

FOTENN

GLADSTONE & LORETTA MIXED-USE HUB





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Fotenn Consultants has been retained by Trinity Development Group has been retained to assess the appropriateness of the proposed redevelopment of their property at 951 Gladstone Avenue and 145 Loretta Avenue in the Hintonburg-Mechanicsville neighbourhood of the City of Ottawa.

The subject property is an irregularly shaped lot, legally described as Registered Plan 73; Part of Lot 1 and Lots 2 & 3 (West Champagne Avenue) Block C and Lots 1, 2, and 3 (East Loretta Avenue) Block C and Lots 4, 5, 6, 7 & 8 Block C and Part of Block C and Part of Champagne Street (closed, By-law 4863).

The property at 951 Gladstone Avenue is currently occupied by a retail strip mall and the Standard Bread Building – a former bread factory now home to the “Enriched Bread Artists” artist collective. The retail building contains a range of retail, commercial, and arts uses. Along Loretta Avenue and on the property at 145 Loretta Avenue, are a series of one-storey commercial and light-industrial buildings.

1.1 Purpose of the Applications

The proposed Official Plan and Zoning By-law Amendment applications will facilitate the proposed redevelopment and intensification of the subject property with a mixed-use, transit-oriented development. The development concept includes approximately 930 residential units, over 140,000 square feet of office space, and over 21,000 square feet of retail space within three (3) new residential high-rise buildings. The Standard Bread Building is retained in place and an eight (8) storey podium frames Gladstone Avenue and features ground-floor, active uses with direct access from the street. The proposed development will intensify the lands immediately adjacent to a future rapid transit station while respecting the character of the surrounding neighbourhood and achieving several of the City’s broad policy objectives.

An Official Plan Amendment (OPA) application is submitted to re-designate the subject property from “General Urban Area” to “Mixed-Use Centre” under the City of Ottawa’s Primary Official Plan, recognizing the importance of the lands as a transit-oriented development opportunity given their proximity to the future Gladstone Station. The OPA will also amend the land use designation and policies of the 1996 Preston-Champagne Secondary Plan to reflect the current policy context and the permit the proposed redevelopment of the lands.

The OPA is submitted in anticipation of the completion of the City-initiated Gladstone Station District Community Design Plan and Secondary Plan, targeted for Council consideration in 2019. The Trinity OPA would complement the emerging policy direction of the CDP and would be in keeping with the Official Plan policies related to transit stations, as implemented by Official Plan Amendment No. 150, a statutory five (5) year amendment to the Official Plan.

A Zoning By-law Amendment application is also being submitted to facilitate the redevelopment of the subject property, rezoning the lands from “General Industrial, Subzone 1, Maximum Height 11 metres (IG1 H(11))” to “Mixed-Use Centre Zone”, permitting the mixed-use, pedestrian-friendly, compact, and transit-oriented development that is envisioned for the areas around transit stations. The proposed Zoning By-law Amendment would include a special exception zone and a height schedule to define the permitted building envelope.

A Site Plan Control application will be submitted in the future to determine site-specific matters including landscape treatment, pedestrian access, and drainage control.

2.1 Existing Conditions

The subject property is located on the north side of Gladstone Avenue, occupying the entire block between Loretta Avenue to the west and the Trillium Line Light Rail Transit (LRT) corridor to the east. The subject property has a total area of approximately 1.0 hectare with approximately 95 metres of frontage along Gladstone Avenue and 151 metres of frontage along Loretta Avenue.



Figure 1: Site Context

The property is currently occupied by a retail plaza, one-storey commercial and light-industrial buildings, the Standard Bread Building, and surface parking areas. The Standard Bread Building was constructed on the site in 1924 and is a three (3) and four (4) storey concrete structure on the east side of the site. The building, original constructed as a factory for the former Standard Bread Company, is identified as a heritage resource and is listed on the City of Ottawa’s heritage register. It has not, as of yet, been designated under Part IV of the Ontario Heritage Act.

The retail plaza extends west from the Standard Bread Building towards Loretta Avenue, set back from Gladstone Avenue with a surface parking area abutting the street. The northern portion of the site consists of a one-storey commercial and light-industrial buildings, as well as an additional surface parking area and outdoor storage yard.

