cleary – New Orchard Planning Study, it needs to be treated thoughtfully.

The direction of that planning study is one with which, in broad strokes, I am in agreement. New light rail stations at Cleary and at New Orchard will drive intensification that meets with the City's Official Plan policies. In the long-term, the population and density of this area will change the area's character in the immediate vicinity of Richmond Road. The direction of the current CDP that envisions clusters of taller buildings near the stations, a sensitively-developed new traditional mainstreet, and protection for the low-rise neighbourhoods behind, is one that I support.

As this proposal has evolved, it has gone from being a proposal for two towers more sensitive to the height already established by the Continental to the east, transitioning to the anticipated mid-rise to the west to one that sees much greater height at the east end of the site.

The initial proposal was a pragmatic response to resident concerns over height balanced against the intensification we know will come.

My chief concern for this proposal is that earlier lower proposal for the eastern cluster within the CDP study area was acceptable (reluctantly to be sure) to many. Residents are very concerned that the planning context will be much different under the new proposal. Where a 24-storey height might now be allowed, I share the community's significant discomfort that the mid-rise limit to the west will be compromised. If this proposal is approved, I am uncertain that Council will be able to defend that mid-rise vision between the clusters with appropriate transition.

Earlier iterations of this proposal suggested a slightly lower east tower and slightly higher west tower that would have both been more sensitive to the overall planning context while still being acceptable to the resident's north of the development. My strong encouragement would be to return to that proposal.

An equally important consideration is the building design. If Council determines to approve this proposal at 24 storeys, it must absolutely be on the basis of design excellence that I don't consider this building demonstrates. It is not a poorly-designed

building, but it fails to inspire. Council should insist, if it wishes to approve the proposed height, on better.

I appreciate the several improvements to the original plan including better engagement with the main street and the pedestrian realm. Any re-working of this proposal should retain these improvements."

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LEGAL IMPLICATIONS

In the event that the recommendations are adopted and the matter is appealed to the Ontario Municipal Board, it is expected that a one week hearing would be required. Should the application be refused, reasons must be provided. Should a refusal be appealed to the Board, it would be necessary to retain an external planner and possible an architect.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations in this report.

FINANCIAL IMPLICATIONS

Potential financial implications are within the above Legal Implications. In the event that an external planner is retained, the expense would be absorbed from within Planning, Infrastructure and Economic Development's operating budget.

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 will also apply, and will be reviewed through the Site Plan Control application.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

EP2 – Support Growth of local economy.

TM2 – Provide and promote infrastructure to support safe mobility choices.

TM3 – Integrate the rapid transit and transit priority network into the community.

APPLICATION PROCESS TIMELINE STATUS

The application was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexities of the proposal resulting in multiple revisions and additional staff review at various points.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Schedule YYY to Zoning By-law 2008-250

Document 4 Proposed Building Concept

Document 5 Consultation Details

CONCLUSION

The proposed development results in a high-rise building that directly responds to the Official Plan and relevant urban design guidelines, resulting a new mixed-use building approximately 200 metres from a transit station. The development incorporates appropriate setbacks and introduces an area that will function as a public space along the street. The design results in a tower with a compact floor plate and adequate separation, with a base that provides variation and setbacks, and animation at the street level. In consideration of the applicable Official Plan and Secondary Plan policies and compatibility of the use in the area, the development represents good planning and the Zoning By-law amendment is recommended for approval.

DISPOSITION

Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Ottawa Scene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

