

# FOTENN

## GLADSTONE & LORETTA MIXED-USE HUB





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# 1.0

## INTRODUCTION

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### 1.1 Basis for Addendum

The following is an addendum to the Fotenn Planning Rationale dated November 1, 2018. The primary purpose of this addendum is to provide more specialized development information relevant to the enclosed resubmission. In doing so, this Addendum also summarizes changes to the development made since the original submission.

This Addendum is also intended to address outstanding comments from the Official Plan Amendment (D01-01-18-0010) and Zoning By-law Amendment (D02-02-18-0099) applications by outlining the approach and design thinking, and addressing the technical comments through the design revisions. It is Fotenn's opinion that unless explicitly mentioned, the findings of the November 2018 Planning Rationale still apply, in general and specific terms, to the revised development proposal.

### 1.2 Application History

In November 2018, Fotenn submitted Official Plan Amendment (D01-01-18-0010) and Zoning By-law Amendment (D02-02-18-0099) applications on behalf of Trinity Development Group for their lands at 951 Gladstone Avenue and 145 Loretta Avenue North.

The Official Plan Amendment for the site sought to amend Schedule B – Urban Policy Plan of the Official Plan to re-designate the site from “General Urban Area” to “Mixed-Use Centre”. In coordination, Schedule L – Preston-Champagne Land Use of Official Plan Volume 2A was also proposed to be amended to re-designate the site from “Low-Profile Industrial” to “Mixed-Use, High Profile”.

The Zoning By-law Amendment for the site sought to change the zoning of the property from “General Industrial, Subzone 1 (IG1)” to “Mixed-Use Centre with special exception (MC[XXXX])” to permit the proposed mixed-use development. A site-specific zoning exception and height schedule were proposed to accommodate site-specific setbacks, building and podium heights, parking rates, and other requirements.

In the months since the original submission, Trinity and their consultant team have met with the community and have been working to revise the building design based on comments received from the internal circulation, external agencies, the community, and through consultation with the City of Ottawa's Urban Design Review Panel (UDRP). The changes to the design have altered the requested Zoning Amendment such that it will now seek to permit a maximum height of 35 storeys rather than the originally requested 41.



