

PLANNING RATIONALE ADDENDUM

2140 BASELINE

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December 21, 2018

Ms. Mary Dickinson, MCIP, RPP

Planner II

Planning Infrastructure and Economic Development Department
City of Ottawa

**RE: 2140 Baseline Road - Planning Rationale Addendum
Minor Zoning By-law Amendment and Site Plan Control Applications**

Dear Ms. Dickinson,

The following additional information is being provided in response to the Planning Comments received August 22, 2018. Specifically, the following Addendum is in response to Comments #1, #2, #3b, #4, #6, #21 & #25

A separate letter has been prepared and submitted to you in response to the remaining comments.

Revised Building Design & Response to Comments from the UDRP

Since submission of the Zoning By-law Amendment and Site Plan Control Applications, the design of the proposed purpose-built student residence has evolved. The initial design and proposal included an 11-storey building with retail/commercial uses at grade, 9-storeys of residential and an eleventh floor dedicated for amenity area. The building contained 144 dwelling units (combination of 1, 2, 3 and 4-bedrooms) and 69 U/G and surface parking spaces. The retail level amounted to approximately 13,000 square feet (1,200m²) and the building contained an overall GFA of approximately 126,842 square feet.

After submission of the applications, the applicant team consulted with the Urban Design Review Panel (July 5th, 2018). The Panel provided constructive feedback on the proposed design, resulting in key changes to the development proposal. The project architect and team carried out a massing study, exploring varying building forms in order to improve the overall architectural expression of the building. The team reviewed these different iterations with Staff at numerous meetings, giving way to the revised design as part of this re-submission.

It is important to highlight the L-shaped building is the most efficient floorplate design for a purpose-built student residence. While the architectural team explored different building iterations, including a point tower/building podium design, the irregular lot configuration does not allow for a functional or viable floorplan and design. As a result, the revised design builds off the initial submission, but incorporates several changes to address concerns related to the wide face of the building, among other considerations.

Although the overall Gross Floor Area remains relatively the same, the mass of the building has been re-distributed and re-shaped for an enhanced high-rise design. The revised proposal is for a 14-storey mixed-use building with a 6-level building podium and an additional 8-storeys above. The 8-storey 'tower' portion of the building proposes an L-shaped floorplate that is approximately 960m². Similar to the initial proposal, the building contains retail and commercial uses at-grade and a full floor dedicated to amenity area on the 14th storey. The revised building includes a combination of 2, 3 and 4-bedroom units for a total of 147 units and 47 U/G and surface parking spaces. Bicycle parking is still proposed at a 1:1 unit ratio.

As per the recommendations of the UDRP, the revised design includes a vertical glass column at the corner of Baseline and Constellation that extends from the heavily fenestrated ground floor to the building top and amenity level. The side elevations also contain these vertical glazing elements. As a means to connect the 6-storey podium with the 8-storey element, the use of white paneling is employed on the street-facing elevations as well as the interior (south and west facing) facades. The 4.5m high ground level is proposed to include dark grey manganese ironspot brick and a generous amount of glazing (approximately 500m² in area). Further, 4.5m high amenity rooftop is comprised almost exclusively of window wall to further lighten the appearance of the building and reduce visual impacts. The 14th floor amenity level also includes a 1.5–2m stepback to help improve proportions and provide relief from the impact of the overall massing of the building as per the recommendations of the UDRP. At the request of Staff and the Panel, the ‘tower’ portion of the building is setback approximately 11.5m from the adjacent property line.

Proposed Use: Apartment, High-rise vs. Rooming House(s)

It is Fotenn’s professional planning opinion that the proposed purpose-built high-rise student residence building is considered a High-rise Apartment Dwelling that contains Dwelling Units and not a collection of Rooming House(s) and Rooming Unit(s) contained within a High-rise Apartment.

