

**7. Zoning By-Law Amendment – 811 Gladstone Avenue**  
**Modification au Règlement de zonage – 811, avenue Gladstone**

**Committee Recommendation**

**That Council approve an amendment to Zoning By-law 2008-250 for 811 Gladstone Avenue to permit a Planned Unit Development that contains a six-storey mid-rise apartment dwelling and two three-storey stacked dwellings, as detailed in Document 2.**

**Recommandation du Comité**

**Que le Conseil approuve une modification du Règlement de zonage (no 2008 250) pour permettre la construction au 811, avenue Gladstone d'un complexe immobilier composé d'un immeuble d'habitation de hauteur moyenne à six étages et de deux habitations superposées à trois étages, comme le décrit le document 2.**

**Documentation / Documentation**

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated May 31, 2019 (ACS2019-PIE-PS-0051)

Rapport de la directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 31 mai 2019 (ACS2019-PIE-PS-0051)

2. Extract of draft Minutes, Planning Committee, June 13, 2019

Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 13 juin 2019

3. Summary of Written and Oral Submissions to be issued separately with the Council agenda for its meeting of July 10, 2019, in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* 'Explanation Requirements' at the City Council meeting of June 26, 2019".

Résumé des observations écrites et orales à distribuer séparément avec

l'ordre du jour de la réunion du 10 juillet 2019 du Conseil, dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire* à la réunion du Conseil municipal prévue le 26 juin 2019 »

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
13 June 2019 / 13 juin 2019**

**and Council  
et au Conseil  
26 June 2019 / 26 juin 2019**

**Submitted on 31 May 2019  
Soumis le 31 mai 2019**

**Submitted by  
Soumis par:**

**Lee Ann Snedden  
Director / Directrice**

**Planning Services / Services de la planification**

**Planning, Infrastructure and Economic Development Department / Direction  
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**Ward: SOMERSET (14)**

**File Number: ACS2019-PIE-PS-0051**

**SUBJECT: Zoning By-law Amendment – 811 Gladstone Avenue**

**OBJET: Modification au Règlement de zonage – 811, avenue Gladstone**

#### **REPORT RECOMMENDATIONS**

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 811 Gladstone Avenue to permit a Planned Unit Development that contains a six-storey mid-rise apartment dwelling and two three-storey stacked dwellings, as detailed in Document 2.**

2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to Bill 73 'Explanation Requirements' at the City Council Meeting of June 26, 2019" subject to submissions received between the publication of this report and the time of Council's decision.

## RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification du Règlement de zonage (no 2008-250) pour permettre la construction au 811, avenue Gladstone d'un complexe immobilier composé d'un immeuble d'habitation de hauteur moyenne à six étages et de deux habitations superposées à trois étages, comme le décrit le document 2.
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 26 juin 2019, à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## EXECUTIVE SUMMARY

### Assumption and Analysis

The subject site is municipally known as 811 Gladstone Avenue and is located in the Dalhousie neighbourhood. It has frontages on three public streets: Gladstone Avenue, Rochester Street, and Balsam Street. The applicant is requesting to amend the Zoning By-law 2008-250 to permit a Planned Unit Development (PUD) that contains a six-storey mid-rise apartment dwelling fronting Gladstone Avenue and two three-storey stacked dwellings fronting Balsam Street. There is an internal courtyard proposed to include a playground and soft-landscaped amenity space.

There are 37 vehicular parking spaces provided in a surface parking lot and in an underground parking garage. Access to the proposed vehicular parking areas is from Rochester Street. There are also 143 bicycle parking spaces proposed.

The property currently has two zoning designations. The southern half of the site, abutting Gladstone Avenue, is zoned TM – Traditional Mainstreet. The northern half of the site, abutting Balsam Street, is zoned R4A – Residential Fourth Density, Subzone A. The requested Zoning By-law amendment seeks to rezone the entire property to TM - Traditional Mainstreet with a site-specific exception and schedule.

Planning Services supports the proposed amendment to the Zoning By-law. The proposed development is consistent with the *Planning Act* and the Official Plan, meeting policies that relate to compatibility, intensification, sustainability, and affordable housing. The proposed zoning exception and schedule implement a sensitive transition from the Traditional Mainstreet character along Gladstone Avenue to the residential neighbourhood to the north of the site. Staff is of the opinion that the proposed Zoning By-law amendment represents good planning and is appropriate for the site.

### **Public Consultation/Input**

Ottawa Community Housing (OCH) hosted a community information session on Tuesday March 5, 2019. Approximately 30 individuals from the community signed in to the event. Staff from Planning Services and Community and Social Services attended to answer questions on process and next steps. Councillor McKenney and Councillor Fleury also attended.

## **RÉSUMÉ**

### **Hypothèses et analyse**

Le site visé porte l'adresse municipale 811, avenue Gladstone. Situé dans le quartier de Dalhousie, il donne sur trois rues publiques : l'avenue Gladstone, la rue Rochester et la rue Balsam. Le requérant demande la modification du *Règlement de zonage* (n° 2008-250) pour que soit permise la construction d'un complexe immobilier composé d'un immeuble d'habitation de hauteur moyenne à six étages donnant sur l'avenue Gladstone et de deux habitations superposées à trois étages donnant sur la rue Balsam. Il y aurait aussi une cour intérieure avec un terrain de jeux et une aire d'agrément verte.

Le projet prévoit un parc de stationnement en surface et un garage souterrain, pour un total de 37 places. Les deux aires de stationnement seraient accessibles depuis la rue Rochester. Cent quarante-trois places de stationnement pour bicyclettes sont également prévues.

Actuellement, la propriété est visée par deux désignations de zonage : la moitié sud du terrain, contiguë à l'avenue Gladstone, est désignée zone TM (zone de rue principale traditionnelle), alors que la moitié nord, contiguë à la rue Balsam, est désignée zone R4A (zone résidentielle de densité 4, sous-zone A). La modification du *Règlement de zonage* demandée ferait passer la propriété en entier à une désignation de zone TM, assortie d'une exception propre à l'emplacement et d'une annexe.

Les Services de planification sont en faveur de cette modification. Le projet est conforme à la *Loi sur l'aménagement du territoire* et au Plan officiel : il respecte les politiques sur la compatibilité, la densification, la durabilité et le logement abordable. L'exception et l'annexe assureraient une transition logique entre le caractère de rue principale traditionnelle de l'avenue Gladstone et le quartier résidentiel du côté nord. Le personnel croit que la proposition de modification du *Règlement de zonage* est un bon exemple d'utilisation du sol et que le projet convient à la propriété.

### **Consultation publique/commentaires**

La Société de logement communautaire d'Ottawa (LCO) a tenu une séance d'information communautaire le mardi 5 mars 2019. Environ 30 résidents du secteur y ont assisté. Le personnel des Services de planification et de la Direction générale des services sociaux et communautaires était là pour répondre aux questions sur le processus et les étapes à venir. Les conseillers McKenney et Fleury étaient aussi présents.

### **BACKGROUND**

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

### **Site location**

811 Gladstone Avenue

**Owner**

Ottawa Community Housing (OCH)

**Applicant**

Fotenn Consultants

**Architect**

Hobin Architecture

**Description of site and surroundings**

The site is located in the Dalhousie neighbourhood and has frontages on three public streets: Gladstone Avenue, Rochester Street, and Balsam Street. The site is approximately 4,715 square metres and is currently vacant.

To the north, the site abuts the Balsam Street right-of-way, beyond which is low-rise residential dwellings ranging in height from two to four storeys. To the east, the site abuts a two-storey religious community centre (St. Anthony's Children Centre). To the south is the Gladstone Avenue right-of-way, beyond which is the Piazza Dante Park and a two-storey townhouse development. Diagonal to the site is an adult high school. To the west, there is the Rochester Street right-of-way, beyond which is a 21-storey apartment building.

