

**Report to/Rapport au :**

**Planning Committee  
Comité de l'urbanisme**

**and Council / et au Conseil**

**August 9, 2012  
9 août 2012**

Submitted by/Soumis par : **Nancy Schepers, Deputy City Manager/Directrice  
municipale adjointe,  
Planning and Infrastructure/Urbanisme et Infrastructure**

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**KITCHISSIPPI (15)**

Ref N°: ACS2012-PAI-PGM-  
0198

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**SUBJECT: ZONING - 175 RICHMOND ROAD**

**OBJET : ZONAGE – 175, CHEMIN RICHMOND**

**REPORT RECOMMENDATIONS**

That the Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 to change the zoning of 175 Richmond Road shown in Document 2 from General Industrial Zone, Subzone 1 (IG1) to Traditional Mainstreet Zone, with a new exception and schedule TM [xxxx] Syyy, as detailed in Document 3 and 4.

**RECOMMANDATIONS DU RAPPORT**

Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 afin de faire passer le zonage du 175, chemin Richmond, emplacement illustré dans le document 2, de Zone d'industrie générale, sous-zone 1 (IG1), à Zone de rue principale traditionnelle, assortie d'une nouvelle exception et d'une annexe TM [xxxx] Syyy, tel qu'exposé en détail dans les documents 3 et 4.

## EXECUTIVE SUMMARY

### **Assumptions and Analysis**

The subject property, 175 Richmond Road, is located on the northwest corner of Richmond Road and Kirkwood Avenue. The property consists of half of one block as it has frontage along Richmond Road to the south, Kirkwood Avenue to the east and Wilber Avenue to the north.

The Zoning By-law amendment proposes a nine-storey mixed-use building along Richmond Road. The nine-storey portion of the building is proposed to accommodate commercial uses on the main floor with the remainder of the building consisting of residential units. A separate residential building is proposed to front onto Kirkwood Avenue and the south side of Wilber Avenue. This building is six storeys in height along Kirkwood Avenue and four storeys in height along Wilber Avenue.

The existing zoning is General Industrial, Subzone 1 (IG1). The IG1 zoning reflects the existing building and uses located on the property.

The subject property is a large lot that has a Traditional Mainstreet Designation. The Traditional Mainstreet designation promotes compact, mixed-use, pedestrian-oriented streets and permits a range of land uses including commercial, office, residential and institutional.

The Department is satisfied that the proposal meets the intent of the policies of the Traditional Mainstreet designation, other relevant policies of the Official Plan including Sections 2.5.1 and 4.11, and of the Westboro Secondary Plan.

### **Financial Implications**

If the amendment is carried and an appeal is brought before the Ontario Municipal Board, staff resources would be utilized to defend Council's position. In the event the amendment is not carried and an appeal is launched, an external planner would need to be retained at an estimated cost of \$20,000 to \$30,000. Funds are not available from within existing resources and the expense would impact Planning and Growth Management's 2012 operating status.

### **Public Consultation/Input**

Notice of this application was carried out in accordance with the City's Public Notification and Consultation Policy. A number of comments were received from the public, the majority of which expressed concerns for the height of the proposed nine-storey building and the traffic generated by the proposed development.

## RÉSUMÉ

### **Hypothèses et analyse**

La propriété visée, dont l'adresse municipale est 175, chemin Richmond, se trouve à l'angle nord-ouest du chemin Richmond et de l'avenue Kirkwood. Elle couvre la moitié d'un îlot municipal et donne sur Richmond au sud, sur Kirkwood à l'est et sur Wilber au nord.

La modification au Règlement de zonage permettrait la construction d'un immeuble polyvalent de neuf étages donnant sur le chemin Richmond. La partie de l'immeuble totalisant neuf étages abriterait des utilisations commerciales au rez-de-chaussée et des unités d'habitations aux autres étages. La construction d'un immeuble résidentiel distinct est également proposée sur l'avenue Kirkwood et du côté sud de l'avenue Wilber. Cet immeuble compterait six étages dans sa partie donnant sur l'avenue Kirkwood et quatre étages dans sa partie donnant sur l'avenue Wilber.

Le zonage actuel de la propriété est Zone d'industrie générale, sous-zone 1 (IG1). La mention IG1 tient compte de l'édifice actuellement situé sur la propriété et des utilisations qu'on y retrouve.

La propriété visée est un vaste lot ayant une désignation de rue principale traditionnelle. Cette désignation encourage les rues à utilisations regroupées, polyvalentes et axées sur la marche. Cette désignation permet diverses utilisations du sol, notamment commerciales, administratives, résidentielles et institutionnelles.

Le Service apprécie le fait que la proposition respecte les politiques relatives à la désignation de rue principale traditionnelle ainsi que les autres politiques pertinentes du Plan officiel, notamment celles des sections 2.5.1 et 4.11, et celles du Plan secondaire de Westboro.