Despite the planning comments received, which state: if the bedrooms are intended to be rented out individually, and if individual leases will be enacted on the basis of individual bedrooms as opposed to by entire units, the units may more accurately be termed rooming houses as opposed to dwelling units (depending on the operational structure), our proposal can be qualified as a ‘household’ and ‘dwelling units’. These are defined as:

Dwelling Unit means a **residential unit** that:

- i. is used or intended for use as a residential premises by one **household** and not more than three roomers or boarders; and
- ii. contains no more than four **bedrooms**.

Household means a person or group of people who:

- a. may or may not be related;
- b. live together as a single housekeeping establishment; and
- c. exercise a meaningful degree of collective decision-making and responsibility for the management of the interior of the residential unit.

Conversely, ‘rooming unit’ and ‘rooming house’ are defined as:

Rooming unit means a room, or a suite of rooms including no more than two **bedrooms**, that constitutes a separate, independent residential occupancy, but which is not self-contained and which requires access to other parts of the **residential unit** intended to serve the residents, including shower or bathtub facilities, kitchens, eating areas or bathrooms.

Rooming house means a **residential unit**, other than a **group home**, **retirement home** or **converted retirement home**, that:

- a. is not used or intended for use as a residential premises by a household; or
- b. Is used or intended for use as a residential premises by a **household** and more than three roomers or boarders

It is important to highlight that the zoning definitions referenced above do not differentiate between whether bedrooms are intended to be rented out individually and whether individual leases will be enacted on the basis

of individual bedrooms as opposed to entire units. Despite this distinction made in the planning comments from technical circulation, the rental units could include a common lease for the two-, three- and four-bedroom units as students who: 1) may or may not be related; 2) will be living together as a single housekeeping establishment; and 3) will be 'exercis(ing) a meaningful degree of collective decision-making and responsibility for the management of the interior of the residential unit'. The common areas of the unit, including the bathrooms, kitchen, and living area, are to be shared by the residents of those units. In addition to sharing the same space, they will also be responsible for and make decisions on the management and upkeep of the unit. Further, and equally as important, none of these units have more than four bedrooms.

The intent of the **R4 and multi-unit residential zoning review** is to regulate 'bunkhouses' and rooming house, including conversions, in low-profile residential areas in established neighbourhoods that were feeling pressures of student housing. For the most part, these areas are zoned R1 to R4. Like other purpose-built student residences such as 45 Mann, 101 and 105 Champagne, the proposed development should be considered a high-rise apartment with dwelling units. Other projects throughout the City which were treated as apartments with dwelling units include: 193 Norice (Site Plan Approved) 256 Rideau (Site Plan Approved), and 290 Rideau. Similar to 2140 Baseline, these student residences are zoned R5 and up (i.e. LC, AM, MD).

