

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
12 June 2018 / 12 juin 2018**

**and Council / et au Conseil  
June 27, 2018 / 27 juin 2018**

**Submitted on May 30, 2018  
Soumis le 30 mai 2018**

**Submitted by  
Soumis par:  
John Smit,**

**Director / Directeur**

**Economic Development and Long Range Planning / Développement économique  
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**Ward: BAY (7) / BAIE (7) KITCHISSIPPI      File Number: ACS2018-PIE-EDP-0028  
(15)**

**SUBJECT: Official Plan and Zoning Amendments – Cleary and New Orchard  
Stations Area**

**OBJET: Modifications au Plan officiel et au Règlement de zonage – Secteur  
des stations Cleary et New-Orchard**

## **REPORT RECOMMENDATIONS**

**1. That Planning Committee recommend Council:**

- a. adopt the Official Plan amendment to create new Area-Specific Policy for the Cleary and New Orchard Stations study area as detailed in Document 1;
  - b. adopt the Official Plan amendment to the Richmond Road/Westboro Secondary Plan to remove the lands as contained in the Cleary and New Orchard Stations Area-Specific Policy as detailed in Document 2;
  - c. direct Staff to undertake a revision to the Richmond Road/Westboro Community Design Plan in order to remove the policies and mapping which apply to the newly created Cleary and New Orchard Stations Area-Specific Policy;
  - d. adopt the Zoning By-law amendment to rezone lands within the Cleary and New Orchard Stations Area, as detailed in Document 3;
  - e. direct staff to coordinate the high-rise building provisions, when they are submitted for Planning Committee and Council consideration, to exempt the Cleary and New Orchard Stations Area from the High Rise Building provisions.
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 27 June 2018," 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 :
  - a. d'adopter la modification au Plan officiel permettant de créer une nouvelle politique propre au secteur des stations Cleary et New-Orchard, comme l'expose en détail le document 1;
  - b. d'adopter la modification au Plan officiel visant le Plan secondaire Chemin-Richmond/Westboro, afin de supprimer les terrains concernés par la politique propre au secteur à l'étude des stations Cleary et New-Orchard, comme l'expose en détail le document 2;

- c. **de demander au personnel de procéder à la révision du Plan de conception communautaire de Westboro/chemin Richmond, dans le but de retirer les politiques et les cartes qui s'appliquent à la nouvelle Politique propre aux stations Cleary et New Orchard;**
  - d. **d'adopter la modification au Règlement de zonage permettant de modifier le zonage de terrains situés dans le secteur des stations Cleary et New-Orchard, comme l'expose en détail le document 3.**
  - e. **de charger le personnel de procéder à une modification au Règlement de zonage par la voie d'un rapport d'ensemble, au moment de l'entrée en vigueur des dispositions relatives aux immeubles de grande hauteur, figurant dans l'annexe pertinente, afin d'y exempter le secteur à l'étude des stations Cleary et New Orchard des dispositions relatives aux immeubles de grande hauteur.**
- 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 27 juin 2018», 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.**

## **BACKGROUND**

This report recommends amendments to the City's Official Plan, the Richmond Road/Westboro Secondary Plan, the Richmond Road/Westboro Community Design Plan, and the City's Comprehensive Zoning By-law for the areas that surround the upcoming Cleary and New Orchard Light Rail Transit Stations, along the Line 1 west extension of the O-Train.

The Cleary and New Orchard Stations study area contains private and public lands, and is bounded by National Capital Commission (NCC) public open space and the Ottawa River to the north, the properties fronting on Byron Avenue to the south, Cleary Avenue (and the site of the future Cleary Station) to the east, and the Sir John A MacDonald Parkway to the west. The area includes parts of the following existing mature residential

neighbourhoods: Ambleside, Woodroffe North, Woodpark, McKellar Park and Carlingwood.

The City's Official Plan, adopted in 2003, designates land within the study area as Traditional Mainstreet for the portions that front on Richmond Road, and General Urban Area for the remainder of the properties. Most of the NCC public open space along the riverfront is designated Major Open Space, with a small component falling under the Urban Natural Feature designation. The NCC lands are undergoing their own independent planning study, the Sir John A MacDonald Riverfront Plan, which is nearing final approval. This study is being undertaken by the NCC.

This report recommends Amendments to the City's Official Plan, the Richmond Road/Westboro Secondary Plan, the Richmond Road/Westboro Community Design Plan, and the City's Comprehensive Zoning By-law to provide a new framework to guide future development along Richmond Road and within the study area that reflects the introduction of LRT service to the community and along this corridor. This report also recommends zoning changes to apply the Mature Neighbourhoods Overlay to the adjacent residential neighbourhoods and reduce parking requirements in recognition of the proximity of the upcoming Light Rail Transit stations. The details of the proposed changes are set out in Documents 1, 2, 3 and 4.