### **Répercussions financières**

Si la modification est adoptée et si un appel est interjeté devant la Commission des affaires municipales de l'Ontario, des ressources humaines devront être affectées à la défense de la position du Conseil. Si la modification n'est pas adoptée et si un appel est interjeté, il faudra retenir les services d'un urbaniste externe, ce qui coûtera de 20 000 \$ à 30 000 \$ environ. Les ressources existantes ne permettent pas de disposer d'une telle somme, de sorte que ces frais auraient une incidence sur le fonctionnement du Service de l'urbanisme et de la gestion de la croissance en 2012.

### **Consultation publique / commentaires**

L'avis concernant cette demande a été donné conformément à la politique d'avis et de consultation publique de la Ville. Un certain nombre de commentaires ont été reçus des membres du public, exprimant en majorité des préoccupations relatives à l'immeuble de neuf étages proposé et à la circulation engendrée par l'aménagement proposé.

## BACKGROUND

The subject property, 175 Richmond Road, is located on the northwest corner of Richmond Road and Kirkwood Avenue and is municipally known as 175 Richmond Road. The property consists of half of one City block as it has frontage along Richmond Road to the south, Kirkwood Avenue to the east and Wilber Avenue to the north.

The site is surrounded by primarily low-rise residential uses to the north and the west. To the east is the Canadian Bank Note Company and to the southwest is a Loblaw's Superstore and other commercial uses. Further to the south and southeast are primarily low-rise residential uses. The property is located within 600 metres of Westboro Station.

The property consists of a large warehouse building with parking at the rear of the building. The current uses in the existing building are varied and include a travel agent office, dance academy, yoga studio and consulting office. The building fronts onto Kirkwood Avenue and Richmond Road with entrances off of both streets. The building is setback from Richmond Road but abuts the Kirkwood Avenue right-of-way. There is a parking and loading area at the rear of the building facing Wilber Avenue.

### Purpose of Zoning By-law Amendment

The Zoning By-law Amendment proposes a nine-storey (30.0 metres) mixed-use building along Richmond Road. The nine-storey (30-metre) portion of the building is proposed to accommodate commercial uses on the main floors with the remainder of the building consisting of residential units. A separate residential building is proposed to front onto Kirkwood Avenue and the south side of Wilber Avenue. This building is six storeys (up to 21 metres) in height along Kirkwood Avenue and four storeys (up to 13 metres) in height along Wilber Avenue.

The original design of the building had the nine-storey building and the six-storey building attached at the third storey. The applicant has revised the plans to two buildings separated by a driveway leading to underground parking. In total, there are 227 residential units proposed and approximately 700 m<sup>2</sup> of retail space along Richmond Road.

### Existing Zoning

The existing zoning is General Industrial, Subzone 1 (IG1). The IG1 zoning reflects the existing building and uses located on the property. The IG1 zone permits a variety of uses such as crematorium, emergency service, heavy equipment and vehicle sales, office, medical facility, office, parking garage, service and repair shop and storage yard. The permitted height is 11 metres within 20 metres of a residential zone and 22 metres otherwise.

## Proposed Zoning

The Zoning By-law Amendment proposes to rezone the lands from IG1 to a Traditional Mainstreet zone to permit the proposed development. The Department is recommending a Zoning Schedule to accompany the zoning provisions which delineates the setbacks and heights of the two proposed buildings.

## DISCUSSION

### *Planning Act* and Provincial Policy Statement (PPS)

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 appropriate location of growth and development and the promotion of development that is designed to be sustainable to support public transit and to be oriented to pedestrians.

In addition, the *Planning Act* requires that all City planning decisions be consistent with the PPS, a document that provides further policies on matters of provincial interest related to land use development.

The policies under Section 1.0, Building Strong Communities, call for promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, recreational and open space uses. Section 1.1.3.2 dealing with Settlement Areas outlines that land use patterns within settlement areas are to provide for densities and a mix of land uses which efficiently use land and resources, and that are appropriate for and efficiently use infrastructure and public service facilities.

The PPS policies pertaining to Housing in Section 1.4.3 instruct Planning Authorities to provide for an appropriate range of housing types and densities to meet the requirements of current and future residents by permitting and facilitating all forms of housing. Section 1.4.3 directs the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are available, and for the promotion of densities for new housing which efficiently use land, resources, infrastructure and public service facilities. Energy and Air Quality policies in Section 1.8.1 support the use of alternative transportation and support the integration of transit and significant developments using a compact form and nodes and corridors structure. Policy 1.7.1(b) of the PPS speaks to the need to support long-term economic prosperity by maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets.