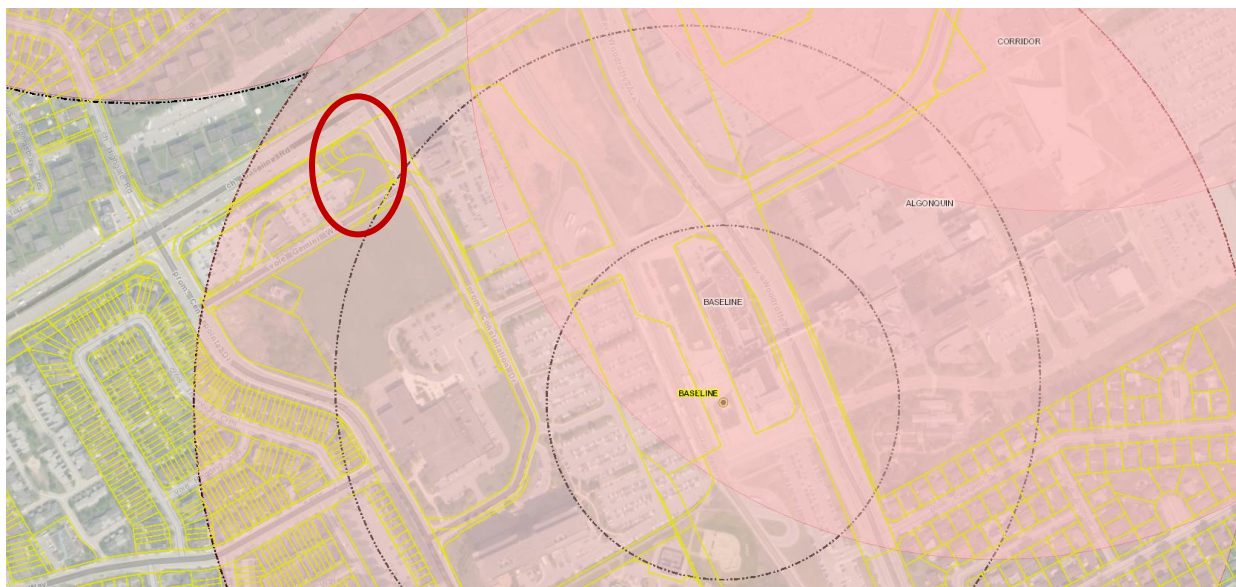
Zoning Plans Examiners have confirmed Fotenn's interpretation of the use. The manner in which the lease between the landlord and tenant do not have any bearing on the use as defined in the by-law. Simply put, the use is precisely what it is: a high-rise apartment and therefore be subject to the applicable zone provisions for this use (i.e. amenity area, parking)

Additional Discussion Pertaining to the Baseline-Woodroffe Secondary Plan

The Baseline-Woodroffe Secondary Plan is intended to guide the development and redevelopment of lands within the planning area at a higher density and in a more prominent way than business parks and commercial sectors which do not have access to a rapid-transit station. While the Secondary Plan includes high-level goals and objectives and policies (detailed in the Planning Rationale), the Plan itself is almost 20 years old and needs to be brought up to date.

Upon further review of the policies of the Baseline-Woodroffe Secondary Plan, we offer the following additional information.

Section 3.3 of the Secondary Plan provides General Land Use and Urban Design Policies. As shown in the graphic below, the subject lands are located just within the 400 metres radius from the future Baseline LRT Station.



Subject Lands located between 400-500 metres from the future Woodroffe LRT Station

Land uses outside of the 300-metre radius from the rapid transit station identified in the 2001 Secondary Plan 'shall generally be developed at a Floor Space Index of 0.4 unless stated otherwise in the detailed land use policies (in the Plan)'. The Plan states that:

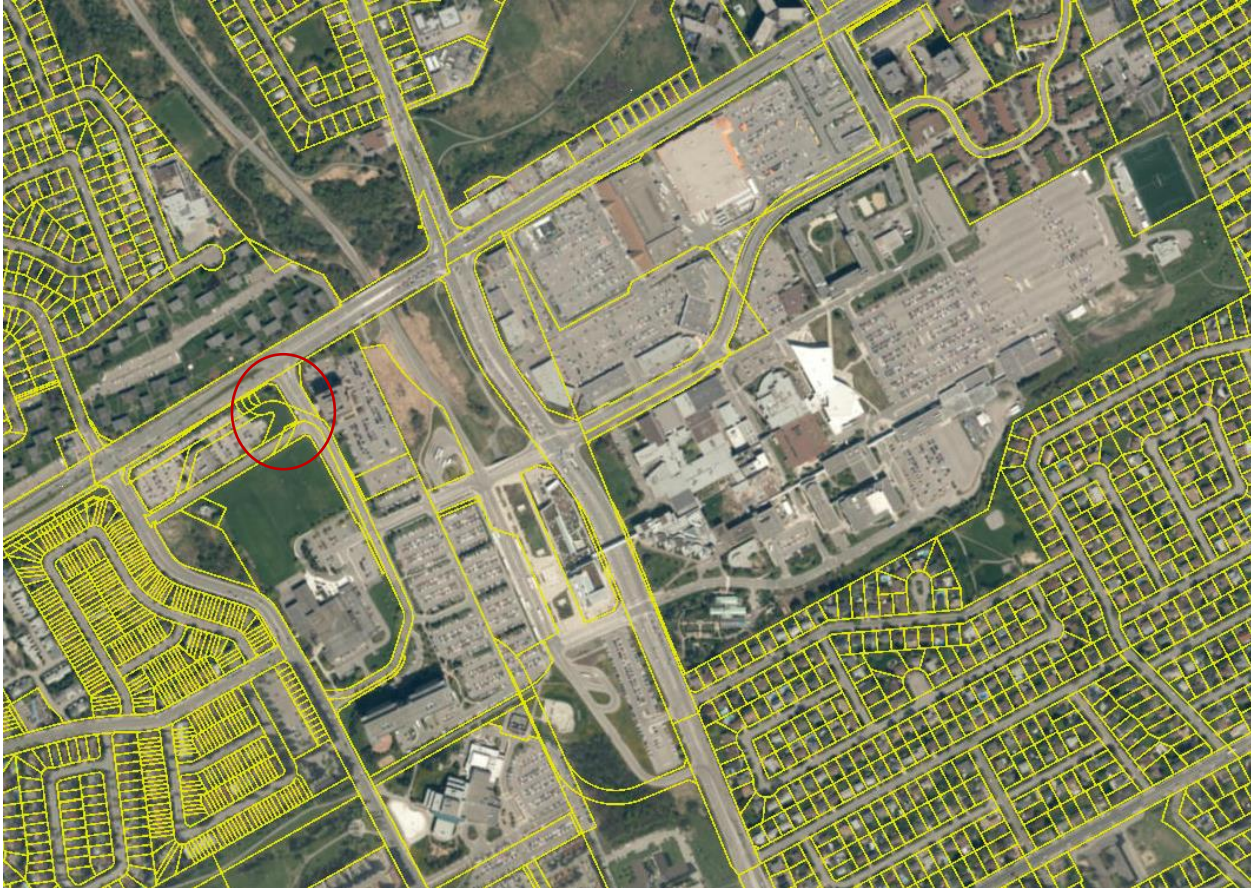
'some parcels of land may be developed at a greater FSI than stated above, provided the total for the precinct is not exceeded and the development of the remainder of the precinct is not compromised. Development should not significantly exceed the total development potential discussed within each precinct below without amendment to this plan. Any such amendment must be supported by a transportation study.'

Even though the proposal requests an FSI that exceeds 0.4, the Plan allows for greater densities subject to the detailed policies of the Constellation Precinct. In effect, the proposal cannot compromise the remainder of the precinct and the total area is not exceeded. As discussed below, the proposal will not 'significantly exceed the total development potential' of the Constellation Precinct.

It is important to reiterate that the Secondary Plan was approved at a time when the transportation network was significantly different, and LRT was not part of the planned transit infrastructure. Below is a comparative aerial snapshot of 2002 and 2017 showing the changes which has occurred to the subject lands, the road network and the planning area.



2002 Aerial of the Subject Site (outlined in red circle) and Planning Area



2017 Aerial of the Subject Site (outlined in red circle) and Panning Area

As evidenced in the above aerals, Constellation Drive used to bisect the subject site and has since been subject to a major re-alignment, the result of which formed an irregular lot with frontage on three (3) roads, namely, Baseline Road, Gemini Way and Constellation Drive. While the Secondary Plan envisioned the re-alignment of Constellation Drive, it did not provide any direction on how these lands should be redeveloped.

In addition to how the subject lands were reconfigured, it is important to highlight the following observations:

- / Construction of College Square had begun.
- / The re-alignment of Navaho Drive had not yet taken shape.
- / Bus Rapid Transit and the future LRT Station are generally located within the same area.
- / Aside from the road re-alignment, the Constellation Precinct has not experienced much change. The overwhelming majority of land use is dedicated to surface parking.