**Summary of requested Zoning By-law amendment proposal**

The property currently has two zoning designations. The southern half of the site, abutting Gladstone Avenue, is zoned TM – Traditional Mainstreet. The northern half of the site, abutting Balsam Street, is zoned R4A – Residential Fourth Density, Subzone A.

The requested Zoning By-law amendment seeks to rezone the entire property to TM - Traditional Mainstreet with a site-specific exception and schedule. The rezoning proposes to allow for Planned Unit Development (PUD) and stacked dwelling uses. The zoning exception proposed seeks to permit:

- Varied building heights and setbacks as per the site-specific zoning schedule and provisions;
- Permitted projections to be exempt from the site-specific zoning schedule;

- A reduction in required distance some permitted projections are allowed to project;
- A reduction in vehicular parking for an apartment dwelling use;
- A reduction in aisle width within a parking lot;
- A reduction in the minimum width for a bicycle space;
- Relief from certain PUD provisions related to ancillary uses and separation distances;
- A restriction of non-residential uses in close proximity to Balsam Street;
- A reduction in the amount of required amenity space for a mixed-use building (in case the owner decides to incorporate non-residential uses in the six-storey apartment building in the future);
- Relief from providing vehicular parking for a restaurant use (in case a restaurant is introduced along the Gladstone Avenue frontage in the future).

### **Brief history of proposal**

In December 2017, the City of Ottawa's Housing Services Branch awarded Ottawa Community Housing (OCH), the owner of the subject site, an affordable housing grant to redevelop the site at 811 Gladstone Avenue. The funding of this grant stems from two provincial programs. In order to receive the funding from the province, OCH was required to demolish the existing structures on the site by July 2018.

On June 14, 2018, Planning Services approved a Demolition Control application for the subject site. As such, the site is currently vacant, as the owner recently demolished three buildings containing 26 townhouse dwellings. Planning Services approved the Demolition Control application to allow OCH to secure funding for the development by meeting required deadlines and to allow OCH to prepare the site for redevelopment in advance of being issued a construction permit.

On December 5, 2018, OCH applied for a Zoning By-law amendment application and a Site Plan Control application concurrently. Should the proposed Zoning By-law amendment come into full force and effect, OCH will have the opportunity to enter into a Site Plan Agreement with the City of Ottawa.



## **DISCUSSION**

### **Public consultation**

Notification and public consultation was undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications. Planning Services received three public comments on the proposal. The comments are detailed in Document 5 – Consultation Details.

During the application review process, the applicant hosted a community information session on Tuesday March 5, 2019. Approximately 30 individuals from the community signed in to the event. The applicant presented an overview of the proposal followed by a question and answer period. Following the formal presentation, there was an open house whereby individuals could view display boards and discuss the application with the OCH representatives and consultants. Staff from Planning Services and Community and Social Services attended the meeting to answer questions on process and next steps. Councillor McKenney and Councillor Fleury were also in attendance.

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

### **Official Plan designation**

The property is designated Traditional Mainstreet in Schedule B of the Official Plan.

### **Other applicable policies and guidelines**

The proposed six-storey apartment dwelling faces Gladstone Avenue, which is a Traditional Mainstreet. Therefore, the Urban Design Guidelines for Development along Traditional Mainstreets apply. These guidelines promote development that will enhance the planned scale and character of Traditional Mainstreets.

The stacked townhouses that face Balsam Street are considered low-rise infill housing. Therefore, the Urban Design Guidelines for Low-rise Infill Housing apply. These guidelines provide a framework to encourage quality design and infill development that is compatible.

The Mature Neighbourhoods Overlay applies to the portion of the site that is currently zoned R4A (Residential Fourth Density, Subzone A) and is proposed to have stacked townhouses.

## **Urban Design Review Panel**

The property is within a Design Priority Area and the Zoning By-law amendment application and Site Plan Control application were subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting, which was open to the public.

The formal review meeting for the Zoning By-law amendment and Site Plan Control application was held on February 1, 2019.

The panel's recommendations from the formal review are:

- **Summary**
  - The Panel is pleased with the well-thought-out approach to this project, particularly in terms of the general massing, and the response to the existing urban context. Improvements are recommended with respect to the relationship to the public realm, the quality of the public and private amenity spaces, the porosity through the site, and certain architectural elements associated with the proposed sustainability measures. The Panel also understands the importance of this site and its program. The following comments should be considered with the intent of making an already very good project even better.
- **Relationship to Public Realm**
  - The Panel believes there is a greater opportunity for this proposal to establish a continuity of commercial uses along Gladstone, between the nodes of Preston and Bronson. The Panel advises that the Gladstone Avenue edge of the proposed apartment building should be able to transition over time. It is important to rethink the units adjacent to the street in order to create an urban edge, rather than a garden edge:
  - There is particular concern regarding the configuration of the concrete ramp and planter treatment at the base of the Gladstone and Rochester corner, as it precludes the ground level space from being converted to commercial uses in the future;
  - The Panel suggests establishing more immediate access points to the ground level units, so that they feel more commercial in use;

- Consider adding commercial space to the ground floor, while shifting the amenity space to the second level. This would result in the possibility contiguous indoor-outdoor amenity space that receives sunlight all year.
- There is some concern regarding the design of the porch/ramp feature along Gladstone. The Panel suggests studying the element more to improve its usefulness – perhaps add a trellis, and adjust its scale or shape, as it appears pinched towards the entrance. This element does not work so well in relation to the orthogonal building.
- The Panel suggests careful consideration of the streetscape elements such as the bus stop, street lights, and access ramp, to ensure a well-lit, accessible, and safe building that accommodates a wide mix of ages and abilities, including those with limited visual abilities.
- Consider a canopy from the building towards the bus stop.
- The Panel recommends that the street trees be moved to the outside of the sidewalk, closer to the street (instead of having planters along the building edge). This will better establish the main street potential for this segment of the Gladstone. Although the goal is an urban edge to the property, some trees should be kept in the forecourt.
- The Panel highlights the importance of the long view toward this site, along Gladstone Avenue from the east. The proposed elevation has the potential to respond to the jog in the road. Consider ways to better articulate this highly visible part of the east façade.
- The Panel advises removal of the planters with the concrete curbed walls.
- Site Porosity
  - The Panel suggest carving out more space for lobbies and entrances within the buildings, and then providing linkages from these spaces to the exterior, particularly to the courtyard.
  - The Panel recommends opening up the north south access through the site. Suggestions from the Panel include reducing the surface parking area and replacing this area with contiguous landscaping.

- Another suggestion from a Panel member is to create a porte cochère that can allow for a stronger connection from Gladstone, northward through the site.
- Overall, the establishment of a friendly, crisscross pedestrian flow through the site is recommended by the Panel and is likely dependent on the removal of some of the proposed surface parking.
- **Private and Public Amenity**
  - The Panel suggests increasing the amount of green amenity within the project and minimizing the surface parking. At minimum four parking spaces should be removed. One option is to limit the surface parking to one aisle rather than two. The goal is to establish a more park like pedestrian friendly setting throughout the site.
  - The garden edge between the parking area and the units requires enhancement, as the current narrow strip will result in headlights shining into lower level bedrooms.
  - The Panel suggests providing private outdoor amenity space, such as balconies and terraces, in order to improve the quality of life for residents – including those units facing Balsam. This will also take pressure off the use of the shared outdoor amenities.
  - The Panel has suggested that the transitional spaces need to be more generous. The porches coming out of units on the building facing Balsam are too tight. The public spaces, including the landings, need to be more generous for users, as it can be expected that that some residents will have strollers, and other items requiring more space. The Panel sees the offering of these well thought out and spacious elements as a way of changing the residents' perception of their home.
  - The Panel suggests looking at flipping the location of the amenity spaces so that these areas step out directly to courtyard.
  - There is some concern from the Panel that the space between buildings will be dark. Further CPTED concerns were raised with respect to the pathway between this development and the neighbouring property to the

east. Turn the glass around the corners in order to put 'eyes on the street' as a way of addressing safety concerns.