The recommended Zoning By-law amendment allows for the redevelopment of the site and an introduction of new residential units which will efficiently use land, existing infrastructure and contribute to a balanced community by providing alternate forms of housing and commercial development. The site is located along an arterial road (Richmond Road) and two local streets (Wilber and Kirkwood Avenues), which provide

access to the site. The site is conveniently located near transit as well as nearby commercial areas to allow for access by pedestrians and transit.

The proposed project is considered to be in keeping with the Provincial Policy Statement by promoting efficient use of land and existing infrastructure for the development of an alternate form of housing and commercial development as part of a node close to existing and future rapid transit. This approach to redevelopment is supportive of the long term prosperity of the community and a form of City building.

## Official Plan

### Strategic Directions

Section 2 of the Official Plan, Strategic Approach for “Managing Growth” calls for directing growth “to the urban area where services already exist or where they can be provided efficiently”, and that in the urban area growth should “be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.” The Strategic Approach for “Creating Liveable Communities” indicates that “Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people’s everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop.” Section 2.2.2.4 (a) states that Traditional Mainstreets are target areas for intensification.

Section 2.3.1 of the Official Plan sets broad strategic directions to meet the challenge of managing growth and directing growth to the urban area where services exist, providing infrastructure, maintaining environmental integrity and creating livable communities within Ottawa. To meet these challenges, policies are set out to pursue compact forms of development which in turn will enable the City to support a high-quality transit system and make better use of existing infrastructure and roads.

### Building Liveable Communities – Urban Design and Compatibility

Section 2.5.1 of the Official Plan addresses the importance of urban design and compatibility when considering new development. The Official Plan in Section 2.5.1 also recognizes that in order for a development to be compatible, it does not necessarily have to be the same as, or similar to, the existing buildings in the vicinity. Rather, compatible development is to enhance an established community and is to coexist with existing development without causing undue adverse impact on surrounding properties.

Section 2.5.1 also addresses community design and acknowledges that good urban design and quality architecture can create lively places with distinctive character which provide tools to shape the environment. This Section provides a set of design objectives and principles to be considered in evaluating development proposals. The design objectives include:

- enhancing a sense of community by creating and maintaining places with their own distinct identity;

- defining quality public and private spaces through development;
- creating spaces that are safe and accessible;
- ensuring that new development respects the character of existing areas;
- considering adaptability and diversity when creating spaces; and
- understanding and respecting natural processes and promoting environmental sustainability in development.

The development to be permitted by the proposed zoning has been reviewed in the context of the design objectives and principles of the Official Plan set out in Section 2.5.1. The Department is satisfied that the proposed development will contribute positively to the image and identity of the City and of Westboro. This redevelopment adds and contributes to the evolving mainstreet fabric that is successfully strengthening Richmond Road and its location contributes to closing the gap of at-grade retail connectivity between the Richmond Road and West Wellington mainstreets. The proposed development will contribute to an area within the city where opportunities for intensification exist and redevelopment of sites can occur in proximity to transit stations and transit corridors with both residential and commercial uses. The Department also considers the proposed development to exhibit a good quality architectural design as encouraged through polices contained in the Official Plan, particularly in areas targeted for development to meet the City's intensification objectives.

While Section 2.5.1 of the Official Plan sets out more objective principles and directions for achieving good urban design and a good fit of new development within established areas, Section 4.11 of the Official Plan provides objective criteria to evaluate compatibility. The following is an analysis of key criteria applicable for assessing a rezoning application to allow a more intense development than currently permitted. These criteria deal with building height and massing, neighbourhood character, traffic, and adequately accommodating on-site needs such as parking. Other criteria such as those dealing with lighting, fencing and loading areas are addressed through the Site Plan Control process.

As discussed in the following sections, the Department is satisfied that the development to be allowed under the proposed zoning meets the applicable compatibility tests of the Official Plan set out in Section 4.11 in a manner that does not result in undue adverse impacts.

### Building Heights and Massing

Policy 12 of Section 4.11 of the Official Plan requires transitioning of taller buildings within an area characterized by a lower built form as an important urban design consideration. Transitions can be accomplished by the following measures:

- a. incremental changes in building height;
- b. massing;
- c. character;
- d. architectural design; and
- e. building setbacks.

The proposed rezoning is requesting an increase in building height to nine storeys (30 metres) for a new mixed-use building at the northwest corner of Kirkwood Avenue and Richmond Road, with a six-storey residential building stepping down to four storeys along the remainder of the Kirkwood Avenue frontage and fronting onto Wilber Avenue. The nine-storey building has varying setbacks along Richmond Road and Kirkwood Avenue with a greater setback along the Kirkwood Avenue frontage. The seventh to ninth floors are stepped back from the westerly lot line which abuts the existing low-rise residential uses along Clifton Road. Landscaped open space is also proposed on the westerly side of the lot.