2.2 Surrounding Area

The subject property is located west of the City of Ottawa's downtown core, just north of Highway 417 – Ottawa's The subject property is located in an area generally characterized by light industrial and commercial uses adjacent to the Trillium Line O-Train corridor and in proximity to Highway 417 to the south. To the west of the industrial uses is the low-rise residential Hintonburg-Mechanicsville neighbourhood which consists of a range of detached and semi-detached dwellings as well as low-rise apartments.

Gladstone Avenue is an important east-west arterial road, extending between Parkdale Avenue in the west and Elgin Street in the east. Gladstone provides access through the Hintonburg-Mechanicsville, West Centretown, and Centretown neighbourhoods, acting as a Traditional Mainstreet within the Centretown neighbourhood.

Abutting the railway corridor on the east side is a large vacant parcel, planned for development by Ottawa Community Housing (OCH) as "Gladstone Village". The plan is for a mixed-income, master-planned community that provides opportunities for affordable housing within proximity of the future Gladstone Transit Station. These lands were formerly owned by the Federal Government.

As noted, a future LRT station is planned for Gladstone Avenue, directly adjacent to the subject property. The station will be constructed as part of the Stage 2 LRT project and is slated for completion by 2021. The Trillium Line will extend to Riverside South and the Ottawa International Airport in the south, and connects to the east-west Confederation Line in the north, providing access to the downtown core. The Confederation Line is also being extended to both the east and west as part of the Stage 2 project, with all work planned for completion by 2023.

The surrounding land uses can be described as follows:

North: North of the subject property are additional light industrial uses and warehouses. These uses generally extend along the west side of the LRT corridor, to Somerset Street in the north. At Somerset Street, two (2) high-rise buildings have been approved for either side of Breezehill Avenue. Further north is the Tom Brown Arena and the Confederation Line LRT.

West: On the west side of Loretta Avenue, and extending across the entirety of the block to Breezehill Avenue is the Canadian Bank Note Company, an Ottawa-based security printing company. The company prints banknotes and other secure documents for governments and agencies around the world. The CBN facility extends between Loretta and Breezehill and between Gladstone and Laurel Street. West of Breezehill Avenue is the low-rise residential community of Hintonburg-Mechanicsville.

South: South of the subject property is a further extension of the light industrial uses, including the City of Ottawa's Traffic Operations Centre and storage yard. To the southwest, on the west side of Loretta Avenue are low-rise residential dwellings. Further south is Highway 417, a limited access provincial freeway providing east-west access through the City.