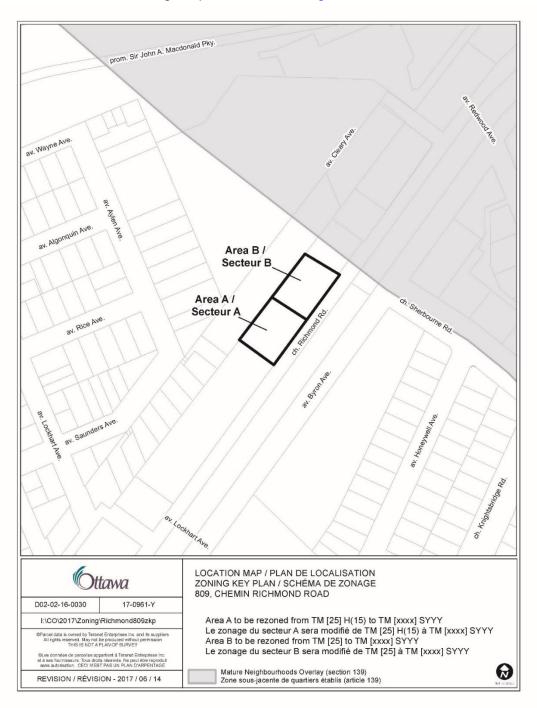
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Office of the City Clerk and Solicitor to forward the implementing by-law to City Council.

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

Document 1 - Location Map

For an interactive Zoning map of Ottawa visit geoOttawa

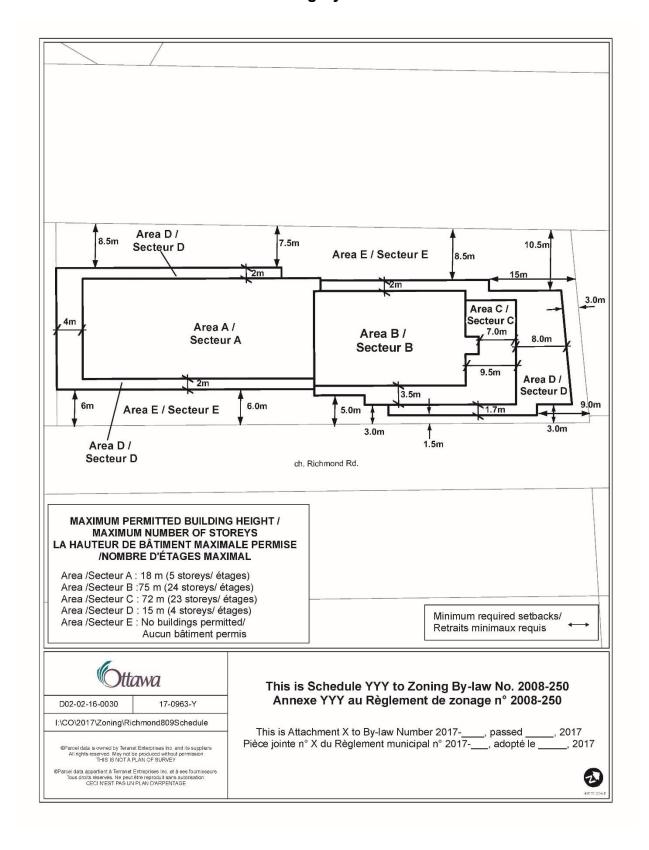


Document 2 – Details of Recommended Zoning

The proposed changes to the City of Ottawa Zoning By-law No. 2008-250 for 809 Richmond Road are as follows:

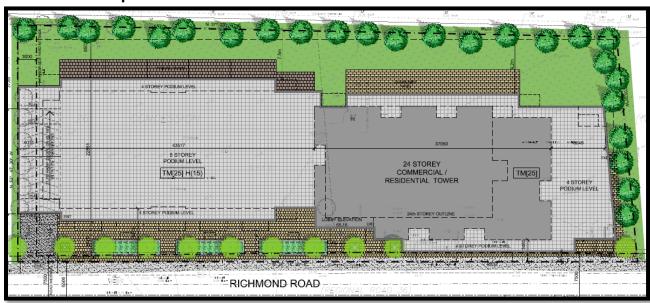
- 1. Rezone the lands shown in Document 1 as follows:
 - a. Area A from TM[25] H(15) to TM[xxxx] SYYY; and
 - b. Area B from TM[25] to TM[xxxx] SYYY.
- 2. Amend Part 17 by adding a new Schedule 'YYY' as shown in Document 3.
- 3. Amend Section 239, Urban Exceptions, by adding a new exception, xxxx, with provisions similar in effect to the following;
 - a. In Column II, add the text, "TM[xxxx] SYYY";
 - b. In Column V, add the following provisions:
 - Maximum building heights and minimum setbacks are as per Schedule 'YYY'.
 - ii. Permitted projections listed in Section 65 are not subject to the height limits identified on Schedule 'YYY'.