With respect to the six-storey building, this building creates a new streetscape that is lacking with the existing building and the current arrangement of the Kirkwood Avenue right-of-way. Although the existing warehouse has been converted internally to accommodate a number of different uses, very few modifications have been done to the exterior of the building to enhance the relationship between the building and Kirkwood and Wilber Avenues. The proposed six-storey building provides for a lobby entrance along Kirkwood Avenue, as well as ground-oriented units along Kirkwood and Wilber Avenues. In addition, the proposed setbacks along Kirkwood and Wilber Avenue are 3 metres for two storeys and 4.5 metres for six storeys. These provide a setback which is reflective of the residential use of the building. The articulation of the building also provides a varying front yard setback (no less than 4 metres) along Kirkwood and Wilber Avenues which creates interest along these two frontages. The fourth to sixth floors along Wilber Avenue are stepped back so as to provide greater access to sunlight and reduce overlook to the neighbouring properties along Clifton Road and the rear yards of the West Village Private development. This proposal is a good demonstration of achieving built form transition through incremental changes in building height.

#### Traffic Considerations

Policies in Section 4.11 require that roads should be adequate to serve the development with sufficient capacity to accommodate the anticipated traffic generated by the development. Access to the proposed building will be from Kirkwood Avenue to underground parking that will serve both buildings. There are no issues with respect to the anticipated traffic generated with this proposal.

#### Parking Considerations

Policies in Section 4.11 require that development provide adequate on-site parking to support the use proposed to minimize the potential for spill-over on adjacent areas. Direction is also provided to consider opportunities to reduce parking requirements and promote increased usage of walking, cycling and transit, particularly in the vicinity of transit stations in accordance with Section 4.3. The proposed rezoning includes 114 residential parking spaces, 43 visitor parking spaces, sufficient commercial parking to satisfy the minimum requirements of the Zoning By-law, as well as bicycle parking requirements that also satisfy the requirements of the Zoning By-law. Given the proximity of the site to a transit station (to become an LRT station in the subsequent phase of LRT where the line is extended west of Tunney's Pasture station), the site is

accessible by a variety of modes of transportation. Sufficient visitor parking will be provided to avoid overburdening surrounding streets with on-street parking demands.

### Servicing Issues

A servicing study was provided in conjunction with the development applications and demonstrated that the existing services are adequate to support the proposed development. The Department has reviewed the study and has no issues with the findings with respect to capacity.

### Land Use Designation

The subject property is a large lot which has a Traditional Mainstreet Designation. The Traditional Mainstreet designation promotes compact, mixed-use, pedestrian-oriented streets and permits a range of land uses including commercial, office, residential and institutional.

Richmond Road is a Traditional Mainstreet on Schedule B of Volume 1 of the Official Plan. Policy 2 of Section 3.6.3 states that:

The boundary of the Traditional and Arterial Mainstreet designation is flexible depending on site circumstances and lot configuration, but generally applies to those properties fronting on the road so designated. It may also include properties on abutting side streets that exist within the same corridor. On lots where development has the potential to develop both adjacent to the street and to the rear of the property, the Mainstreet designation will apply to the entire lot and development situated on the rear portions will not be considered to be non-conforming by virtue of not being located adjacent to the street.

In this case, as the proposed development has demonstrated that the entire lot can be developed both adjacent to Richmond Road as well as to the rear of the lot, the Department is of the opinion that the Traditional Mainstreet designation applies to the entire lot.

Redevelopment and infill are encouraged along Traditional Mainstreets with heights generally up to six storeys with greater building heights considered in the following circumstances:

- a. Specific buildings heights are established in the Zoning By-law based on a Community Design Plan (CDP) or other Council-approved study;
- b. The proposed building height conforms with prevailing building heights or provides a transition between existing buildings;
- c. Where a property is located on a corner lot, at a gateway location or at a transit stop, the development fosters a creation of community focus;
- d. The development incorporates facilities, services or matters as set out in Section 5.2.1 with respect to the authorization of increases in height and density that, in the opinion of the City, significantly advance the vision for Mainstreets;

- e. Where the application of the provisions of Sections 2.5.1 and 4.11 determine that additional height is appropriate.

The property is located on a corner lot and thus greater building heights can be considered for this site. The nine-storey mixed-use building is stepped back at the second floor (2.2 metres) creating a podium base which is consistent with the policies of the Traditional Mainstreet designation. The six-storey residential building meets the height range indicated in the Traditional Mainstreet designation.