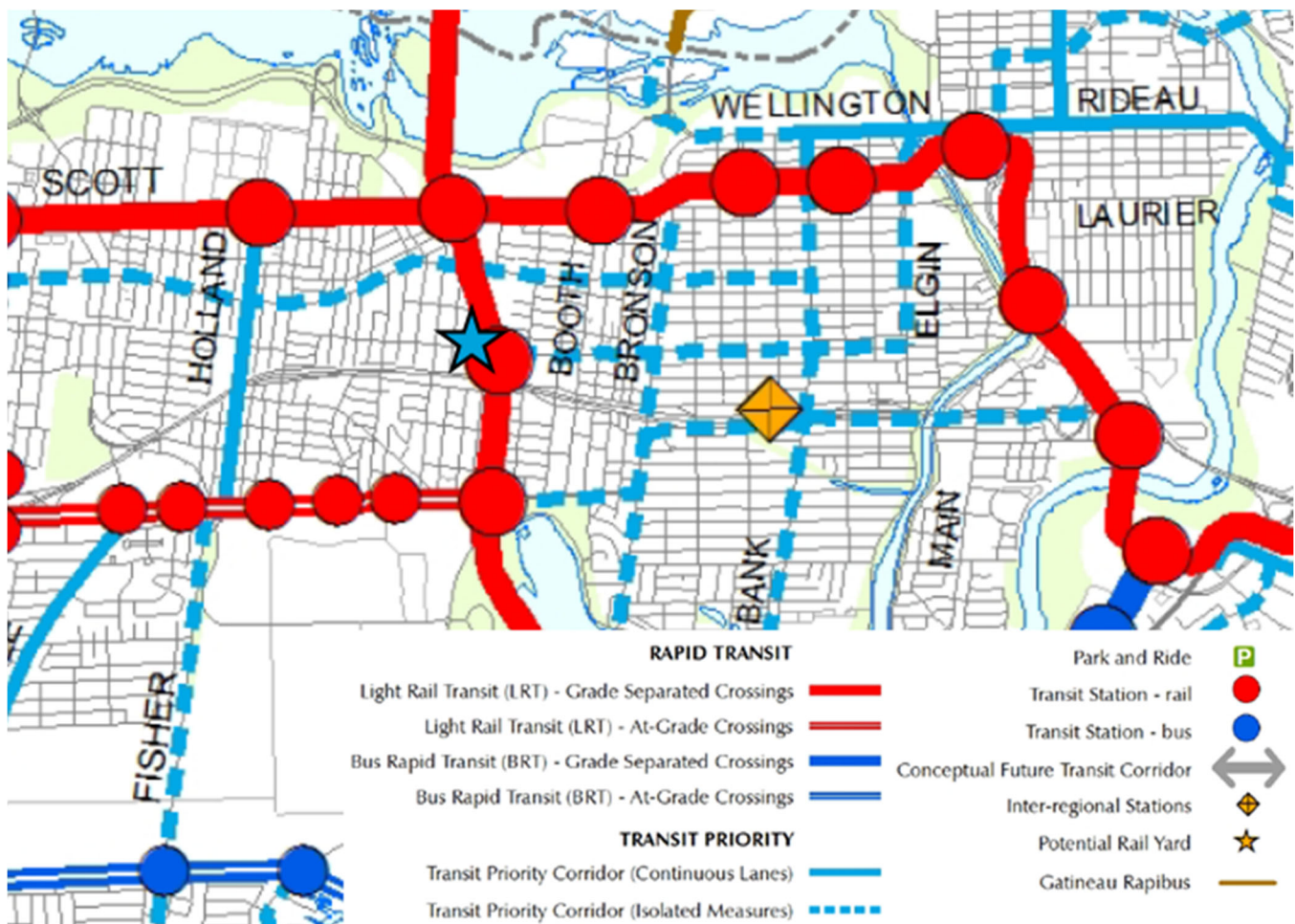
East: Immediately east of the subject property is the Trillium Line O-Train corridor and the future site of Gladstone Station. On the east side of the corridor is a large parcel of vacant land intended for development as a mixed-income, master-planned community known as Gladstone Village. Further east is Preston Street, which is a major north-south road which acts as the Traditional Mainstreet for the neighbourhood, including Little Italy. South of Highway 417, to the southeast are several large office complexes and future development lands. Further east are low and mid-rise residential uses within the West Centretown Neighbourhood.