- The Panel recommends establishing direct access to the units at the rear, facing Balsam. This design would give these buildings more of a residential 'house' feel, as opposed to looking institutional. Otherwise, there is concern that outdoor spaces adjacent to the rear façade will be used for storage.
- Architectural Expression and Sustainability
  - The Panel is of the opinion that the height, the access to the building, and the flexibility of the spaces is generally very good. The passive house architectural aspirations are also commendable. The Panel does have some specific recommendations however, in order to improve the quality of the architecture:
    - Additional glazing is suggested within the deep window openings along the Gladstone façade. Currently, the glazing area is very limited, despite the relatively large openings, as there are spandrel panels in place of larger windows;
    - In place of black cladding material on the middle section of the building facing Gladstone, the Panel suggests a grey colour to avoid heat gain;
    - Consider integrating the photovoltaic panels as a design element, rather than an add-on to the roof. This will require some roofs to be partially sloped.
    - The Panel suggests that improvements can be made to the plaza, and other spaces in front of the building facing Gladstone. The treatment on the ground floor seems institutional, and the Panel advises designing the front façade of the building so that the stigma of social housing is avoided in the architectural expression.

The panel was successful in aiding in the implementation of the following:

- Improved the animation of the public realm. OCH has adjusted the ground floor plan for the six-storey mid-rise apartment dwelling to incorporate amenity spaces facing Gladstone Avenue. These spaces are also designed with greater floor-to-

ceiling heights to allow for an easy conversion into non-residential uses. The zoning details of this Zoning By-law amendment are designed to allow for the six-storey apartment dwelling to convert into a mixed-use building with at-grade commercial and dwelling units in the future.

- Improved streetscape elements. OCH has adjusted the design to relocate the existing bus shelter currently located in the south-west corner of OCH's site, to be in front of the proposed development.
- Improved the east façade. The glazing of the ground floor amenity space increased to allow for increased at-grade animation. The public entrance also increased in size.
- Improved and increased porosity and sense of space. A strong central axis runs through the development from Balsam Street to Gladstone Avenue, with amenities and tenant services lining this route in an effort to bring people together while maintaining a sense of security. The apartment entry lobby was been widened and glazing was added to flanking amenity rooms.
- Improved transitional spaces between public and private realm. The exterior stairs on the stacked townhouses were widened and the materials changed from concrete to galvanized steel. Additional bicycle parking spaces were provided. No spandrel panels are proposed.

The following panel recommendations were not able to be met:

- The Panel recommended non-residential uses at-grade along Gladstone Avenue. OCH has decided this is not desirable for their programming at this time; however, the proposed zoning allows for a conversion of the amenity spaces into non-residential uses in the future.
- The Panel recommended that street trees be moved to the outside of the sidewalk. The applicant considered this option; however, sidewalk street trees were found to be not viable because of the presence of a large bank of high voltage cables buried beneath the City sidewalk. As an alternative, planters were provided creating a street edge and a buffer from road salts and street plows.

## **Planning rationale**

### Official Plan Policies

This application has been reviewed under the consolidated Official Plan (2003) and with regard for the amendments of Official Plan 150 (OPA 150). OPA 150 was approved by Council in 2013 and some policies are currently under appeal.

The site is designated as Traditional Mainstreet (Section 3.6.3), which is a target area for intensification. Section 3.6.3 defines Traditional Mainstreet as “compact, mixed-use, pedestrian-oriented streets that provide for access by foot, cycle, transit and automobile”. The proposal sensitively incorporates intensification onto the site with a development that defines the street edge and is compatible with its surroundings.

On Traditional Mainstreets new development is encouraged to enclose and define the street edge, as well as provide direct pedestrian access to the sidewalk. The development provides front doors into the development on all three abutting public streets. The six-storey apartment dwelling also accommodates accessibility needs. There is a grade difference between the eastern and western sides of the property. To address the change in grade while also providing barrier-free access, there is a ramp within an entry court area along Gladstone Avenue.

Section 2.5.1 of the Official Plan addresses how developments can successfully integrate into a community. It identifies built form, open spaces, and infrastructure as being components to a development that play a key role in promoting good urban design. The proposal's built form incorporates a transition in height and a transition in permitted uses that is compatible with both the Traditional Mainstreet context south of the site and the residential context to the north of the site.

To respond to the Traditional Mainstreet context, the proposed zoning permits higher heights and a wider variety of uses within the six-storey building facing Gladstone Avenue than in the stacked dwellings. This six-storey building currently has amenity areas facing the Traditional Mainstreet to encourage street level activities that facilitate a positive animated pedestrian environment. These amenity areas may transition into non-residential uses, such as retail, in the future. To respond to the residential context to the north of the subject property, the maximum permitted building height is limited to 11 metres and non-residential uses are prohibited (with the exception of a home-based business and home-based daycare).

Open space is provided in the middle of the lot, between the six-storey building and the stacked dwellings. This open space is outdoors and is programmed to include a children's play area and a soft-landscaped amenity area. Tenants can use this space for passive and active recreation. The development also provides infrastructure that supports active and public transportation. There are 143 bicycle parking spaces proposed and a bus shelter will be relocated to be in front of the development, along Gladstone Avenue. This proposal successfully incorporates compatibility principles into its built form, creates a communal open space, and serves to support the active and public transportation infrastructure.

Section 2.5.1 also identifies that development along Traditional Mainstreet should be designed to protect, integrate and enhance green spaces and corridors, where possible and appropriate. The subject site is currently lined with trees on all three frontages. To accommodate this redevelopment, some of these existing trees will be removed. While it is ideal to retain or restore trees, it would not be possible to retain them all without a major revision to the proposal. In total, through the Site Plan Control process, 45 new trees are proposed to be planted, while only 18 are to be removed. Along Balsam Street, 10 trees are proposed to be planted to offset the removal of 5 existing trees along this street. Planning Services is satisfied that the proposed development successfully integrates trees, and other forms of landscaping, into the site.

#### Urban Design Guidelines for High-rise Buildings

The Urban Design Guidelines for Development along Traditional Mainstreets promotes development that will enhance the planned scale and character of Traditional Mainstreets. The proposed six-storey apartment dwelling faces Gladstone Avenue, which is a Traditional Mainstreet. The guidelines encourage development that complements its surroundings, strengthens building continuity, fosters pedestrian-oriented development linked to street level amenities and accommodates a broad range of uses including retail and residential. It is Planning Services opinion that this proposal achieves these goals with the addition of the six-storey apartment dwelling with at-grade amenity spaces animating Gladstone Avenue, a Traditional Mainstreet.

#### Urban Design Guidelines for Low-rise Infill

The Urban Design Guidelines for Low-rise Infill Housing provide a framework to encourage quality design and infill development that is compatible. The stacked townhouses that face Balsam are considered low-rise infill housing. The sections of



these guidelines that specifically apply to this proposal relate to encouraging an enhanced streetscape, emphasizing front doors and windows rather than garages, providing at-grade living spaces that promote interaction with the street, and incorporating environmental sustainability.

The design of the stacked dwellings promotes interaction with the public realm. They have front facing windows and doors. There is only one vehicular access point (rather than multiple driveways), which preserves the residential character and continuity along Balsam Street. Furthermore, the vehicular parking areas are internal to the site and are screened with landscaping.