While the application was submitted prior to City Council approving Section 37 Guidelines, the applicant has agreed to upgrade the Kirkwood Avenue and Wilber Avenue rights-of-way with sidewalks and street trees. In addition, the applicant has agreed to enhance the City-owned pedestrian connection with additional landscaping that leads into the neighbouring West Village Private development. These improvements will be detailed and secured through the Site Plan Control process.

The Department is satisfied that the proposal meets the intent of the policies of the Traditional Mainstreet designation. The existing zoning of the subject property is General Industrial, the CDP and associated Secondary Plan recognizes that the property has redevelopment potential, and that due to its size and location could lend itself to greater heights than six storeys. Further discussion on the CDP and Secondary Plan are contained in the following section.

#### Official Plan Amendment 70 – Richmond Road/Westboro Community Design Plan

The site is located in ‘Sector 6’ (East Village) of the Richmond Road/Westboro Secondary Plan, which was approved by City Council in June 2007. The policies for this area encourage the evolution of the East Village to a more traditional mainstreet character as an extension to Westboro Village and a link to the Wellington West Traditional Mainstreet east of Island Park Drive. The policies also state that a maximum building height of four storeys should be maintained on properties less than 45 metres in depth and generally up to six storeys in height on lots with greater depths. Schedule C of the Secondary Plan identifies the site as having a building height of four to six storeys, however the Secondary Plan contains specific policies for the subject property, as well as the adjacent Canadian Bank Note Company. These policies acknowledge the possibility of rezonings for mixed-use development for these sites and given the lot sizes, state that higher building heights may be possible, provided that the development be compatible with, and provides a transition to, adjacent low-rise residential neighbourhoods. The Department is satisfied that the proposal satisfies the policies of the Secondary Plan.

An Appendix was included in the Secondary Plan and while it does not form part of the plan, the purpose of the Appendix is to provide additional background and direction for development. The Appendix contains specific policies related to streetscaping improvements along Richmond Road, design guidelines including built form, parking and landscaping as well as infill and intensification guidelines for Sector 6. The majority of these policies are specific to the design features which are addressed at the Site Plan

Control stage however the following are ones that are applicable to the rezoning as they address building heights and setbacks:

- creating a strong street edge by aligning buildings on the front property line;
- maintaining ground oriented buildings with a direct relationship to the sidewalk;
- on street corners, such as this property, have the building alignment increased in setback to allow for a wider sidewalk and/or semi-public amenity area;
- create buildings that align well with existing buildings;
- minimize space between buildings unless it is for pedestrian or vehicular access;
- ensure existing dwellings to the north and the south of Richmond Road retain adequate sunlight and privacy and minimize overlook; and
- locate taller buildings at major intersections such as Kirkwood Avenue.

The designs of the buildings maintain a direct relationship to Richmond Road as well as Kirkwood and Wilber Avenues. The building alignment at the corner of Richmond Road and Kirkwood Avenue has been increased so as to allow for the opportunity of a wider sidewalk and semi-private open space.

The proposed nine-storey building follows the angle of the Richmond Road right-of-way with a varying setback of no less than 1.2 metres. This setback creates a strong street edge that is consistent with the existing street edge to the west while allowing for a degree of articulation in the design that enhances the streetscape. The setback between the proposed building and the existing building to the west has been proposed at 1.2 metres to allow for sufficient room for maintenance and access. The six-storey building has ground oriented units that face both Kirkwood and Wilber Avenues.

As previously mentioned, intensification and infill guidelines were created for Sector 6. The guidelines include the following:

- restore a continuity of landscaping along Richmond Road;
- minimize the impact of overlook by new housing units over existing residences; and
- promote the redevelopment of existing industrial sites.

For sites that are considered for intensification above what is in the Secondary Plan:

- ensure the building safeguards exposure to sunlight along the sidewalk;
- the building should not have significant negative shadowing and visual impacts on surrounding properties; and
- a transportation impact study needs to be undertaken.

The proposal involves landscaping, both hard and soft, along the Richmond Road, Kirkwood and Wilber Avenue frontages which will be further refined and implemented through the Site Plan Control process. The design of the nine-storey building has included stepping back the seventh to ninth floors to reduce the shadowing effects and visual impacts to neighbouring properties. The six-storey building steps down along the Wilber Avenue frontage to four storeys and then to two storeys towards the westerly lot line.

A transportation brief was submitted with the application based on the trip generation being less than the threshold required for a Transportation Impact Study. The Department is satisfied with the submitted brief.

### Design Guidelines

The Council-approved Urban Design Guidelines for Development along Traditional Mainstreets were developed to assist with implementing the Traditional Mainstreet policies and objectives of the Official Plan. The proposal was reviewed in light of these Design Guidelines and the Department is satisfied that the proposal meets the intent of the Guidelines specifically as it relates to compatibility with the existing built form, creating a lively and interesting streetscape and providing an interesting architectural design that enlivens the street.