Document 3 - Schedule 'YYY' to Zoning By-law 2008-250



Document 4 – Proposed Building Concept

Site Plan Concept



Richmond Road Elevation



Street Level



Existing Surrounding Context



Document 5 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

The proposed development made two significant changes since the original submission. The applicant held an open house on January 11, 2017 to present changes made to the original proposal. The originally submitted two 16-storey tower proposal was revised to a concept that had a 9-storey and 19-storey built form. During this meeting, display boards were available for viewing, and the consultant team provided a presentation of the revised proposal followed by an open question and answer period. Approximately 50 individuals attended, and Staff attended the meeting to field questions on process and next steps. On May 23, 2017 another update was made available to the public. The applicant brought display boards of the revised proposal to an already planned public meeting in the neighbourhood (Cleary and New Orchard Planning Study / Byron Linear Park Renewal). This update resulted in the proposal that is subject to this report for the 24-storey building; one tower with a five storey base.

When significant updates were provided to the department, staff notified registered community groups and individuals that had commented on the application to date. The on site signs were also updated and installed on June 9, 2017 to provide general awareness of the revised proposal for a 24-storey building.

Approximately 100 comments were submitted during the application review process. Few comments were submitted in support, with the majority is opposition based on issues such as height and density, parking and traffic, sun shadowing, construction, and design.

PUBLIC COMMENTS AND RESPONSES

Comments submitted in support varied, but covered the following themes:

- Great project, and fits well with the desired intensification close to the LRT station.
- Looking forward to the new construction and City projects occurring in the neighbourhood.

- The Unitarian Campus Planning Committee (CPC) generally supports the new plan. The single tower, with dimensions as presented, has less impact on the campus than the twin towers of the first submission and there appears to be less shadowing cast on the River Parkway Children's Centre building. There is concern from the CPC regarding the visual impact on the campus of a four and five storey podium, particularly on the River Parkway Children's Centre (RPCC). Their Board understands the need and desire to have a tall structure, but is concerned with the height of the podium given its width and the fact the Kristy's property already sits higher than the RPCC building. Although the impact is somewhat reduced by the setbacks proposed, some way to further alleviate this impact would be most desirable. The Campus Planning Committee is recommending to the City Richmond/Byron Development Working Group that towers sit on podiums of not more than 3 floors.
- Do not object necessarily to the height and density proposed, but much better design and architecture needs to happen.
- New proposal looks good.

Response:

The department supports the proposal for the reasons outlined in the staff report.

The following summarizes, in no particular order, a list of comment topics/items raised by various members of the public in response to the proposed development:

Height / Density

- Keep heights to low and mid-rise, respecting the current zoning by-law and secondary plan.
- Leave space for greenery and blue skies.
- Heights of 16 storeys+ is excessive.
- High-rise development next to low-rise neighbourhoods results in loss of privacy in backyards.
- Westerly view from nearby high-rise will be compromised if development is permitted.

- Significant deviation from, and directly contravenes, the Community Design Plan which permitted development at 15m and 20m in height on this site.
- The area should not turn into a canyon of high-rises.
- No community benefit or compensation for such heights to the surrounding neighbourhood.
- Will block over-the-air signal transmitted from Camp Forture Antenna.
- 250 units is too many for the areas infrastructure.
- Follow the height restrictions previously implemented in zoning and through the CDP.
- The Continental building (75 Cleary, formerly 793 Richmond) should not be used as a precedent. The City was quoted supporting this height because "it did not impact any adjacent low density/scale residential neighbourhood.... (And) should not be considered a precedent to similarly increase the height of all the remaining properties in the block from Cleary to Woodroffe".
- Cleary Station was intended to serve the existing population with only moderate intensification. This height and density is beyond moderate.
- Do not allow such height when the fire department does not have ladder's that reach such height.
- The application should be placed on hold until the Cleary and New Orchard Planning Study is complete, and demonstrate consistency.