### 1.3 Inventory of Key Revisions

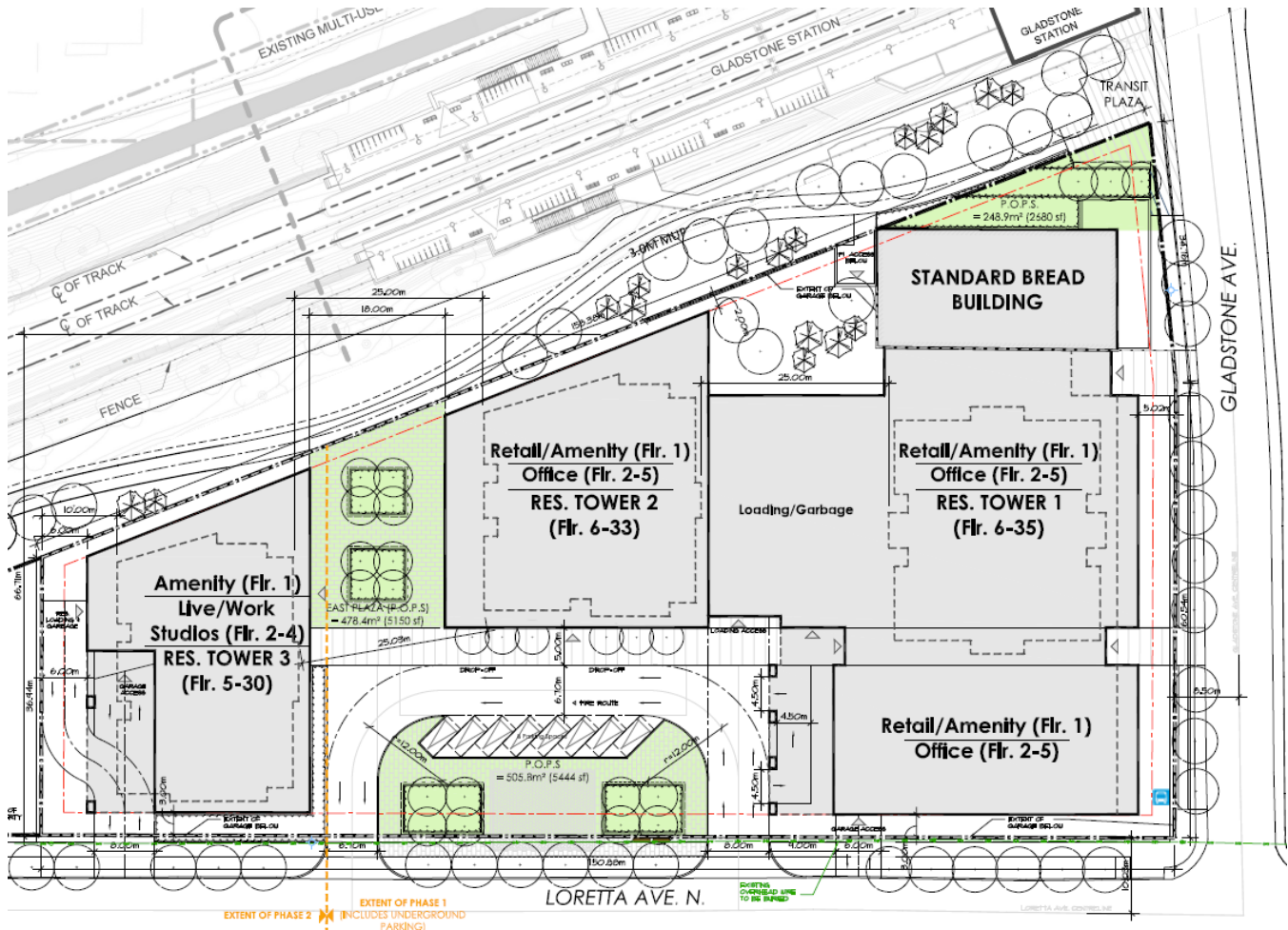


Figure 1: Revised Site Plan

The following list outlines the key design changes arising since the original submission. These are provided in response to discussions with City staff, the Ward Councillor, the UDRP, and the community. We believe they represent a genuine and significant initiative to establish a development proposal which is optimal for all applicable stakeholders:

- / **Office Block Podium Reconfigured to Reduce Impact on Standard Bread Building**  
Per commentary that the Office Block Podium dominates the impression of the Standard Bread Building, numerous changes have been applied to the building design. The Office Block Podium is now pulled away from the Standard Bread Building. The front building wall setback has been increased to match the Standard Bread Building's setback and create a unified street edge context. Further, the Office Block height has been reduced by one (1) storey (now five (5) storeys) to further create a cohesive building impression.
- / **Removal of Gladstone Station Above-Grade Connection**  
The original proposal included an above-grade pedestrian bridge connection from the Standard Bread Building to the Gladstone LRT Station. This has been removed from the revised design. It was determined that this would create building circulation issues and that improving the at-grade streetscape experience

would result in better urban design overall. It also eliminates significant alteration to the Standard Bread Building exterior.

/ **Phased Approach**

The overall site build-out has now been demised into two (2) phases. Phase 1 will include Towers 1 and 2, the Gladstone-fronting office and retail podiums, all POPS space, and the underground parking garage. Phase 2 will include Tower 3 and its corresponding podium uses.

/ **Removal of Driveway Access from Gladstone Avenue**

The proposal previously included a driveway access for loading from Gladstone Avenue; upholding an existing condition associated with the Standard Bread Building. This has been omitted in favour of a Privately-Owned-Public-Space (POPS). Doing so eliminates streetscape interruption and provides more greenspace associated with the proposal.

/ **Larger Podium Footprints**

The footprints of the tower podiums have been increased. The purpose of this is to provide increased non-residential (office) GFA in response to market demand and an initiative to deepen the mix of uses on-site.

/ **Joining of Tower 1 and 2 Podiums**

The building podiums for towers 1 and 2 are joined to form a single larger office block with 16,000m<sup>2</sup> (approx. 173,000 sq.ft.) total area on 4 floors (2-5). This allows a broader range of possible tenants for the proposed office and commercial areas.

/ **Changes to Tower 3**

In coordination with the new phased approach, Tower 3 is now proposed as a solitary detached structure, connected only via the underground parking garage. Podium 3 will be four (4) storeys in height. This will include ground floor amenity space in addition to three (3) floors of potential live/work units or artist lofts within this block. The Podium 3 footprint is 1,160m<sup>2</sup> per floor (approx. 12,500 sq.ft.).