### Heritage Considerations

There are no heritage concerns with the proposal.

### Concurrent Application

A Site Plan Control application has been submitted that reflects the building elevations and site plan submitted with the Zoning By-law amendment application. If approved, the Site Plan Control application would implement the development.

### URBAN DESIGN REVIEW PANEL

The subject property is within a Design Priority Area and is subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP for a confidential pre-consultation. The applicant is required to return to the UDRP for a formal review of the Site Plan Control application, which is open to the public.

### RURAL IMPLICATIONS

There are no rural implications associated with this report.

### CONSULTATION

Notice of this application was carried out in accordance with the City's Public Notification and Consultation Policy. Details of the consultation can be found in Document 5.

### COMMENTS BY THE WARD COUNCILLOR

Early in the process, I organized a small gathering of the most immediate neighbours of this proposed development at a neighbour's home to review the plans and prioritize the concerns of those most affected. I heard concerns about the location of the parking garage, the massing and shadowing of the building, and the height. Taking back these particular concerns, the applicant revised their proposal to relocate the garage entrance, re-configure part of the top of the southern building to increase light in a neighbour's yard, and divided the project into two distinct buildings. I am satisfied that effective community consultation took place and that the changes made were the right ones for the immediate neighbours. As a result I am supportive of this application.

### LEGAL IMPLICATIONS

Should the recommendation be adopted and this matter be appealed to the Ontario Municipal Board, it is estimated that a three to five day hearing would be required. It is anticipated that this hearing could be conducted within staff resources. In the event Council were to refuse the rezoning, reasons must be provided. In the event of an appeal, an outside planner would need to be retained at an estimated cost of approximately \$20,000 to \$30,000.

### RISK MANAGEMENT IMPLICATIONS

There are no direct risk management implications associated with this report.

### FINANCIAL IMPLICATIONS

If the amendment is carried and an appeal is brought before the Ontario Municipal Board, staff resources would be utilized to defend Council's position. In the event the amendment is not carried and an appeal is launched, an external planner would need to be retained at an estimated cost of \$20,000 to \$30,000. Funds are not available from within existing resources and the expense would impact Planning and Growth Management's 2012 operating status.

### ACCESSIBILITY IMPACTS

There are no direct accessibility impacts associated with this report.

### ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

### TECHNOLOGY IMPLICATIONS

There are no direct technical implications associated with this report.

### TERM OF COUNCIL PRIORITIES

This report impacts the following priorities within the City's Strategic Plan:

- Long-Term Sustainability Goals: Housing
- GP3 Make sustainable choices

### 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 complexity of the issues associated with the proposal.

### SUPPORTING DOCUMENTATION

- Document 1 Location Map
- Document 2 Building Elevations
- Document 3 Zoning Schedule
- Document 4 Details of Recommended Zoning
- Document 5 Consultation Details

### DISPOSITION

City Clerk and Solicitor Department, Legislative Services to notify the owner, applicant, OttawaScene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5, Ghislain Lamarche, Program Manager, Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision. Planning and Growth Management to prepare the implementing by-law, forward to Legal Services and undertake the statutory notification.

Legal Services to forward the implementing by-law to City Council.



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 et Viabilité des collectivités