Response:

The Official Plan and Richmond Road/Westboro Secondary Plan contain policies that allow for greater building heights on Traditional Mainstreet, as explained in the staff report. The proposal is consistent with the policies in effect, notably the proximity to the future Cleary LRT Station, as well as the positive urban design and compatible features of the building such as the compact floor plate, tower separation, generous setbacks, building transition, and active street frontage. Community contributions, such as through a Section 37 benefit were not required for this proposal. However, the design allows for a minimum 200 square metres publicly accessible space along Richmond Road. The design and function of this space will be determined through Site Plan Control; the

rezoning, through the new Schedule "SYYY" provides the setback. Density and intensification is encouraged on Traditional Mainstreet, especially where a development can support public transit. That said, it should be noted this proposal result is a less dense (Floor Space Index) development than recent high-rise approvals in the area. The building is subject to the Ontario Building Code and must be designed to fire safety standards. Ottawa Fire Services will review the proposal in detail during Site Plan Control to ensure proper sprinkler system, siamese connection, and fire flow, for example. The department is required to process an application upon submission, but as best as possible the review of this application ran parallel to the Cleary and New Orchard Planning Study. While the recommendation for this proposal is being considered before the completion of the study, it must be reviewed against the policies in effect. The proposal made significant revisions, much of which occurred to align with the emerging directions of the study.

Parking / Traffic

- Neighbourhood already experiences significant traffic. Concern about increased volumes and noise as a result of proposal.
- Can a percentage of the development require electric vehicles to reduce noise and emissions?
- Additional traffic cannot be accommodated on the surrounding roads.
- On street parking should be provided if the traditional mainstreet development is to incorporate ground floor retail.
- Parking needs to be provided for the commercial units, otherwise overflow parking will be directed to the residential side streets.

Response:

The proposed development is not seeking any relief with respect to minimum parking requirements. The City does not encourage providing excess parking, but rather promotes a development that increases the modal-split with the potential for more active modes of transportation, such as more reliance of public transit and cycling. Transportation will be reviewed through Site Plan Control, especially given the potential timing of this development and the Richmond Road Complete Streets project. The City currently has no authority to require electric vehicle parking spaces, but as the market evolves so do our planning practices. The applicant is aware of this, and including

electric vehicle parking can be explored during Site Plan. The question of having onstreet parking along a Traditional Mainstreet was raised on several occasions, and staff working on the relevant planning studies in the area are aware of this comment for consideration. Commercial parking rates would ultimately depend on the use, but generally speaking non-residential uses with a gross floor area of 500 square metres or less do not require parking. It is expected that commercial units resulting from this development will not require parking.

Sun Shadowing

- High-rise building will obscure direct sun light to many single family homes, lowering the living standard and property value.
- The proposal will block sunlight to the properties located in Woodroffe North, with shaded backyards and loss of privacy with balconies directly above these properties.
- Significant concerns raised about negatives impacts on the day care immediately behind the proposed development.
- Shadows cast on westerly facing condominium units of neighbouring building is unacceptable.

Response:

The proposed development made significant revisions throughout the course of this application, and sun shadowing was a contributing factor to the necessary changes. The western portion of the site was reduced from 16-storeys to 5-storeys which had positive impact from shadowing, especially on sun sensitive areas like the day care centre to the immediate north, and low-rise residential neighbourhood to the northwest (Woodroffe North). The tower of the proposed building has a compact floor plate which will result in the shadows moving quickly across the landscape. City of Ottawa guidelines for Sun Shadow Studies suggest that no sun sensitive areas should be shadowed for more than two consecutive hours. The applicants Sun Shadow Study demonstrates that the shadowing will not cause any undue adverse impacts.

Construction

 How will multiple developments in the area, such as LRT, complete streets, specific buildings like 809 Richmond, be managed and protect surrounding properties.