#### Mature Neighbourhoods Overlay – Streetscape Character Analysis

The Mature Neighbourhoods Overlay applies to the portion of the site that is currently zoned R4A (Residential Fourth Density, Subzone A) and is proposed to have stacked townhouses. The Mature Neighbourhood regulations are in place to regulate certain aspects of a development to be compatible with the residential character of the neighbourhood. Namely, the main entrance, parking and front yard landscaping.

The applicant completed a Streetscape Character Analysis, which reflects the established local streetscape character. A Streetscape Character Analysis results in a three-letter summary that represents the dominant character, or “Character Group”. In this case, the Balsam Street frontage character type is “B-D, B, A” and the Rochester Street character type is “D, B, A”. This means that the local Balsam streetscape is characterized by: landscaped front yards in front of a portion of the principal dwellings or small or no landscaped front yards; driveways are less than or equal to one-third in width than the actual lot width; and principal entranceways are located along the front wall of the dwelling. It also means that the Rochester streetscape is characterized by: small or no landscaped front yards; driveways are less than or equal to one-third in width than the actual lot width; and principal entranceways are located along the front wall of the dwelling. The proposal adheres to these same Character Groups.

#### Proposed Zoning Details

As detailed in Document 2 – Details of Recommended Zoning, the proposed Zoning By-law amendment will re-zone the site from TM - Traditional Mainstreet and from R4A – Residential Fourth Density, Subzone A to TM[XXXX] SXXX – Traditional Mainstreet with site specific urban exception [XXXX] and schedule “XXX” to control maximum building heights and minimum setbacks. The proposed rezoning will also permit a

Planned Unit Development and Stacked Dwelling as uses on-site. The following summarizes the site-specific zoning provisions:

- **Additional Permitted Uses in the Traditional Mainstreet Zone**

The proposed development is a planned unit development that contains a six-storey mid-rise apartment dwelling fronting Gladstone Avenue and two three-storey stacked dwellings fronting Balsam Street. The requested Zoning By-law amendment seeks to rezone the property to TM – Traditional Mainstreet zone, which does not list “Planned Unit Development” and “Stacked Dwelling” as permitted land uses.

Planned unit developments and stacked dwellings are uses that are more typical of residential zones. However, in this case, Planning Services is of the opinion that they are appropriate on this site. The applicant has demonstrated an effort to create street animation along Gladstone Avenue, typical of mixed-use buildings, with the use of at-grade amenity space. The rezoning provisions will also allow for the amenity spaces along Gladstone Avenue to be converted into non-residential uses should the owner decide to incorporate a mix of uses in the future. The incorporation of the stacked dwelling use provides an on-site transition to the residential neighbourhood north of the site.

- **Permitted Heights and Required Setbacks**

The proposed zoning schedule does not seek heights that are much greater than what is already permitted on site. Under the current TM – Traditional Mainstreet zone on the south half of the site, the maximum building height is 20 metres but not more than six storeys. Under the current R4A – Residential Fourth Density, Subzone A zone on the north half of the site, the maximum building height is 11 metres for a stacked dwelling. The applicant is proposing a mid-rise apartment building 20.6 metres in height and the two stacked dwellings 11 metres in height. These maximum permitted heights are on the associated proposed zoning schedule.

However, while the maximum heights remain unchanged, there are variations in the massing setbacks and stepbacks to accommodate the proposed development that require relief. These variations are outlined below:

- Within the Traditional Mainstreet zoning provisions, in Section 197, there is a maximum front yard setback of 2 metres. The intent of this provision is to facilitate active streetscapes and continuous street-walls. The proposed development has a varied front yard setback. At its closest point, the building is 0.8 metres from the property line along Gladstone Avenue. At its furthest distance, the building is 9 metres from the property line along Gladstone. The front façade's proximity to Gladstone Avenue is varied because of the development's entry court design and because of the curve of Gladstone Avenue. The development's design incorporates an entry court, providing barrier-free access by way of a ramp into the building. Amenity spaces are provided at-grade facing Gladstone Avenue to encourage an active streetscape. Planning Services is satisfied that, given the efforts made to create a development that is barrier-free with an active front façade, the maximum front yard setback requirement can be removed.
- In the Traditional Mainstreet zoning provisions there are also minimum front yard setback provisions. The required minimum front yard setback is 2 metres with an additional 2-metre stepback in massing at and above the fourth storey. The proposed development has a varied front yard setback and a one storey podium. The first storey has a height of 5.5 metres and then the building steps back 3.6 metres to a height of 20.6 metres. Planning Services is satisfied that adequate setbacks from the front lot line have been provided.
- In the TM zone, there is a minimum required building height of 6.7 metres for a distance of 20 metres from the front lot line. The proposed building has a 5.5 metre podium height with a 3.6 metre stepback at which the building becomes 20.6 metres in height. A provision is therefore required to accommodate the proposed building massing design.
- In the Traditional Mainstreet zone, there is a required minimum 3 metre corner side yard setback, and an additional minimum 2 metre setback for any part of a building above 15 metres. The six-storey apartment building has a 4.3 metre corner side yard setback and no stepbacks in massing on this west-facing façade. This results in a total discrepancy of 0.8 metres

between the required and proposed corner side yard setback, which is minor in nature.

- Permitted Projections

Section 65 of the Zoning By-law provides provisions related to permitted projections, such as balconies.

- This rezoning proposes to exempt these permitted projections from being subject to the maximum building heights of the proposed Schedule XXX. The proposed stacked dwellings contain third floor balconies that project beyond the building walls. As a result, these balconies overhang areas in the zoning schedule that prohibit development. Also, in an effort to make the development more environmentally sustainable, solar panels are proposed to project above the height limit. Planning Services is satisfied that the proposed balconies and solar panels are appropriate and should be permitted to project into the abutting yards.
- Section 65 identifies that open stairways, stoops, landings and steps (where at or below the floor level of the first floor) are to be no closer than 0.6 metres to a corner side lot line. The proposed development has a stairway that projects up right up to the corner side lot line on Rochester Avenue. Therefore, the applicant is seeking relief from the 0.6-metre requirement.
- The proposal incorporates area wells hidden within the planters in the south-west corner, along Gladstone Avenue and Rochester Street. These area wells serve as ventilation for the parking level below. The zoning exception includes a provision permitting these area wells to project 1.5 metres from the building wall into the front and corner side yard.

- Vehicular Parking Reduction

As per Section 101, the minimum number of vehicular parking spaces required for dwelling units in an apartment building is based on a ratio of 0.5 per dwelling unit. The apartment building contains 108 dwelling units; however, as per Section 101(4)(b), the development is not required to provide parking for the first 12 dwelling units. Therefore, for 96 dwelling units, 48 vehicular parking spaces are required.

There are 37 vehicular parking spaces proposed. There are 17 vehicular parking spaces provided in a surface parking lot and 20 vehicular parking spaces in an underground parking garage. Of the 37 vehicular parking spaces, 13 spaces are dedicated visitor parking and the remaining 24 spaces are dedicated for the residential tenants. The proposal satisfies the required visitor parking requirements but provides half of the required parking for residential tenants. The applicant has also identified that some functional elements of the design of the underground parking lot may result in a loss of two spaces from the anticipated 20 provided below-grade. As these functional elements are yet to be determined through the Site Plan process, the applicant is seeking relief from 26 vehicular parking spaces for dwelling units in an apartment dwelling.

Ottawa Community Housing (OCH) has identified that the demand for parking within their developments is not high and that their tenant's needs would be satisfied with the provided 22 vehicular spaces. The development supports active transportation by providing approximately double the amount of bicycle parking than what is required in the Zoning By-law. There are 143 bicycle parking spaces, whereas 70 bicycle parking spaces are required.