D07-12-11-0206, D02-02-11-0102 | 11-1473-A

I:\CO\2011\SITE PLAN\richmond175

OCT 28, 2011

REVISION DATE DE RÉVISION

**LOCATION MAP / PLAN DE RÉVISION**

**Site Plan / Plan de emplacement**  
**Zoning / zonage**

 **175 RICHMOND ROAD**

Échelle  
 N.T.S.  
 Mètres



Scale  
 N.T.S.  
 Metres

**SITE PLAN AND BUILDING ELEVATIONS**



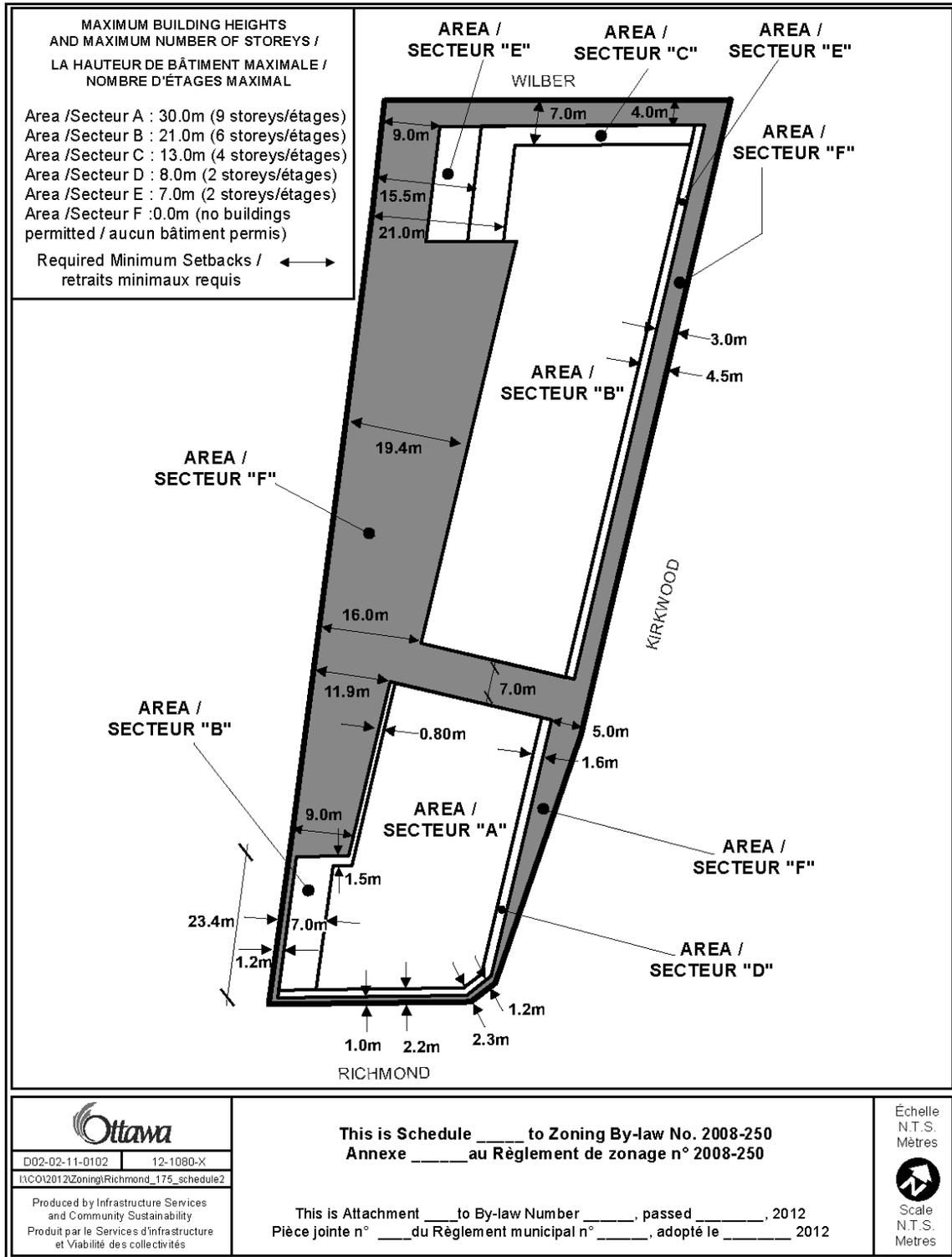
NORTH VIEW FROM KIRKWOOD AVENUE



SOUTH VIEW FROM KIRKWOOD AVENUE



VIEW FROM RICHMOND ROAD



**DETAILS OF RECOMMENDED ZONING**

DOCUMENT 4

**Proposed Changes to the Comprehensive Zoning By-law**

1. The Zoning Map of City of Ottawa Zoning By-law 2008-250 is amended by changing the zoning of the lands known municipally as 175 Richmond Road from IG1 (General Industrial Zone, Subzone 1 to TM[xxxx] Syyy (Traditional Mainstreet zone, Exception xxxx, Schedule yyy);
2. Add a new exception, TM[xxxx] Syyy to Section 239 with provisions similar in effect to the following:

## Column V: Provisions:

- a. Maximum building heights and setbacks as per Schedule yyy.
- b. The provisions of Table 197(c) through (g) inclusive do not apply and subsection 197(4) does not apply.
- c. Permitted projections are not subject to Schedule yyy.
- d. Schedule yyy does not apply to accessory buildings or structures.

**CONSULTATION DETAILS**

DOCUMENT 5

**NOTIFICATION AND CONSULTATION PROCESS**

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments.

**SUMMARY OF PUBLIC INPUT**

A number of comments were received from the public and the following is a summary of the comments.

**Height/Mass/Scale**

- A nine-storey building is too tall for the area and is not consistent with the current zoning and community design plans. Lower height is preferred due to the nature of the surrounding buildings.
- The front of the building along Richmond is far in excess of size, and cannot be supported in that space.
- Since this development is sitting on a hill, the nine stories will appear from neighbouring properties to the north like a ten- or twelve-storey development. Residents recommend that the height be reduced to four stories, but definitely not more than six.
- Neighbouring residents are concerned for their privacy if a structure of nine stories is constructed adjacent to low-rise residential areas.