- What is the expected life-time of the building and what is the end-of-life procedure?
- The construction process would devastate land value and quality of living for nearby homeowners.

Response:

The City has a fair amount of experience in dealing with multiple construction projects occurring within the same area, and as part of the process to obtain a building permit, applicants must show the requested construction process and demonstrate the impacts, such as traffic management. Also, through the building permit process it is incumbent upon the applicant of the new building to submit engineering details demonstrating that the new building will not affect adjacent properties; conditions of Site Plan approval reflect such requirements as well. Construction activity must adhere to relevant City bylaws including the Noise By-law, Traffic and Parking By-law and Encroachments on City Highways By-law. If issues are experienced during construction, a concerned citizen may contact 311 to report.

The expected lift-time of a building depends on the construction material and building maintenance, but if properly maintained, buildings can last for over 100 years. Any end-of-life demolition that occurs must be in accordance with City of Ottawa standards.

Design

- The two towers proposed have very little setback resulting in poor light and lack of green space and activity at the street.
- Project needs to include air conditioning and sufficient energy supply to avoid black outs, and adequate heating source.
- Consider additional pedestrian traffic to the LRT station.
- Wall along Richmond is not desirable.
- Wind Studies are not effective unless the zone changing for entire street is considered.
- Multiple high-rises along the corridor will create a negative wind tunnel effect.
- Does not follow the Traditional Mainstreet guidelines.

- The concrete wall effect along Richmond is not welcomed.
- Incompatible with land uses to the north.
- The proposal should include affordable housing.
- The construction of a cement wall along Richmond Road is less than ideal for our neighbourhood. Adherence to the design guidelines stipulated for Traditional Mainstreets, such as which is Richmond Road, should be followed.

Response:

The proposal was revised since the original submission to address public and staff concerns directly related to compatibility and sun shadowing, for example. The resulting proposal provides generous rear yard setbacks and active frontage along Richmond Road with wide sidewalks and a strong pedestrian realm. The urban design and compatibility elements of the proposal directly respond to the Official Plan policies, including the Secondary Plan, as well as the relevant guidelines (Traditional Mainstreets, High-rise buildings, Transit Oriented Development).

The applicant submitted a Wind Study along with additional addendum to reflect the building revisions, and the study concludes appropriate pedestrian level wind effects. This will be reviewed in greater detail during Site Plan Control and the ability to add canopies above the ground floor or additional wind mitigation measures can be incorporated into that process.

The building design provides varying setbacks and transition in the built form to provide an interesting and active streetscape and a built form that is compatible with its surroundings. The applicant has advised that the proposal is for rental units.

COMMUNITY ORGANIZATION COMMENTS AND RESPONSES

WOODROFFE NORTH COMMUNITY ASSOCIATION (WNCA)

The below provides a summary of comments submitted by the WNCA. The full letter, dated June 23, 2017, was submitted to the members of Planning Committee for consideration.

The WNCA has reviewed the 24-storey proposal and notes specific points to be considered.

Current Community Design Plan (CDP) and Secondary Plan

The CDP calls for a maximum height of 15 metres to the west of the property and 20 metres to the east. According to City Staff in 2008, the western portion of the property at 15 metres (4 storeys) is appropriate for Richmond Road sites that are adjacent to, or are in the influence area of the low density/low scale residential neighbourhood to the north. The closest residential property is 19.0 metres from 809 Richmond Road.

Cleary and New Orchard Planning Study

This study will result in updates to the current Secondary Plan and CDP, which will include maximum building heights for properties along Richmond Road.

As a member of the working group, the known height being contemplated for 809 Richmond Road was a maximum of 16 storeys. This changed for the May 23rd open house meeting with no consultation or discussion with members of the "working group". A recommendation of this nature, without consultation, is completely insensitive to the community representatives of the "working group".

Any changes should still respect to intent of the original CDP which calls for compatible intensification to provide appropriate setbacks and transition in building heights, including lower heights along the edges of existing low-rise residential areas.