/ **Tower Height and Separation**

As discussed previously, the proposed tower heights have been reduced – Tower 1 from 41 to 35 storeys; Tower 2 from 35 to 33 storeys; and Tower 3 remaining at 30 storeys. This is a net reduction of 8 building floors. The technical comments have further influenced the design resulting in an improved 25-metre separation between all towers. In particular, the setback of Tower 3 from the northerly property line has increased to allow for a greater potential tower separation dimension in the event that the site is redeveloped in the future.

/ **Revisions to Primary POPS Area**

The primary POPS area fronting onto Loretta Avenue has been reconfigured. It has been reduced in overall size to provide safer loading, access, and circulation throughout the site. The surface parking is now angled and has been reduced from fourteen (14) spaces to eight (8) spaces. A public art installation is proposed as a central feature to the POPS.

/ **Secondary POPS Area**

In response to suggestions from City staff, the lobby link between Podiums 2 and 3 has been removed due to a number of design issues, most of which are related to Crime Prevention Through Environmental Design (CPTED).

In place of the lobby connection is a POPS which clears the area for an outdoor plaza that connects Loretta Avenue North and the development itself to the planned multi-use pathway (MUP) along the O-Train

corridor. It has been designed such that the grade difference can be addressed through a gradual ramp upward from the MUP level to the plaza level; resulting in a barrier-free, multi-functional space.

#### / **Multi-Use Pathway Position**

The multi-use pathway has been considerably reconfigured. Its curvature, while still approaching the POPS between Towers 2 and 3, now also arcs towards the Gladstone Station and culminates in a more thoughtful location fronting onto Gladstone Avenue.

## 1.4 Site Statistic Comparisons

<b>Table 1: Unit Allocation for Proposed Development</b>									
Unit Type	Tower 1		Tower 2		Tower 3		Residential Totals		
	Previous	Current	Previous	Current	Previous	Current	Previous	Current	Difference
Bachelor	64	54	68	56	60	10	192	120	-72
1 bedroom	116	96	138	112	88	36	342	244	-98
2 bedroom	140	120	137	112	117	104	394	336	-58
3 bedroom	3	3	0	0	0	42	3	45	0
<b>Totals</b>	<b>323</b>	<b>273</b>	<b>343</b>	<b>280</b>	<b>265</b>	<b>192</b>	<b>931</b>	<b>745</b>	<b>-186</b>

<b>Table 2: Gross Floor Area Distribution</b>			
Non-Residential Uses	GFA (m <sup>2</sup> )		
	Previous	Current	Difference
Retail	2,015	1,662	-353
Retail Loading	833	512	-321
Office	13,169	17,568	+4,399
Existing Building	1,614	1,614	0
Total Non-Residential	17,631	21,356	+3,725
Residential Uses			
Podium Residential Area	2,219	6,252	+4,033
Tower 1	27,646	24,000	-3,646
Tower 2	27,828	22,857	-4,971
Tower 3	22,577	20,205	-2,372
Total Residential	80,270	73,314	-6,956
<b>Net Total GFA</b>	<b>97,901</b>	<b>94,670</b>	<b>-3,231</b>
<b>Floor Space Index</b>	<b>9.78</b>	<b>9.46</b>	<b>-0.32</b>

**Table 3: Amenity Area Allocation**

Amenity Location	GFA (m²)		
	Previous	Current	Difference
Landscaped Area at Grade	1,616	1,233	-383
Rooftop Terrace	1,171	3,179	+2,008
Indoor Communal Amenity	772	1,150	+378
Balconies	2,234	1,894	-340
<b>Total</b>	<b>5,793</b>	<b>7,456</b>	<b>+1,663</b>

**Table 4: Parking Allocation**

	Previous	Current	Difference
Surface	14	8	-6
Underground Level 1	267	253	-14
Underground Level 2	267	260	-7
<b>Total</b>	<b>548</b>	<b>521</b>	<b>-27</b>



## 2.0

# PROPOSED DEVELOPMENT – AS REVISED

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Trinity is proposing to develop an innovative, transit-oriented, mixed-use development directly abutting Gladstone Station of the Trillium LRT Line. Gladstone Station is an addition to the Trillium Line which is planned to be incorporated as part of the Stage 2 LRT initiative by 2022.