Lastly, this report includes a recommendation to exempt the Cleary and New Orchard Stations Area from the High Rise Building provisions from the Zoning By-law performance standard proposals, which were presented to Planning Committee on May 8, 2018 and that will be brought forward for formal approval at a later date as described in the Discussion section of this report.

## **DISCUSSION**

The recommendation to adopt a new Area-Specific Policy for the Cleary and New Orchard Stations area will provide clear guidance for future development around two neighbourhood line stations. The study area is a desirable location for intensification and density because of its proximity to downtown, the upcoming adjacency to two Light Rail Transit stations and its livability factors including access to parks, the riverfront and schools. The introduction of rapid transit along the corridor can also be leveraged to support the Official Plan's long-term policy intent of extending the Richmond Road Traditional Mainstreet to the west. The proposed Area-Specific Policy is to be included as part of the Official Plan, Volume 2b. It will have the same applicability as the rest of Official Plan policy under section 17 of the Planning Act in providing a planning framework that sets out the type and form of appropriate future development surrounding the two stations, Cleary and New Orchard, including built form transitions

toward established low-rise neighbourhoods on both sides of the corridor. The report further recommends the removal of policies and direction from the 2009 Richmond Road/Westboro Secondary Plan and Community Design Plan, which currently includes the Cleary and New Orchard study area within its boundaries. An accompanying Zoning By-law amendment is also included as part of the recommendations to implement the Area-Specific Policy for the Cleary and New Orchard Stations area.

#### Official Plan Amendment

The proposed Official Plan amendment introduces a new Area-Specific Policy into Volume 2b of the Official Plan. The Area-Specific Policy document will provide a vision, guiding principles and land use policies for development and redevelopment around the upcoming Cleary and New Orchard transit stations. An Area Specific Policy document is proposed as the method to bring forward the policy platform, instead of a Secondary Plan, in recognition of the context of the area as a predominately residential neighbourhood along line stations (versus key transfer stations). The study area is not foreseen to attract major facilities or employment and instead will grow upon the current residential attributes and complementary land uses.

The Area-Specific Policy distinguishes the study area's urban components by proximity to either station, and in relation to the established low-rise neighbourhoods to the north and south, and assigns policy direction with respect to building and urban design (including building height) and built form standards to each area, including Station Area; Traditional Mainstreet; Low and Mid-Rise Park Frame; Apartment Neighbourhood; Institutional Mixed Use; and Institutional.

The Station Area is assigned to the lands that closely surround Cleary and New Orchard Stations, and allows for the tallest buildings. Density redistribution is proposed to apply to lands along Richmond Road closer to the New Orchard Station to allow for the as-of-right permitted density to take a different shape, in the form of podiums with towers. This provision is recommended as a way through which to provide flexibility for a better built form in relation to parcel size, sunlight within pedestrian environments, views, and a decrease in building massing at pedestrian level. The proposed Density Redistribution assigns maximum number of storeys for future development utilizing the density permitted under current zoning permissions.

The Traditional Mainstreet Area identifies lands that front onto Richmond Road and back onto the low-rise community of Woodroffe North. New development in this area is identified as appropriate for a mid-rise built form. The proposed policies recognize that certain sites have as-of-right permissions for taller buildings, and do not remove those rights.

The Low and Mid-Rise Park Frame Area applies to the properties on the south side of the Byron Linear Park and identifies these lands for a greater variety of residential uses. Policies are included to require sensitive development along lot lines that abut established residential uses along side streets. During the study process, micro-retail zoning was proposed to be permitted within this area; after due consideration, this recommendation has been removed in order to prioritize the retail consolidation of the Richmond Road Traditional Mainstreet frontage as the immediate objective for the introduction of new commercial uses in this area.

The Apartment Neighbourhood applies to the properties within the Ambleside community. The proposed policies recognize the area's tower-in-the-park setting and tall-building height permissions for the majority of the properties within the area. The proposed policy direction provides guidance for future infill of these lands to include low-rise buildings that frame the street while retaining interior green space for existing tower sites, and design attributes to capitalize on the adjacent National Capital Commission open space system. Additional policy is also included to guide the evaluation of future height requests for lots that are smaller than 1000 m<sup>2</sup> with current restrictive height permissions.