Having the 809 Richmond rezoning go to Planning Committee ahead of the Planning Study will result in a "grandfathered" height (24 storeys), and this could set a dangerous precedent despite the final Planning Study recommendations.

Shadow Impact

A 24-storey building will greatly increase the early morning shadowing across Woodroffe North.

Conclusion

The height and design of the western 5-storey podium is compatible with and sensitive to the community of Woodroffe North. However, a height of 24-storeys (4 times the height of current zoning) on the eastern side does not respect the recommendations of residents and surrounding communities, and should not be permitted. Reducing the overall height to 19-storeys without increase height on the western side, would be acceptable.

Final Thoughts

The WNCA prefers the previous design with 19-storeys on the eastern side, but the western side would need to be reduced from 9-storeys to 5-storeys.

The WNCA acknowledge and thank the developer in his efforts to satisfy concerns of residents. We request that City Staff and the members of Planning Committee review these comments and suggested changes, with an intent to provide a development that is compatible and sensitive to the low-rise/low-density community to the north.

Response:

The proposed development was significantly revised on two separate occasions resulting in the western portion of the site being reduced in height. These revisions were made in response to public and staff comments, as well as due to the proximity of the Woodroffe North neighbourhood, and day care facility immediately behind the site. The tower portion of the development is skewed to the eastern portion of the site and has been designed with a compact floor plate to minimize shadows, and due to this design shadows move quickly across the land.

The rezoning application for 809 Richmond Road is being reviewed through policies in effect, such as through the current Secondary Plan. The conditions for allowing greater building heights is explained in the staff report, and while the Cleary and New Orchard Planning Study is an on-going review, the development appropriately responds to the emerging directions of the study in place at the time of writing this report.

CARLINGWOOD COMMUNITY ASSOCIATION (CCA)

The below provides a summary of comments submitted by the CCA. The full letter, dated June 23, 2017, was submitted to the members of Planning Committee for consideration.

- The position of the Carlingwood Community Association on the latest developments in the Cleary and New Orchard Planning Study and impacted Kristy's development application can be read in the petition we have created here: https://www.change.org/p/councillors-taylor-leiper-reduce-building-height-maximums-and-retail-frontage-richmond-rd-carlingwood-woodpark
- Disappointed by the City's approach to accommodate the developer before the interests of the community. This was demonstrated at the May 23 Open House when the Cleary and New Orchard Study revised the building height guidelines. It is no

coincidence that the new height and density were consistent with the update for 809 Richmond.

- 24-storey tower is inappropriate for Cleary location. We never wanted excessive
 height and remain concerned about the "Wall" being built in our community, blocking
 the natural flow down to the river, sidewalks with zero frontage, increased traffic and
 density, and having a busy commercially-oriented mainstreet.
- This was conveyed to the working group and recorded. We do not want excessive height. We do not want buildings with no active frontage.
- Why participate in consultation and provide feedback if the City is just going to change plan and zoning to suit the developer?
- The City can rectify this by going back to the building heights and densities established within the working group (Cleary / New Orchard Study).
- Reduce to 16 storeys
- Enforce an active frontage.

Response:

Participation by the CCA in the consultation process of this application, as well as involvement in the Cleary and New Orchard Planning Study contributed to the proposal revisions, especially as it relates to the treatment of the western portion of the site and shadowing concerns expressed for the day care area.

While the building has increased in overall height, the urban design provides for a compatible development that is consistent with policy framework and applicable guidelines, as explained in the staff report. Furthermore, staff are of the opinion that the proposal before Planning Committee better responds to general community concerns and applicable polices than the previous 19-storey proposal, which had reduced setbacks (tower separation) and more shadowing on the day care, for example.

On the matter of active frontage, it is important to note that majority of the frontage has been preserved, through large front yard setbacks, for a privately owned public space. Furthermore, the podium on the eastern portion of the site that abuts the road widening extent (zero setback) will still result in an active frontage with ample transparent glazing, principles entrances with direct public access, and an enhanced pedestrian realm. The programming between the building and street curb, through this development and the

Richmond Road Complete Streets project, will maximize the pedestrian and cyclist realm. It should be noted that the Traditional Mainstreet zone typically requires a maximum front yard setback of 2.0 metres, and in it is common for buildings to be located at zero setback while maintaining an active frontage.