The location of this site is also in close proximity to transit. Through the Site Plan Control application, the Owner has agreed to relocate an existing bus shelter located on their property to be located directly in front of the development on City land. The site is also located approximately 400 metres from the future Gladstone Light Rail Transit (LRT) Station for Stage 2 Trillium Line. The applicant provided a Transportation Impact Assessment (TIA) that noted that once the Gladstone LRT Station is operative, there would be less demand for vehicular parking due to the proximity to the transit station. Planning Services is satisfied that a reduction of 26 vehicular parking spaces for this development in this location is appropriate.

- **Aisle Width Reduction**

Section 107 of the Zoning By-law outlines provisions related to aisles and driveways and requires that an aisle providing access to parking spaces in a parking lot must be a minimum of 6.7 metres in width. Access to the proposed vehicular parking areas is from Rochester Street and is 6 metres in width. The western part of this access would be defined as a driveway; however, the furthest east portion of this access acts as an aisle within the surface parking lot. As

such, it is not compliant with Section 107 and requires permission to be reduced from 6.7 metres to 6.0 metres. Planning Services is satisfied that, in this circumstance, this reduction in width is reasonable and safe.

- **Bicycle Space Width Reduction**

As per Section 111 of the Zoning By-law, bicycle parking spaces are required to have a width of 0.6 metres. The applicant is proposing to reduce this width to 0.4 metres. Of the 143 bicycle parking spaces proposed, 120 are internal to the six-storey apartment building. For these internal bicycle parking spaces, the applicant is proposing to use a stacked bicycle rack system to allow for more bicycle parking than the at-grade space would allow for. The stacked bicycle racks are constructed to allow for a bicycle parking space width of 0.4 metres, rather than the required 0.6 metres. Therefore, the applicant is seeking relief from this provision. Planning Services is satisfied that this is a minor deviation. This exception will allow for an increased number of bicycle parking spaces, which is beneficial to the development and supports active transportation within the city.

- **Planned Unit Development (PUD) Provisions**

Section 131 of the Zoning By-law outlines provisions related to Planned Unit Developments (PUDs). Some of these PUD provisions relate to ancillary uses (Provisions 4, 5, and 6). These provisions are not applicable to this development. The ancillary use provisions permit a select few non-residential uses within a PUD and include restrictions that relate to their area and location. Including these provisions is not required in this context because the property is being rezoned to be TM – Traditional Mainstreet. The TM zone permits a range of non-residential uses that are not required to be ancillary to a residential use. It is Planning Services opinion that it is appropriate that these provisions do not apply in this circumstance.

Section 131 also requires that, notwithstanding any front yard setback requirement associated with any zone or subzone, the minimum setback for any wall of a residential use building to a private way is 1.8 metres. A zoning exception has been included to reduce this setback from 1.8 metres to 1.5 metres for the space between the surface parking lot and the stacked dwellings.

- **Restricted Non-Residential Uses**

The proposed TM – Traditional Mainstreet zone permits a range of non-residential and residential uses. The zoning exception includes a provision that, except for home-based business and home-based daycare, prohibits non-residential uses within 20 metres of the lot line abutting Balsam Street. This provision serves the purpose of ensuring that the stacked dwellings continue to be residential in nature. In other words, despite the fact that the northern half of the site is proposed to be rezoned from R4A – Residential Fourth Density, Subzone A to TM – Traditional Mainstreet, this northern half of the site will continue to be residential in form and function. This provides a transition from the southern half of the site, which permits higher maximum permitted heights and a wider range of uses. Planning Services is of the opinion that this provision facilitates a sensitive transition between the Traditional Mainstreet context along Gladstone Avenue and the residential context to the north of the subject property.

- **Potential Introduction of Non-Residential Uses**

The proposal that OCH wishes to pursue at this time is exclusively residential. However, OCH may consider incorporating non-residential uses into the apartment dwelling in the future. Incorporating a mix of uses into a building that fronts onto a Traditional Mainstreet is supported by City planning policy. To create this mix of uses within the proposal would involve converting the at-grade internal amenity spaces facing Gladstone Avenue into commercial uses. To allow for this potential future conversion, the applicant required relief from amenity space and vehicular parking provisions.

- The applicant seeks permission for a six-storey mixed-use building to provide a minimum of 612 square metres of amenity space; whereas 648 square metres would be required. The proposal is unique because, as a Planned Unit Development (PUD), the apartment building also shares amenity space with the stacked dwellings. The majority of this shared amenity space is located outdoors in the internal courtyard. Planning Services is satisfied that, in the potential conversion of the apartment building into a mixed-use building, the amount of outdoor communal amenity space provided for the PUD is reasonable.

- The applicant also seeks permission for no required vehicle parking for a restaurant use. Parking for a restaurant use in this area would not be triggered unless the restaurant was greater than 350 square metres. As it is unlikely that a restaurant located on the ground floor of this six-storey building would be much larger than 350 square metres, the requirement would be minimal if it applied. Therefore, the request is not significant and is supported.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor McKenney provided the following comments:

“Overall, I am pleased with these applications and the proposed redevelopment of the Rochester Heights community. This project represents Phase 1 of an important renewal of this mixed-income community in the core of Ottawa. This site is situated within a very liveable area and it is important to provide quality affordable and accessible housing in this part of the City.

I am very happy with the provision of larger, family-sized units in this proposal. The previous OCH townhouses on this site housed many families, so it is only fitting for ¼ of the units provided to be 3- and 4-bedrooms. It is important to encourage families to live in the core by providing high quality housing options for a range of incomes.

I appreciate the attention paid to amenity and green space on the site. It is essential to provide residents living in apartment or townhouse style housing with functional outdoor space. The proposal offers an area for children to play, but also passive green space which can be enjoyed by all ages and abilities. Ideally, this space would be expanded by reducing the number of surface parking spots on the west side of the site.

My main issue with this proposal is the planned removal of the trees along Balsam St. This removal may be deemed necessary to install the water and sanitation pipes that



will service the townhouses, but there is always an alternative and I will continue to push for that. While plans show that new shrubbery will be planted, retention of existing trees is my first priority.”

### **LEGAL IMPLICATIONS**

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

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk implications.

### **ASSET MANAGEMENT IMPLICATIONS**

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

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

### **ACCESSIBILITY IMPACTS**

There are no accessibility impacts. The site has been designed to provide barrier-free access to the six-storey apartment dwelling, with a ramp and recessed court to the main entrance on Gladstone Avenue to accommodate the change in grade. There is one accessible parking space provided.

### **ENVIRONMENTAL IMPLICATIONS**

The owner of the subject site, Ottawa Community Housing, is pursuing Passive Building Designation for the six-storey building along Gladstone Avenue and a net-zero carbon footprint for the entirety of the development. The development will include photovoltaic and solar thermal technology. It will include sustainable and energy-efficient design and construction including using energy efficient products such as water heaters, HVAC, lighting fixtures, water-efficient products, and ensuring energy efficiency and performance is optimized while designing the building envelope and systems.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- ES1 – Support an environmentally sustainable Ottawa
- HC3 – Create new and affordable housing options
- HC1 – Advance equity and inclusion for the city's diverse population

### **APPLICATION PROCESS TIMELINE STATUS**

This application was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

### **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Zoning Schedule

Document 4 Development Concept Plans

Document 5 Consultation Details

### **CONCLUSION**

The Planning, Infrastructure and Economic Development department supports the proposed Zoning By-law amendment application to permit a Planned Unit Development that contains a six-storey mid-rise apartment dwelling and two three-storey stacked dwellings. These amendments and the resulting development serve to increase the amount of affordable housing that is in close proximity to transit in the urban area. The development provides a sensitive transition from the Traditional Mainstreet context along Gladstone Avenue to the residential context north of the site. Furthermore, the sustainability and barrier-free principles that OCH has incorporated into the design of the development aligns with the City's environmental and diversity goals. The requested amendments are consistent with the Provincial Policy Statement and conforms to the Official Plan. The Zoning By-law amendment represents good planning and the department recommends the requested amendments be approved.