The Institutional Mixed Use Area applies to the Unitarian Campus on Cleary Avenue, and identifies these lands as appropriate for future redevelopment that may include high-rise buildings, provided certain criteria can be met. The proposed policies require the majority of new uses within this Area to be institutional, of a community-serving nature, to reflect the agreement made between the Unitarian Congregation and the National Capital Commission when the former Canadian Pacific Railway strip of land was purchased by the congregation. The policy provides direction for the location and maximum heights of future development, including: only low-rise buildings are permitted along any lot line bordering a low-rise residential use (Aylen Avenue); mid-rise buildings are permitted framing Cleary Avenue; and any future high-rise buildings are held to a maximum of sixteen stores. Policy is also proposed to guide the appropriate location of any future high-rise buildings on the site to ensure that shadowing on the Woodroffe North community is minimized; the massing effect along Richmond Road is decreased, and views from neighbouring high-rise buildings are respected.

#### Richmond Road/Westboro Secondary Plan and Community Design Plan Amendment

The proposed amendments to the Richmond Road/Westboro Secondary Plan and Community Design Plan remove the policies and maps that apply to the lands within the proposed Cleary and New Orchard Stations Area-Specific Policy. This will allow the

Area Specific Policy to be the only applicable area specific Official Plan policy in place for future development applications for the Cleary and New Orchard Stations area.

#### Zoning By-law Amendment

The proposed zoning amendments, for lands within the Cleary and New Orchard Stations study area, bring forward performance standards to implement the proposed policy direction provided by the Area Specific Policy. The zoning amendments do not reduce existing permitted building heights for any property study-wide. Instead, the proposed zoning amendments bring forward a wider array of as-of-right permitted uses and performance standards.

The Traditional Mainstreet zone is proposed to apply to properties along Richmond Road that do not already have this zoning, especially those with legacy R5 zoning in which commercial uses are not permitted. A transition provision is proposed for 851 Richmond Road to recognize the ongoing planning applications for development on this site. New exceptions are proposed for properties with a Traditional Mainstreet zone to permit office and residential uses on the entirety of the ground floor provided an active frontage is incorporated, and to require a greater step back between the second and fourth storey for an enhanced pedestrian environment.

Within the Ambleside community, the zoning amendments propose to re-introduce Floor Space Index (FSI) to control future infill and density. It is important to note that FSI was previously in effect prior to amalgamation on properties in this area. Those FSI provisions were removed at the time Zoning By-law 2008-250 was adopted. The re-introduction of FSI is proposed at higher levels than previously existed, in order to allow infill on parcels that have enough land to accommodate street-fronting development and maintain green space in the interior of the site. The zoning amendment also proposes to build upon the current permission for complementary small-scale commercial uses, currently applicable to 1071 Ambleside, to apply to all lands within Ambleside.

Adjacent to the Byron Linear Corridor, the zoning amendments propose to introduce a wider array of permitted residential uses on the south side of Byron by applying a Residential Fourth Density zone. This will allow for flexibility in the type of development that may occur adjacent to the Byron Linear Corridor. The new zoning provisions also set the stage for a greater degree of integration between the low-rise built fabric that frames the park, and the park itself, taking advantage of the significant investment that will be made to restore and redesign this significant green corridor and improve the street with a sidewalk, landscaping and streetscaping.

The proposed zoning amendments extend reduced parking space requirements to the study area, consistent with the provisions adopted by Council in 2016 in several other areas that surround LRT stations, in order recognize the future ridership anticipated for the Cleary and New Orchard Stations area, and remove barriers to the achievement of mode share objectives in support of the Transportation Master Plan.

Lastly, the proposed zoning amendments extend the Mature Neighbourhoods Overlay to include the stable low-rise residential areas, which flank the Cleary and New Orchard area.

Finally, as noted in the background, a recommendation is included to address the recent Staff initiated high rise building guideline update and Zoning By-law performance standard proposals, which were presented to Planning Committee on May 8, 2018. The high rise building update proposes to bring forward amendments to the Zoning By-law to include new performance standards for high rise buildings at a later date, once the appeals to Official Plan Amendments 150 are resolved. The report for Cleary New Orchard recommends directing to Staff, at such later date, to exempt the Cleary and New Orchard area from the high rise building Zoning By-law provisions. By exempting the Cleary and New Orchard area will ensure the policy direction within the proposed Area Specific Policy becomes the future guidance for high rise building proposals.

#### Public Consultation/Input

The report recommendations are supported by a planning-based study process and consultations with stakeholders and the public. A webpage was published on Ottawa.ca early in the process to provide information to the public about the scope of the project. Extensive consultations occurred over a period of 24 months with a focus group consisting of planning consultants, community associations, individual property owners and political representatives. Two public open houses occurred during the consultation process to obtain public feedback. The public has reviewed and commented on the draft policies and zoning provisions, which were released on February 11, 2018 and accompanied by a survey. The policies and zoning provisions have undergone some changes to reflect the comments received from the public and stakeholders.