The proposed built form consists of three (3) high-rise residential buildings atop a mixed-use podium and underground parking garage. Tower 1 is proposed as the tallest of the three towers at 35 storeys and is located southerly edge of the site. Tower 1 is linked through a podium to the 33 storey Tower 2 located in the north toward the centre of the site. Finally, Tower 3 is located on the northernmost portion of the site and has a proposed height of 30 storeys.

In total, 94,670 square metres of gross floor area is proposed, which includes 1,662 square metres of retail, 17,568 square metres of office, and 73,314 square metres of residential space. The total GFA has been reduced from the previous proposal by approximately 3,231 square metres. A total of 745 residential units (reduced from the previously proposed 931) are proposed within the three (3) towers featuring a range of sizes and configurations.

The unique property has been carefully designed to properly address the Gladstone Avenue frontage and provide excellent connectivity through the site between Loretta Avenue North to the west and the multi-use pathway and future LRT station to the east. Vehicle access to the site is from Loretta and has been designed to minimize interference with the pedestrian experience.

At the east end of the site, adjacent to the MUP are a series of privately-owned public plaza spaces that punctuate the property line and invite pedestrians into the site. This includes a mid-block connection which is graded for accessibility and connects Loretta Avenue to the MUP. Paving treatments of the adjacent roadways and service areas will reinforce the sense of a shared space for all users.

A total of 521 parking spaces have been proposed for the development. The parking has been distributed across two (2) levels of underground parking and eight (8) surface parking spots. The parking ratios proposed for the distribution of uses have been carefully studied and reviewed and are considered appropriate for the site's location.

A total of 518 bike parking spaces are provided on the site to service all uses. A portion of the bicycle parking spaces have been located at-grade as convenient spaces for visitors to the retail uses on the site. The balance of the bike parking is provided within the underground parking levels.

## 3.0

# POLICY FRAMEWORK

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### 3.1 Gladstone Station Secondary Plan

As noted in our Planning Rationale dated November 1, 2018, a Community Design Plan (CDP) and Secondary Planning exercise was undertaken for this site from 2014 to 2015. The intention was for the plan to replace the existing Preston-Champagne Secondary Plan. While the plan remained “On Hold” at the draft stage since 2015, it has now been re-initiated by the City.

The study is intended to continue from the original CDP process to develop and recommend a vision to guide the area’s growth and intensification through private and public developments and public works projects. Once approved by City Council, the Planning Study will establish a Secondary Plan and update the Zoning by-law for the study area.

The City held an initial meeting on May 27, 2019. At this meeting the progress of the Study up to 2015 was reiterated and provided the public with brief overviews of major projects proposed on lands within the study area, including the proposed project in addition to the Ottawa Community Housing developments proposed east of the O-Train line and the Rochester Heights lands at the eastern edge of the study area.

The City of Ottawa expects that the Gladstone Secondary Plan will be presented before Planning Committee and adopted by City Council by January 2020. The progress of this project is generally known by the stakeholders in the Secondary Planning process and it is understood that the project will be incorporated into Plan as it is formalized through the development review process.

## 4.0 ZONING FRAMEWORK

The subject property is currently zoned “General Industrial, Subzone 1, Maximum Height 11 metres (IG1 H(11))” in the City of Ottawa’s Comprehensive Zoning By-law 2008-250. The purpose of the General Industrial zone is to permit industrial uses of a low or moderate impact.



Figure 2: City of Ottawa Zoning By-law 2008-250 (Excerpt)

While this zoning reflects the historic use of the lands, adjacency of the rapid transit makes the subject property an ideal opportunity for intensification and redevelopment, consistent with the Provincial and City planning policies and objectives. It is therefore proposed to amend the zoning of the subject property to the “Mixed-Use Centre” zone, consistent with the proposed Official Plan re-designation.

The MC zone is intended to accommodate a combination of transit-supportive uses such as offices, hotels, hospitals, institutional buildings, retail and entertainment uses, restaurants, and high and medium density residential uses. The uses are permitted in a compact, pedestrian-oriented built form in mixed-use building or side-by-side in separate buildings.