**DISPOSITION**

Legislative Services, Office of the City Clerk and Solicitor to notify the owner; applicant; Krista O'Brien, Tax Billing, Accounting and Policy Unit, Revenue Service, Corporate Services (Mail Code: 26-76) of City Council's decision.

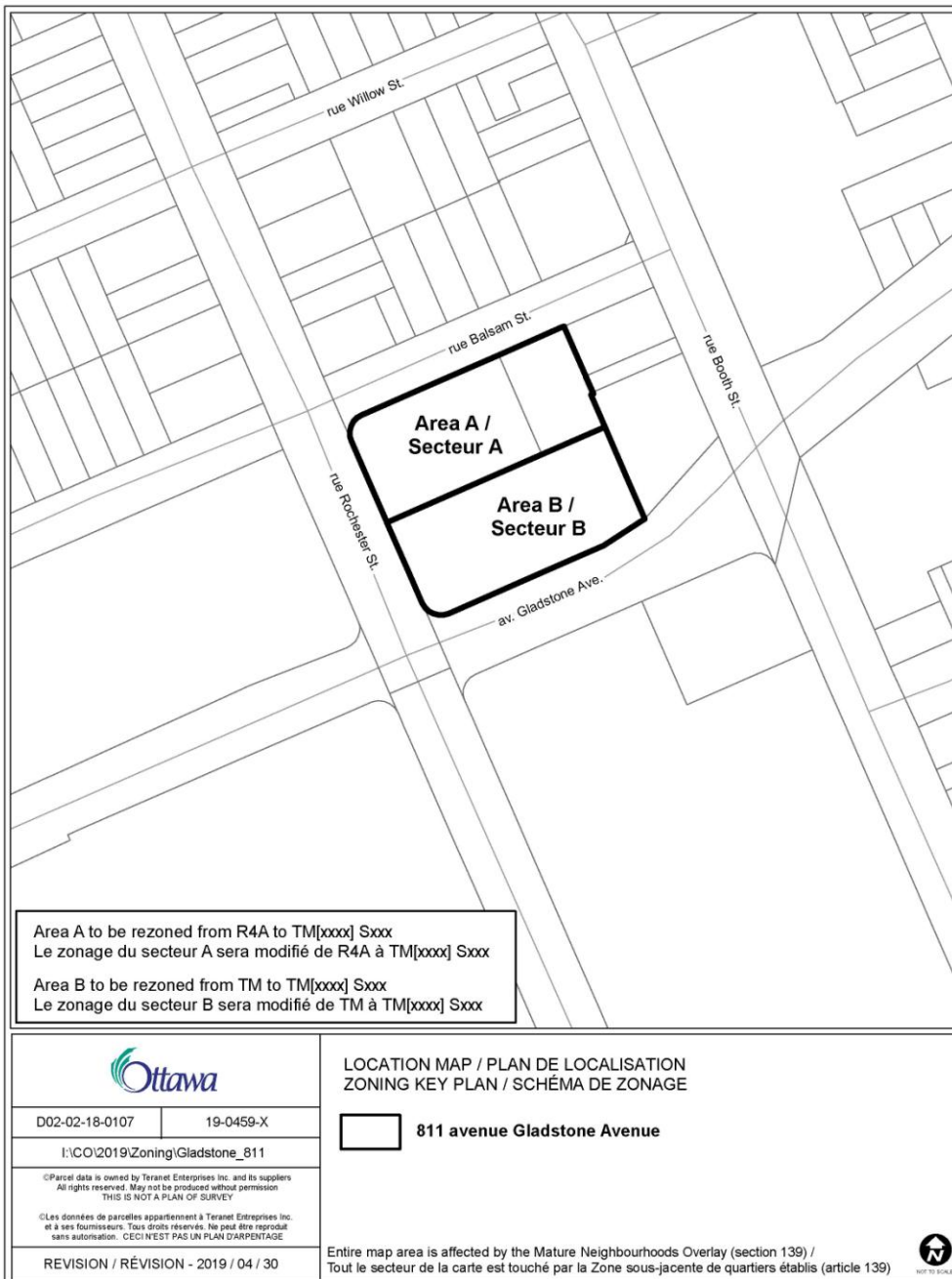
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

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

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

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit [geoOttawa](http://geoOttawa). The site is located in the Dalhousie neighbourhood and has frontages on three public streets: Gladstone Avenue, Rochester Street, and Balsam Street.



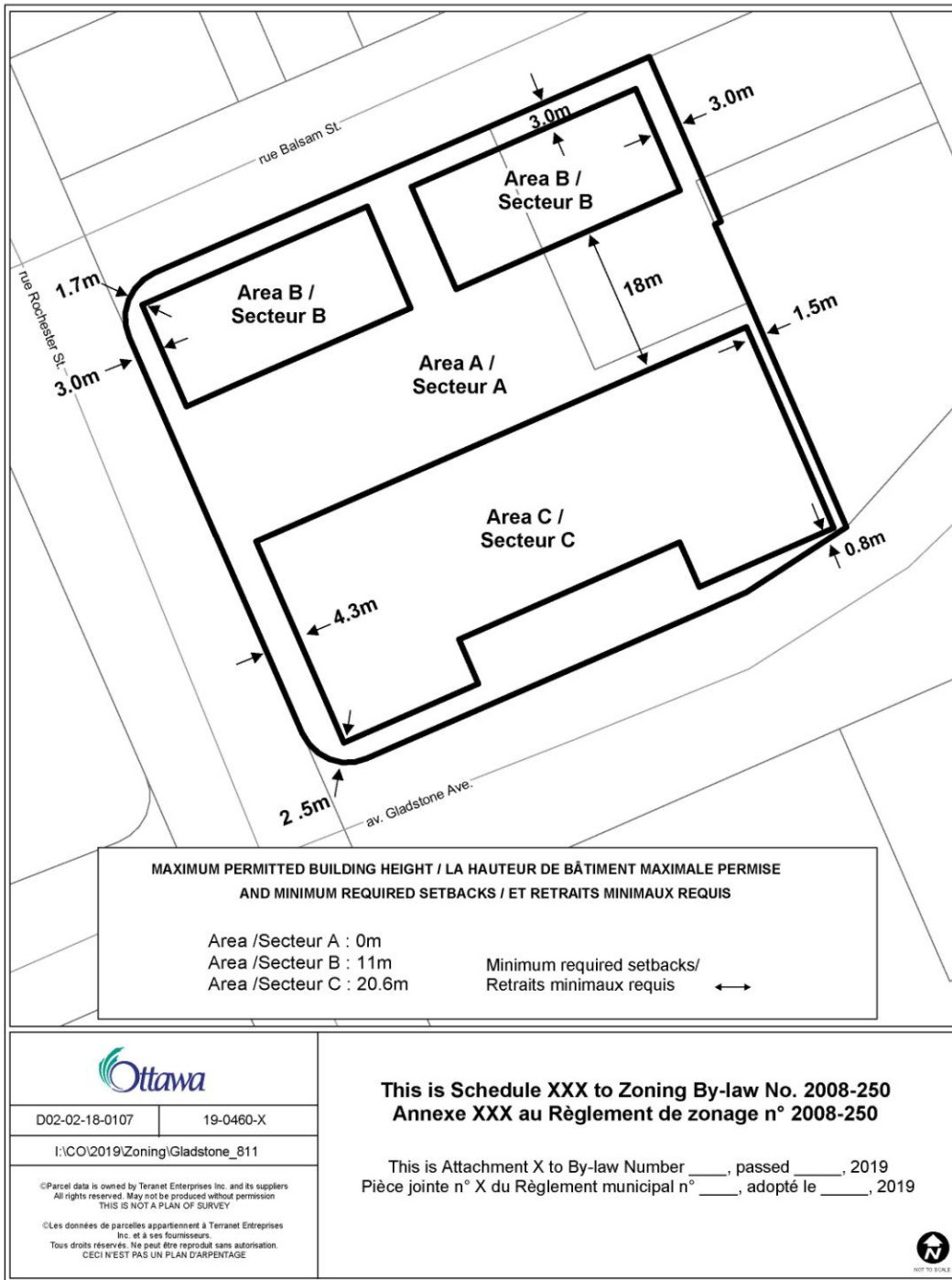
## Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 811 Gladstone Avenue:

1. Rezone the lands municipally known as 811 Gladstone Avenue as shown in Document 1.
2. Amend Section 239 – Urban Exceptions, by adding a new exception [XXXX], with provisions similar in effect to the following:
  - a) In column II add the text: “TM[XXXX] SXXX”
  - b) In column III add the text: “planned unit development” and “stacked dwelling”
  - c) In column V add the following text:
    - i. Maximum permitted building height and minimum required setbacks as per SXXX;
    - ii. Despite Section 197, the minimum required building height is 5.5m for a distance of 7 metres from the front lot line;
    - iii. Despite 197(3)(c), there is no maximum front yard setback;
    - iv. Maximum building heights of SXXX do not apply to permitted projections under Section 65;
    - v. Solar panels are permitted to project above the maximum permitted height of SXXX.
    - vi. Despite Section 65, where at or below the floor level of the first floor, there is no limit to how far open stairways, stoops, landings, and steps may project into the corner side yard.
    - vii. Despite Section 101, the minimum number of parking spaces for dwelling units in an apartment building, mid-rise is 22.
    - viii. Despite Section 107(1)(c) and Table 107, an aisle providing access to parking spaces in a parking lot must have a minimum width of 6.0 metres;

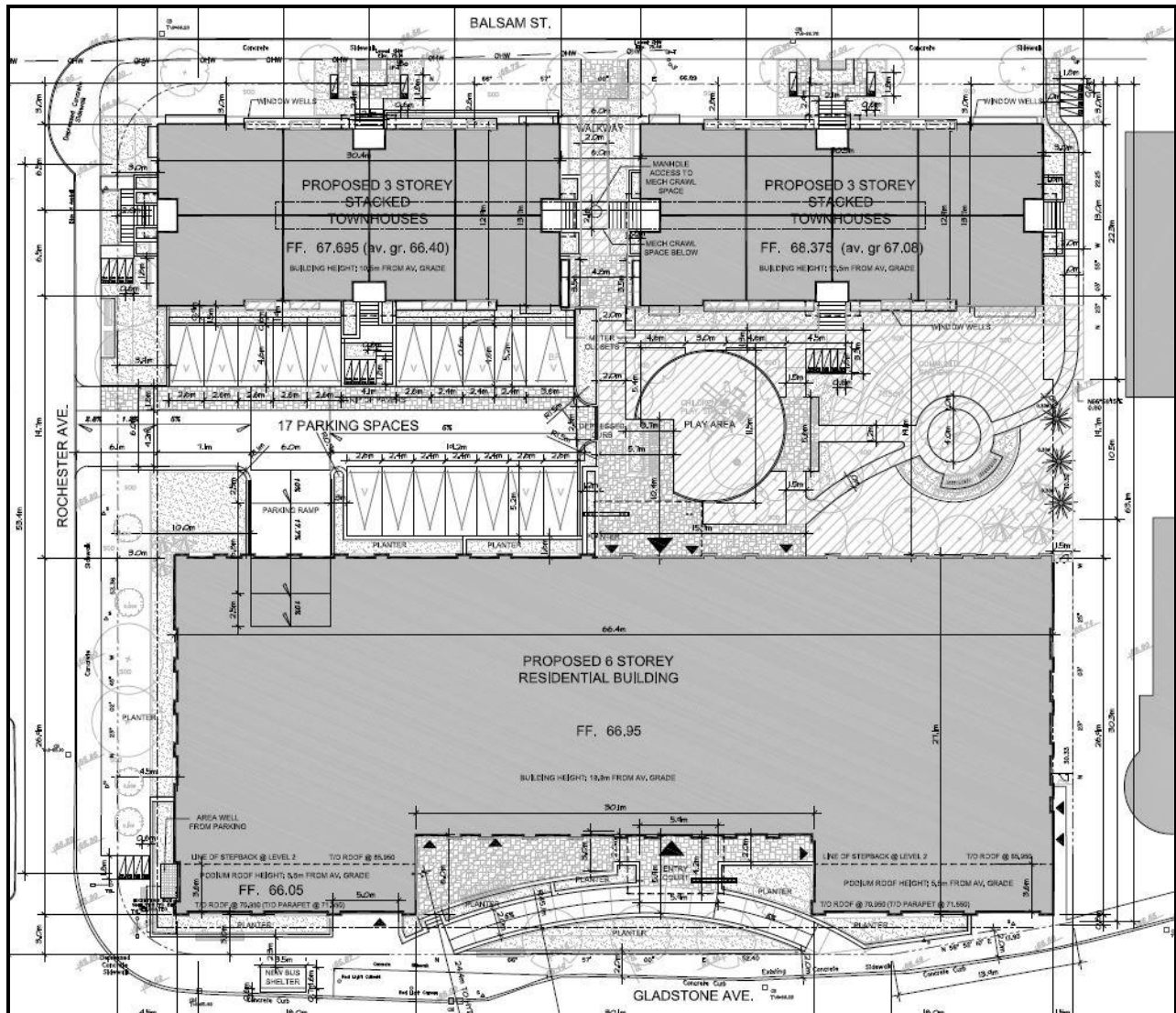
- ix. Despite Section 111, all indoor bicycle spaces are permitted a minimum width of 0.4 metres;
  - x. Section 131 provisions (4), (5), and (6) do not apply;
  - xi. Despite Section 131, the minimum setback for any wall of a residential use building to a private way is 1.5 metres;
  - xii. Despite Section 137, a six-storey mixed-use building with nine or more dwelling units is permitted to provide a minimum of 612 square metres of amenity space.
  - xiii. Except for home-based business and home-based daycare, non-residential uses are prohibited within 20 metres of the lot line abutting Balsam Street;
  - xiv. Despite anything to the contrary, area wells are permitted to project 1.5 metres from the building wall into the front and corner side yard.
  - xv. No off-street motor vehicle parking is required for a restaurant use.
3. Add Document 3 as a new Schedule in Part 17 - Schedules.