#### **Provincial Policy Statement**

Staff have confirmed that the recommended amendments are consistent with the Provincial Policy Statement, 2014.

#### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.



## **CONSULTATION**

Notice of the draft Official Plan and Zoning By-law amendments was circulated to all property owners through a Public Advertisement in the local newspaper and a Buckslip Drop to area residents, as required by the City's Public Notification and Consultation Process and the *Planning Act*.

Two community Open Houses were organized to obtain public feedback, one on June 4, 2016 and one on May 23, 2017. Staff from the Light Rail Transit Office and the City provided background information and answered questions about the proposed study direction. These meetings were well attended by the community. A third round of public consultation was completed with the launch of a survey from February 2018 to March 2018 in order to obtain feedback on the proposed policy. The survey received 292 responses to the ten questions asked on the proposed policy direction. Throughout the study process, which commenced in April 2016 to-date, a Working Group was established which comprised of business property owners, local community association representatives and elected officials. The working group helped to shape the study outcomes and provide input on key priorities.

Community and agency responses to the circulated amendments are summarized and included as Document 4. The responses from residents have been number coded and categorized based upon when they were submitted. Staff responses to the submissions are also provided. Matters for Light Rail Transit consideration that related to the ongoing design system have been forwarded to the Light Rail Transit Office for their attention.

## **COMMENTS BY THE WARD COUNCILLORS**

### **Councillor Leiper provided the following comments:**

"Intensification, a North American trend and Provincial mandate, requires careful planning. Official Plan policies that promote intensification, and intensification near transit particularly, are critical to the city's sustainability. However, intensification without local nuance risks unintended outcomes: incompatibilities of built form that result in Laurel and Hardy development, strained transportation and social infrastructure, marketplace signals that provide little certainty to buyers and sellers.

I am encouraged that the City has undertaken this review of the Cleary-New Orchard corridor to give precision to general Official Plan policies. The area will see greater and greater development demand and activity in the coming years as light rail and its proximity to downtown and local amenities continues to drive growth. This plan provides critical guidance as to where that will occur.

No plan is relevant forever, but the Cleary-New Orchard study will serve us well for the foreseeable future, particularly in light of recent changes to the former Ontario Municipal Board. It will set limits on intensification for which City Council can be held accountable in future development proposals.

I would like to thank the many residents who engaged with this process over a long period. It has evolved and shifted in response to their feedback. Its general thrust toward height and density through a key transportation corridor has been understood to be driven by the need to grow up, not out. While the heights involved at various locations in the study area may be more than many residents are comfortable with, but in general most are understanding of why the City is moving in this direction.

I also thank the many staff who have participated in this process, either directly or involved in other, interlinked studies. They have been accessible and patient through a long study.

As I await the final feedback from communities and residents in Kitchissippi and beyond, I'm pleased that this document gives us clear planning direction for the vicinity near Cleary station, joining defensible, clear secondary plans for Wellington West, Scott Street and Preston-Carling. With staff's commitment to bring forward a workplan item revisiting the Richmond Road/Westboro secondary plan, we are slowly solidifying a framework for growth in the ward that will, over time, hopefully provide residents with greater certainty than they have today about what will be allowed to be built in our ward."

**Councillor Taylor provided the following comments:**

"I am pleased to support the directions of this report and am appreciative to the community, the working group and City staff for investing so much time and effort to this project. Of importance to me was that we treat the boundary between providing planning certainty to residents and the business community while at the same time allowing for progressive flexibility in designs and tolerance.

I believe the removal of the Byron commercial aspects of earlier ideations of the plan to be a positive move. One championed by my community in Woodpark and Carlingwood. Concurrently the allowance for flexible development in the apartment area using site specific re-zoning allows for intensification with limited impact on abutting residential neighbours.

I look forward to seeing this corridor evolve and develop with the presence of LRT, thanks to this hard work I believe that can happen thoughtfully and respectfully of the surrounding neighbourhood character."

## **LEGAL IMPLICATIONS**

There are no legal implications associated with implementing the recommendations contained within this report.

## **RISK MANAGEMENT IMPLICATIONS**

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

## **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with the recommendations of this report.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this report.

## **TERM OF COUNCIL PRIORITY**

This project addresses the following Term of Council priority:

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

## **SUPPORTING DOCUMENTATION**

Document 1 Official Plan Amendment: Cleary and New Orchard Area Specific Policy

Document 2 Official Plan Amendment: Westboro Secondary Plan

Document 3 Details of the recommended Zoning By-law Amendment

Document 4 Submissions and Staff Responses

## **DISPOSITION**

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-laws and forward to Legal Services. Official Plan amendment Recommendations 1 a. and 1 b. are to rise to Council as one by-law for implementation purposes.

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

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