3.0 SITE INVENTORY AND ANALYSIS

3.1 Transit Network

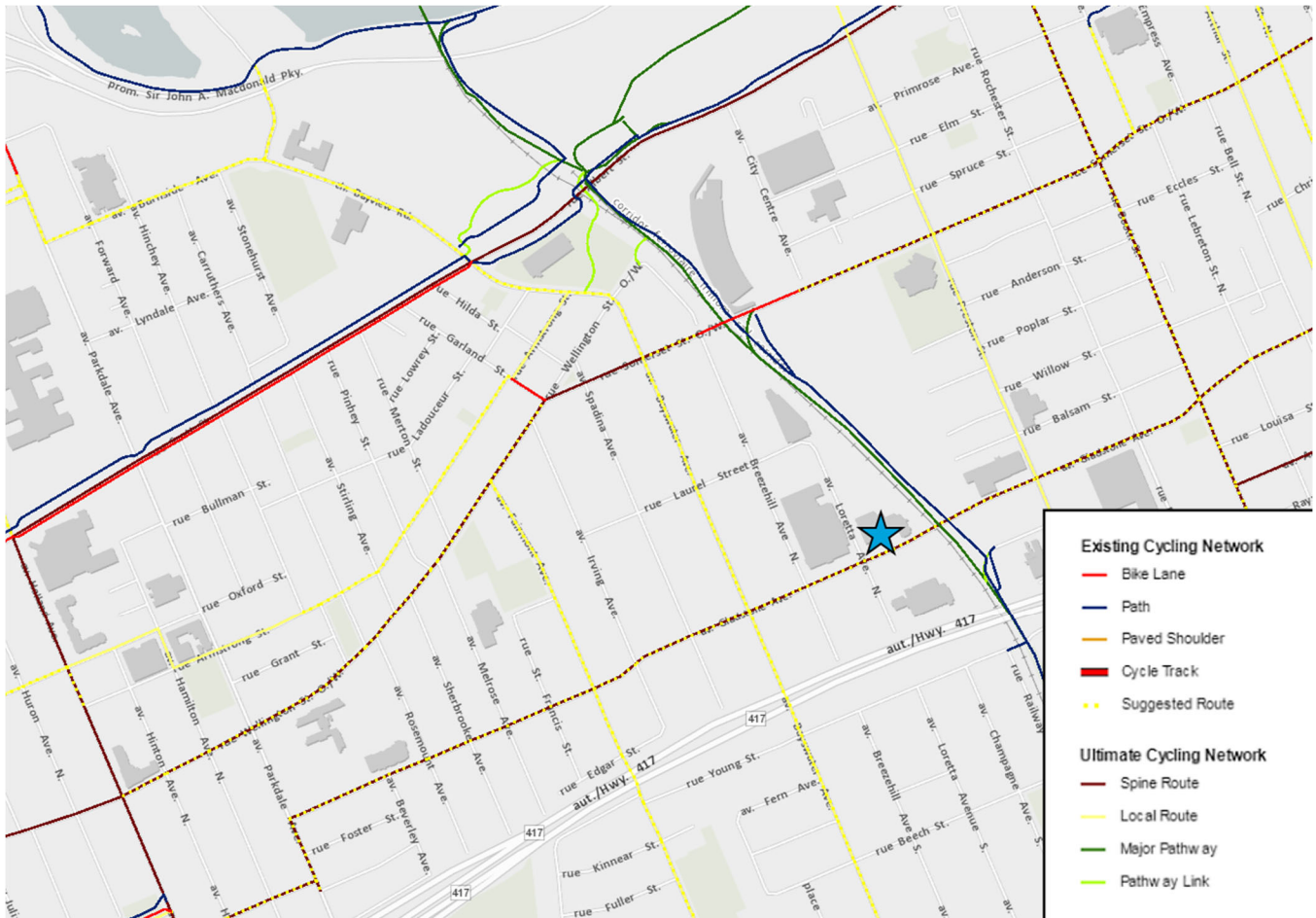
The subject property is located adjacent to the Trillium Line LRT corridor and abuts the location of the future Gladstone Station. The Trillium Line is the north-south component of the City’s LRT system and is currently in service with the nearest stations at Bayview to the north and Carling Avenue to the south. The new Gladstone Station will add a station in proximity to residents on the north side of the Highway. The Trillium Line connects to the east-west Confederation Line at Bayview Station which will provide rapid transit access through LeBreton Flats into the downtown core when it opens in 2019.

As noted, Gladstone Station is part of the planned Stage 2 LRT expansion for the City. The Stage 2 project also includes the extension of the Trillium Line to the Ottawa International Airport and Riverside South community in the south, and of the Confederation Line to Trim Road in the east and Moodie Drive in the west. All components of Stage 2 are to be completed by 2023.



3.2 Cycling Routes and Multi-Use Pathways

Many cycling and multi-use pathways are available in close proximity to the subject property. The major multi-use pathway in proximity to the subject property is the north-south pathway along the east side of the LRT corridor. This provides many important connections with east-west routes including the Ottawa River Pathway and the pathway along the Rideau Canal and Dow’s Lake.