Document 3 – Zoning Schedule



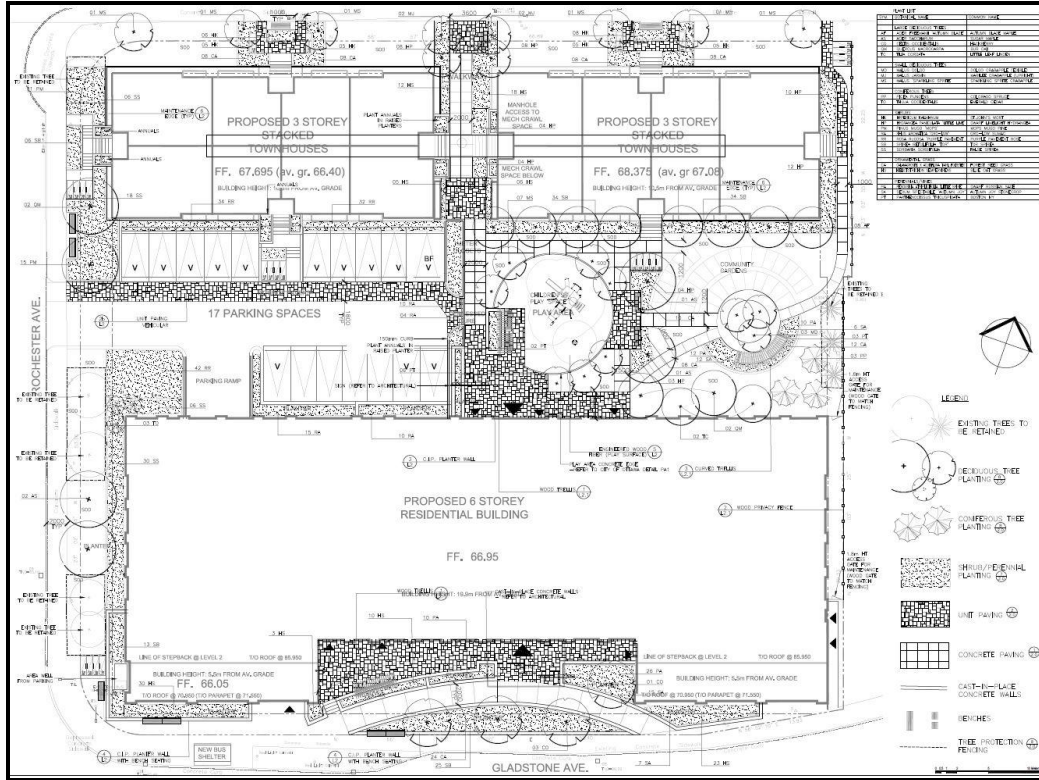
Document 4 – Development Concept Plans

Conceptual Site Plan:

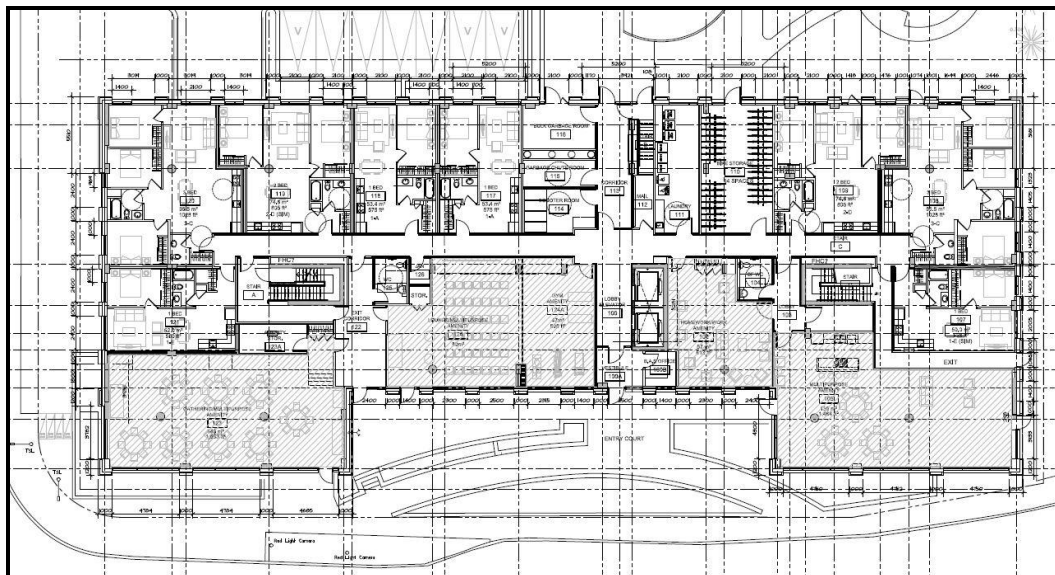




Conceptual Landscape Plan:



Conceptual Ground Floor Plan for six-storey Apartment Dwelling:



Rendering – View looking West from Gladstone Avenue



Rendering – View looking east from the Intersection of Rochester Street and Gladstone Avenue





Rendering – View of Parking Lot Entrance from Rochester Street



Rendering – View looking east from the Intersection of Rochester Street and Balsam Street



## **Document 5 - Consultation Details**

### 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.

During the application review process, the applicant hosted a community information session on Tuesday March 5, 2019. Approximately 30 individuals from the community signed in to the event. The applicant presented an overview of the proposal followed by a question and answer period. Following the formal presentation, there was an open house whereby individuals could view display boards and discuss the application with the OCH representatives and consultants. Staff from Planning Services and Community and Social Services attended to answer questions on process and next steps. Councillor McKenney and Councillor Fleury were also in attendance.

During the application review process, three members of the public commented on the proposed development. The comments are summarized below.

1. There is support for the neighbourhood to be revitalized with modern, energy efficient buildings.

Response: The owner(s) of the subject site, Ottawa Community Housing, is pursuing Passive Building Designation for the six-storey building along Gladstone Avenue and a net-zero carbon footprint for the entirety of the development. The development will include photovoltaic and solar thermal technology. It will include sustainable and energy-efficient design and construction including using energy efficient products such as water heaters, HVAC, lighting fixtures, water-efficient products, and ensuring energy efficiency and performance is optimized while designing the building envelope and systems.

2. There is concern that with the increase in density there will be an increase in traffic that will negatively affect the neighbourhood.

Response: The applicant has indicated that, given the needs of OCH tenants, there is no demand for more than 37 vehicular parking spaces. The proposal seeks relief from 26 required vehicular parking spaces and provides 37 total vehicular parking spaces. The applicant provided a Transportation Impact Assessment (TIA) that concluded that the proposed development is projected to generate 'new' two-way vehicle volumes of

approximately 29 vehicles per hour during the weekday morning and afternoon peak hours. The increase in vehicle traffic as a result of the proposed development is anticipated to be minimal.

The subject site is located in close proximity to transit services and encourages public and active forms of transportation. A bus shelter will be relocated to be directly in front the subject site, servicing an OC Transpo bus route along Gladstone Avenue. The site is also located approximately 400 metres from the future Gladstone Light Rail Transit Station for Stage 2 Trillium Line. The proposal also includes 143 bicycle parking spaces to encourage and foster active transportation.

Planning Services is satisfied that considering both the proposal's access to public and active transportation and the conclusions of the provided Transportation Impact Assessment (TIA), the proposal will not generate an amount of vehicular traffic that will cause adverse impacts on the neighbourhood.

3. There is concern with the surface parking.

- a. There is a preference to see more underground parking and less surface parking.
- b. The surface parking is not attractive. If it is retained, there is a desire for it to be screened with landscaping, trees or public art. Of particular concern is the view of the surface parking from the vantage point of Rochester Street.

Response: The applicant has identified that due to the sub-surface conditions it would be difficult to extend the underground parking garage beyond its proposed footprint. As such, a portion of the required parking for the proposal is provided at-grade.

The proposal includes a total of 37 vehicular parking spaces, with 17 at-grade in a surface parking lot internal to the site and 20 below-grade in an underground parking garage. The required 13 visitor parking spaces and 1 barrier-free parking space is provided at-grade in the surface parking lot.

The view of the surface parking from Rochester Street has been addressed by providing screening in the form of landscaping and trees as well by providing a setback from Rochester Street. Please see Document 4 – Development Concept Plans to review the proposed “Conceptual Landscape Plan” and “Rendering – View of Parking Lot Entrance from Rochester Street”.

4. There is a desire to see well-managed bicycle parking.

Response: The applicant is proposing 143 bicycle parking spaces. Of the 143, 120 bicycle parking spaces are provided internal to the building in secure bicycle parking rooms. Sixty-four spaces are provided on the ground floor and 56 are provided in the parking garage. The applicant has requested a reduced bicycle parking space width from the required 0.6 metres to 0.4 metres for these internal spaces in order to increase the amount of spaces available. There are also twenty-three bicycle parking spaces provided outdoors, in various convenient locations to provide for visitor and tenant bicycle parking.

#### Community Organization Comments and Responses

Planning Services did not receive comments on behalf of the Community Association.