An overview of the zoning compliance relative to the base Mixed-Use Centre – MC zone is outlined in Table 5 below:

Table 5: Zoning Evaluation – Mixed Use Centre (MC); Exception XXXX			
Zoning Mechanism	Required	Proposed	Conformity
Minimum Lot Area	No minimum	10,012.3 m <sup>2</sup>	✓
Minimum Lot Width	No minimum	95 metres	✓

<b>Table 5: Zoning Evaluation – Mixed Use Centre (MC); Exception XXXX</b>				
<b>Zoning Mechanism</b>		<b>Required</b>	<b>Proposed</b>	<b>Conformity</b>
Minimum Front Yard Setback	Abutting residential lot	3 metres	5 metres	✓
	Abutting rapid transit corridor	2 metres		
	Other cases	No minimum		
Minimum Interior Side Yard Setback	Abutting residential lot	3 metres	2 metres	✓
	Abutting rapid transit corridor	2 metres		
	Other cases	No minimum		
Minimum Rear Yard Setback	Rear lot line abutting residential lot	6 metres	5m	✓
	Abutting rapid transit corridor	2 metres		
	Other cases	No minimum		
Maximum Floor Space Index		No maximum, unless shown	9.46	✓
Minimum Building Height	For uses within 400 metres of a rapid transit station	6.7 metres	As per Schedule YYY	✓
	Other cases	No minimum		
Maximum Building Height	Up to and including 20 metres from an R1, R2, R3, or R4 zone	11 metres	As per Schedule YYY	✗
	20 to 30 metres from an R1, R2, R3, or R4 zone	20 metres		
	In all other cases	No maximum, or as shown on zoning; subzone; or exception		
Minimum Width of Landscaped Area		No minimum, except that where a yard is provided and not used for required driveways, aisles, parking, loading spaces or outdoor commercial patio, the whole yard must be landscaped.	Complies	✓
Minimum Required Resident Parking		Area X <b>Residential:</b>	375 spaces	✓

Table 5: Zoning Evaluation – Mixed Use Centre (MC); Exception XXXX																
Zoning Mechanism	Required	Proposed		Conformity												
	745 units; less 12 X 0.5 = 367  <b>Visitor:</b> Sec. 102(3): no more than 30  <b>Office:</b> 1 per 100m2 = 176  <b>Retail:</b> 1.25 per 100m2 = 21  <b>Total:</b> 594 spaces	30 spaces  99 spaces  17 spaces  521 spaces	✓  ✗  ✓  ✗													
Minimum Number of Bicycle Parking Spaces	<b>Residential:</b> 0.5 spaces per dwelling unit = 373 spaces <b>Office:</b> 1 per 250m2 = 70 spaces  <b>Retail Store:</b> 1 per 500m2 = 4 spaces  <b>Total:</b> 447 spaces	518 spaces	✓													
Loading Requirements	Office: 2 spaces (Table 113A(b)(VIII))  Minimum Dimensions: 3.5m x 7m	2 provided	✓													
Minimum Required Amenity Area (Total)	6m² per unit = 4,470 m2  50% communal amenity area = 2,235 m2	<table><tr><th>Amenity Location</th><th>GFA (m²)</th></tr><tr><td>Landscaped Area at Grade</td><td>1,233</td></tr><tr><td>Rooftop Terrace</td><td>3,179</td></tr><tr><td>Indoor Communal Amenity</td><td>1,150</td></tr><tr><td>Balconies</td><td>1,894</td></tr><tr><td><b>Total</b></td><td><b>7,456</b></td></tr></table>	Amenity Location	GFA (m²)	Landscaped Area at Grade	1,233	Rooftop Terrace	3,179	Indoor Communal Amenity	1,150	Balconies	1,894	<b>Total</b>	<b>7,456</b>	✓	
Amenity Location	GFA (m²)															
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Balconies	1,894															
<b>Total</b>	<b>7,456</b>															



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As with the original proposal, a special exception zone is proposed to address the unique nature of the proposal. The amendments now being sought are described below:

- The lands zoned MC[XXXX] SYYY are one lot for zoning purposes;
- Table 191 – MC Zone Provisions, does not apply. The minimum setback for all yards is 0 metres;
- Maximum permitted building heights are as per Schedule YYY;
- A maximum of one high-rise building (over 9 storeys) is permitted within each of Areas A, C, and E.
- Section 74(1) does not apply for buildings only connected below grade
- Minimum separation distance between towers – 20 metres. For the purpose of this section, a tower is defined as the portion of the building above the podium;
- The maximum building heights on Schedule YYY do not apply to permitted projections above the height limit listed in Section 64;
- Despite Areas F on Schedule YYY, projections above the height limit are permitted and may include items including but not limited to ornamental elements, canopies, awnings, steps, landings, and ramps, covered or uncovered balconies, raised pedestrian bridges or other similar structures;
- The maximum floor plate size for residential uses above the 9<sup>th</sup> storey is 875 square metres, excluding balconies;
- Despite Table 101, the minimum parking space rate for “Office” is 0.55 spaces per 100m<sup>2</sup>.