**Staff Response:**

The Department is satisfied that the proposed height of nine storeys for the mixed-use building can be accommodated on the southern portion of the site. A full analysis is contained within the body of this report.

**Traffic and Parking**

- Westboro residents are concerned about traffic impacts created by this development in conjunction with the Convent development. These mixed-use developments include spaces for hundreds of cars, which will attract additional traffic to the area. There should be installed signal lights, crosswalks and traffic calming measures. The City should install a proper school crossing light/crosswalk at Hilson Avenue and Byron Avenue to accommodate Hilson Avenue Public School's increasing enrolment and increased pedestrians.
- Since the City generally considers the traffic impacts of individual projects at a single time, how does the community know that this development is not simply the tipping point of traffic issues in the area?
- Residents are concerned that North-South streets like Kirkwood will become the next Bronson Avenue in terms of volume and connection to the Queensway.
- The City should consider closing off access to Clifton from Wilber, thus reducing through traffic on Wilber, making it safer.

- Residents are concerned with the large amount of on-street parking in the area and wonder if the City will build a municipal facility to relieve the pressure, or consider metered parking to encourage other modes of transportation.
- The underground parking is of insufficient size to accommodate the expected number of occupants of the building. Since the current building on this site has a significant set-back that allows outdoor parking for businesses, so should the new building if there is not enough parking underground.
- It seems much more appropriate to have the parking garage exit on Kirkwood Avenue or Richmond Road to limit the traffic passing by residential areas on or near Wilber Avenue.

**Staff Response:**

The Department is satisfied that the proposed parking, which exceeds the minimum requirements of the Zoning By-law is appropriate and can accommodate the parking demands generated by the proposal. One of the original proposals included the parking garage entrance off of Wilber Avenue however, after public consultation, the application reconfigured the parking access to be off of Kirkwood Avenue between the proposed nine-storey and six-storey buildings. As discussed in the report, the traffic brief that was submitted with the application has been reviewed by City staff and the Department is satisfied that there is sufficient capacity to accommodate the development.

**Geotechnical**

- Based on previous development in the area, residents are concerned about vibrations that will occur during excavation of the site. These vibrations could result in cracks to interior walls and ceilings as well as exterior walls and steps. Since this development is much closer than previous ones, the effects will likely be much stronger.

**Staff Response:**

A geotechnical study was submitted with the Zoning By-law Amendment application and the Department is satisfied with the study. The recommendations from the geotechnical study will be implemented through the Site Plan Control process.

**Microclimate**

- Sunlight will be lost for neighbouring residences due to the height of the development. A reduction in sunlight would increase energy costs in the winter for neighbouring residences.
- Richmond Road will become a wind tunnel if construction of buildings of greater height are continued to be permitted.

**Staff Response:**

The sun shadow study does indicate some impacts on a few of the neighbouring properties to the west which front onto Clifton Road, however the majority of the shadowing will occur on-site. Other microclimate issues are addressed during the Site Plan Control process. Staff notes that the Richmond Road frontage of this property is about 31 metres, whereas its depth is about 140 metres.

### Urban Design/Site Functioning Issues

- There is a concern with the architectural language of the designs of the building. There is an opportunity to create something architecturally significant and aesthetically profound. The developers are encouraged to capitalize on this opportunity.
- There is too much density where existing infrastructure cannot support it.

### Staff Response:

The proposal is required to return to the Urban Design Review Panel during the Site Plan Control process at which time the design of the building will be reviewed. A high quality of architecture and design will be pursued by staff. City staff have reviewed the engineering studies associated with the Zoning By-law Amendment application and are satisfied that there are no servicing capacity issues for this proposal.

### Environmental Design

- Environmental opportunities should be maximized, including the implementation of green roofs.

### Staff Response:

Design techniques such as green roofs are encouraged by City staff throughout the Site Plan Control process.

### Intensification/Compatibility

- Nine storeys at the south end of the property is not compatible with the adjacent low-rise residential neighbourhood at the south-east end of Clifton, nor does it provide a suitable transition between the two land-uses.
- More green-space and setbacks from Richmond Road are needed to help the development blend in better with the surrounding area.
- The amount of development in this area has the potential to destroy the fabric of the community that attracts developers in the first place. The development process needs to be much more thoughtful and respectful of the personality of the community than it has been in the past.

### Staff Response:

A detailed analysis of the compatibility criteria in the Official Plan is within the body of this report. The Department is satisfied that the proposal meets the applicable criteria of the Official Plan.

### Other

- It is recommended that space be made available for a restaurant/café patio along the front of the building to create an engaging, lively space.

### Staff Response:

The recommended Traditional Mainstreet zoning will permit the establishment of a restaurant and/or patio as part of the development.

COMMUNITY ORGANIZATION COMMENTS

No comments were received from the Community Association.