The general land uses policies states that the density targets are intended to provide an appropriate density of development that can be accommodated on the transportation network, however, the policies were Council-approved prior to Light Rail Transit. This is significant for two reasons: 1) The Plan places a heavy emphasis on the transportation network, and at the time of approval, the Secondary Plan did not contemplate LRT, and 2) it is not in the interest of the City to cap densities at transit stations. The FSI cap relates to concerns with the transportation network capacity; whereas the LRT will actually increase the modal split for transit.

Algonquin College has seen its enrollment increase exponentially in the last few years and while the number of full and part time students continue to increase, the College is not constructing any new residences for students. The Secondary Plan does not anticipate the enormous strain student housing has had in the surrounding low-profile residential neighbourhoods and this project will help to alleviate the existing tensions in the neighbourhood.

Constellation Precinct Policies

The policies of the Constellation Precinct envision a mix of uses, including residential and commercial uses 'to support and complement the office and institutional uses'. The total development potential of the precinct is 'roughly' 111,000 m² to support the transportation network. The policies explicitly state the 111,000 m² does not include the existing high school and 400 housing units. Upon review of the existing and planned developments in the Constellation precinct, we note the following:

- 1 Centrepointhe Drive existing 4-storey office building with approximately 4,860 m² GFA and surface parking
- 2 Constellation Drive existing 8-storey office building with approximately 12,224 m² GFA and surface parking
- 100 Constellation Drive existing 9-storey municipal service building with approximately 49,410 m² GFA and large surface parking area
- 19 Centrepointhe Drive approved zoning to accommodate three (3) 15-storey towers over a three-storey podium. The concept includes 364 units.
- 1408 Woodroffe Ave. existing Algonquin College building approximately 21,000 m² with rapid transit station;
- 55 Centrepointhe is the Sir Guy Carleton High School; and
- 70 Gemini Way is a Bell switching station.

Given the policies exempt the high school and 400 housing units from the 111,000 m², the total existing GFA in the Constellation precinct is approximately 87,500 m². The 87,500 m² does not include the 15 to 20% of GFA typically dedicated for circulation areas (common hallways, bathrooms, mechanical rooms, etc.) as per the zoning definition. Despite not including the 15-20%, there is approximately 23,500 m² of available developable GFA for the precinct. Given the development proposal includes approximately 13,265 m² of GFA, Fotenn maintains the proposal is consistent with the policies and direction set out in the Secondary Plan.

Further, and in addition to the above, it is important to highlight the following:

- While we are unsure of the when the Baseline-Woodroffe Secondary Plan came into full force and effect, the planning period for this precinct ends in 2021 and will require updating;
- The Secondary Plan does not anticipate Phase 2 of LRT and it is not in the interest of the City to cap densities at transit stations. The cap relates to concerns with the transportation network capacity; and the LRT will increase the modal split for transit;
- It is important to highlight that 2140 Baseline is located at the corner of an arterial (Baseline) and a collector (Centrepointhe) road;
- The precinct is characterized by institutional and employment uses and there are currently no residential uses;
- The Constellation Precinct includes an overwhelming amount of surface parking in close proximity to the future LRT Station;

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- The Secondary Plan allows for developments to occur at a greater FSI and other minor deviations without an amendment to the Plan, provided that the general intent and policies of the plan are maintained; and
 - A Transportation Study has been submitted as part of the application.

Based on the above, the proposed minor zoning amendment will not prejudice the intended planned function for the precinct and achieves the objectives of the Secondary Plan by protecting low-density neighbourhoods while integrating a denser form of residential development. Overall, the general intent and policies of the plan are maintained and no amendment to the Secondary Plan is required.

We trust that this addresses all outstanding comments and the development can move forward to approval. Please feel free to contact me at mcelligott@fotenn.com or 613.730.5709 ext. 232.

Regards,

A handwritten signature in black ink, appearing to read 'Matt McElligott', with a stylized, cursive script.

Matthew McElligott, MCIP, RPP
Manager Planning + Development