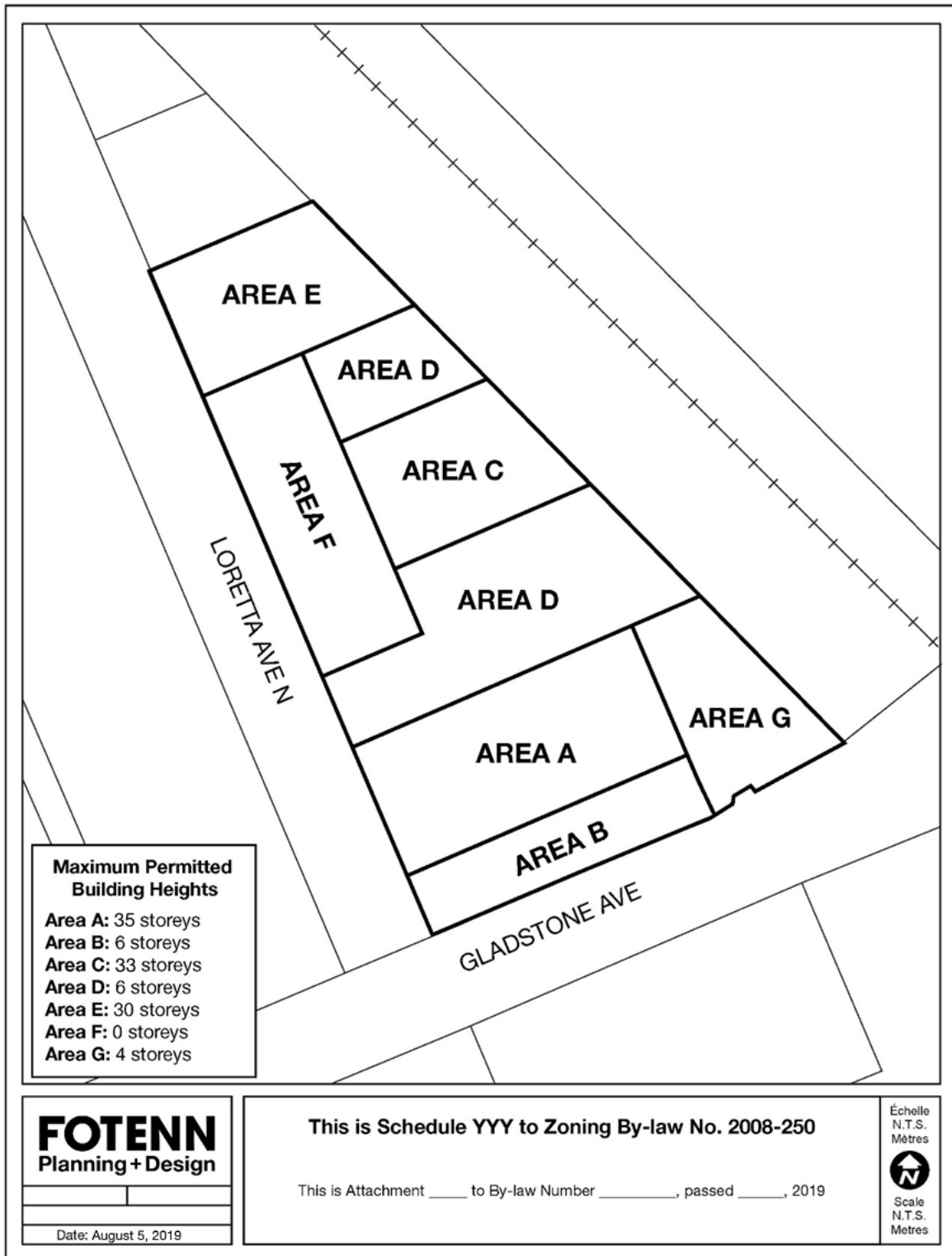


Figure 3: Schedule YYY

## 5.0 CONCLUSION

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In considering the proposed development and applicable policy framework, it is our professional opinion that the proposed development as revised represents good planning and is in the public interest for the following reasons:

### **Consistent with the Provincial Policy Statement**

The proposed development is consistent with the Provincial Policy Statement which promotes the efficient development of serviced, underutilized lands located within settlement areas. The proposed development on the subject property will achieve a greater density and mix of land uses in a pattern that efficiently uses available infrastructure and transit services and supports existing neighbourhood amenities.

### **Conforms to the Intent of the City of Ottawa Official Plan**

The proposed development applications include an amendment to the Official Plan to re-designate the subject property from “General Urban Area” to “Mixed-Use Centre”. The proposed amendment is consistent with the policy direction in the draft Gladstone Station District Secondary Plan and the Official Plan’s criteria for Mixed-Use Centres.

The proposed mixed-use development is permitted and encouraged within the Mixed-Use Centre designation and adjacent to transit stations. The development achieves the City’s objectives for Mixed-Use Centres by intensifying an under-utilized property directly adjacent to a transit station with a compact, mixed-use, and pedestrian-friendly development that is compatible with its surroundings and provides an appropriate transition to the surrounding uses.

### **Has Regard for Official Plan Amendment No. 150**

The proposed development supports the vision of intensification within a target area of Official Plan Amendment No. 150 (OPA 150) in a compatible manner. The proposed building heights are consistent with the direction of OPA 150 in that the high-rise (30 or more storeys) are located within 200 metres of the future Gladstone transit station. An amendment to the existing Preston-Champagne Secondary Plan is proposed to permit the proposed high-rise buildings, consistent with the policies of OPA 150.

### **Amends the Preston-Champagne Secondary Plan**

The Preston-Champagne Secondary Plan dates from 1996 and is planned for replacement in the near future. The policies of the Preston-Champagne Secondary Plan are outdated as it relates to the Provincial and City of Ottawa direction for intensification and management of growth. The proposed amendment to the Secondary Plan reflects the current Official Plan policy language and achieves objectives related to intensification and compatibility with existing areas.

### **Consistent with the Policy Direction of the draft Gladstone Station CDP and Secondary Plan**

The Gladstone Station District CDP and Secondary Plan were initiated in 2014 and will replace the Preston-Champagne Secondary Plan. The CDP and Secondary Plan process were placed on hold in 2014 pending the disposal of significant Federal Government land holdings in the study area. As these lands have now been sold, it is anticipated that the study will restart in the near future.

The proposed Official Plan Amendments reflect the initial concept for the Gladstone Station District, together with the emerging policy direction of OPA 150 and the current Official Plan. The proposed tower placement is generally consistent with the direction of the draft CDP and Secondary Plan while the proposed building heights reflect the Council-approved policy direction of OPA 150 which seeks to place the tallest buildings adjacent to transit stations. The proposed development is a transit-oriented, pedestrian-friendly development with a mix of uses in a compact form that will support the transit system, as well as walking and cycling as transportation options.

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**Meets Applicable Design Guidelines**

The proposed development generally meets the design direction provided in the “Transit-Oriented Development Design Guidelines” and the “Urban Design Guidelines for High-Rise Housing”. The proposed building takes advantage of an under-utilized property and achieves a compatible building in terms of form and design.

**Maintains the General Intent of the Zoning By-Law**

A Zoning By-law Amendment is requested to rezone the lands to reflect the proposed Official Plan Amendments and the subject property’s location directly adjacent to a future rapid transit station. The proposed Zoning By-law Amendment would permit the proposed mixed-use redevelopment of the subject lands and also seeks to address site-specific provisions regarding parking and building height.

**Represents Good Planning**

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels including: optimizing the use of serviced lands within the existing urban boundary, encouraging growth within the urban boundary, intensification within an identified target area and adjacent to a rapid transit station, and contributing to the range and availability of housing for all ages and incomes.

Based on the above analysis, it is our opinion that the proposed development as revised represents good planning and is therefore in the public interest.

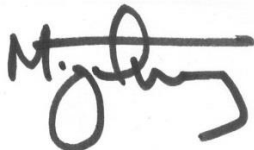


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