McKELLAR PARK COMMUNITY ASSOCIATION

The below provides a summary of comments submitted by the community association. The full letter, dated June 26, 2017, was submitted to the members of Planning Committee for consideration.

We have examined the proposal and reviewed the submissions from the Carlingwood Community Association and the Woodroffe North Community Association, as well as Councillor Leiper's recent comments on the proposal. We share the same concerns and are in agreement with the opposition of the community associations.

- Proposal is not compatible with vision in the Secondary Plan, which contains the
 zoning currently governing this area. The plan incorporates "unifying vision"
 principles for greenspace, recreational facilities, develop to ensure pedestrian and
 cyclist friendly, and preserve the character of existing neighbourhoods and
 compatibility of new development.
- Consider traffic impacts on the north-south residential streets.
- Schedule C of the secondary plan shows the site as allowing 4-6 stories.
- We appreciate that the development of the LRT, and the placing of a light rail station at Cleary, has required some rethinking of the rules covering new developments along Richmond Road west of Cleary. We are in broad agreement with the principle that higher heights and more density are both required and appropriate in this area.
- As a Community Association, we have participated in this planning exercise, along with other Community Associations in the area. We are not unhappy, overall, with the results of this exercise.
- However, we are upset that the height guidelines for this part of the area under study were modified, abruptly, in advance of the most recent consultation meeting on the plan (Cleary / New Orchard Study).
- A street with such high buildings would fit uneasily with most conceptions of a Traditional Main Street.

- It is difficult for us to see how such a height will contribute to making the remaining development in this area that comes after this proposal more compatible with the community's needs for what the Councillor refers to as "a sensitively developed new traditional mainstreet".
- The current zoning, and discussions around the new zoning plan, have suggested
 that developments between Cleary and Woodroffe should be staged so that the
 middle areas are midrise rather than high rise. It is difficult for us to see how a new
 24 story development to the west of the Continental (15 stories) does not destroy
 that vision for the rest of Richmond west of the new development.
- Traffic concerns remain, and analysis accompanying the proposal suggests a
 deterioration in the ability of the neighbourhood to handle traffic at certain times of
 the day.
- The proposal does not adequately address Shadowing.
- We would urge the developer to rethink his proposal in light of the concerns from the community.
- We would urge City planners to rethink height limits for this and surrounding properties, as contained in the draft proposals for the new Secondary Plan.
- We would urge Councillors in this area to insist that the developer rethink his plan for this property and resubmit something with the kind of improvements suggested in recent comments from all parts of the community.
- And finally, we would urge Council to reject any development applications for this
 site that are not fully compatible with the existing Secondary Plan and its vision for
 the community. While the LRT and the placing of transit stations in the
 neighbourhood have made possible some rethinking about what kind of
 development might be appropriate in this area, they have not changed the
 underlying principles (outlined above) that governed that exercise, are still in force,
 and are still a good summary of what should constitute good development.

Response:

The Secondary Plan allows for greater building heights despite the 4-6 stories shown on the Schedule. The proximity to the future Cleary LRT Station allows the consideration for greater height, but equally important is adhering to the Urban Design and

PLANNING COMMITTEE REPORT 48 12 JULY 2017

44 COMITÉ DE L'URBANISME RAPPORT 48 LE 12 JUILLET 2017

Compatibility policies of Sections 2.5.1 and 4.11 in the Official Plan. These policies, along with the guidelines for high-rise buildings, provide a framework for integrating tall buildings into its surroundings through the use of setbacks, stepbacks, height transition, and built form, for example. The proposed development incorporates these positive aspects, as outlined in the staff report.

The review of this application is on its own merit, and does not set a precedent for development along the Richmond Road corridor, The treatment of the western portion of this site throughout the processing of this application should provide the community with some comfort about the response to proximity to low-rise residential neighbourhoods.