3.3 Road Network

Gladstone Avenue is designated as a Major Collector Road in the City of Ottawa Official Plan. Collector roads connect communities and distribute traffic between the arterial and local roads. Arterial Roads in proximity to the subject property include Preston Street, and Parkdale Avenue while Bayswater Avenue to the west is also designated as a Collector road.

Highway 417 to the south is a Provincial Limited Access Freeway extending across the City from east to west. Access to Highway 417 in proximity to the site is at Rochester Street (westbound only) or Parkdale Avenue (eastbound and westbound)



4.0 PROPOSED DEVELOPMENT

The subject property is located directly adjacent to a future transit station and represents a significant opportunity for intensification in proximity to transit. The proposed development proposes a mixed-use redevelopment that will include office, retail, and residential uses in a form that has been designed to mitigate impacts on the nearby residential areas and to respect the character of the existing area.

The proposed development consists really of two (2) related components. The first is along Gladstone Avenue and contains retail, residential, and office components, anchored by the retained Standard Bread Building on the east side, and a six (6) storey podium along the street. The podium uses a mix of red brick and concrete together with black panels to create visual interest and to reflect the industrial character of the surrounding area. The scale of the podium provides a comfortable pedestrian environment along Gladstone Avenue, reinforced by at-grade retail units with direct access to the sidewalk. The podium wraps the corner of Gladstone and Loretta and provides a strong presence on the corner of the site.



Figure 2: Aerial View of the Proposed Development (Looking northwest)

An internal pedestrian street provides access through the retail and office podium from Gladstone Avenue to the north end of the site and the additional residential towers. Retail uses will animate this internal street that will act as an important pedestrian access into the site.

Above the retail and office podium is the tallest of the proposed residential towers at 41 storeys. The middle of the tower is set well back from the podium below on all sides and features a typical tower floor plate of

approximately 820 square metres. The top of the tower is articulated with an additional step back on all sides and the integration of the rooftop mechanical systems within architectural elements of the building.

The Standard Bread Building is retained in place and the space in front of the building is intended for a patio space. A new pedestrian bridge connection connects the southeast corner of the Standard Bread Building to an added second storey of the Gladstone Station. The connection to the second storey will provide opportunities for transit users to access both the northbound and southbound platforms quickly and easily.

The second component of the project is along Loretta Avenue, and includes two additional residential towers focused on a central green space and drop-off court. The character of this area is significantly more residential in nature, with building and unit entrances, and common amenity spaces animating the space. Residential Tower 2 is located centrally on the site, abutting the rail corridor and features a four (4) storey base articulated with punch balconies. The building has a total height of 35 storeys. Finally, Residential Tower 3 is located at the north end of the site and features the same four (4) storey podium. Tower 3 has a total height of 30 storeys.

The podiums of Towers 2 and 3 are articulate through the use of materials and through an inset fifth storey. The podiums are lined by a two (2) storey lobby space with access to a common outdoor amenity terrace along the rail corridor. A staircase at the edge of the terrace provides access to the future multi-use pathway along the west side of the O-Train corridor.



Figure 3: Internal Courtyard along Loretta Avenue North

The tops of both Towers 2 and 3 have been articulated with architectural elements that will screen rooftop mechanical equipment and contribute positively to the City's skyline.

A total of 931 residential dwelling units are proposed within all three (3) residential buildings including a range of bachelor, one, two, and three bedroom units. Together with the residential, 2,000 square metres of retail space and 5,200 square metres of office space are proposed.

A total of 548 parking spaces are proposed to serve the proposed development including 14 surface parking spaces in the central courtyard and 534 spaces within the two (2) storey underground parking garage. Access to the parking garage is proposed from two locations on Loretta Avenue with a third, optional retail access from an existing driveway adjacent to the Standard Bread Building off of Gladstone Avenue. Given the proximity to rapid transit service, there are no minimum parking requirements for development on the subject property. A minimum of 30 visitor parking spaces is required. A total of 523 bicycle parking spaces are provided within the development which includes 57 spaces for retail and office uses. The majority of the bike parking spaces will be provided within the underground garage, with some spaces provided at-grade for retail and office users, and for residential visitors.



Figure 4: Proposed access from Future Multi-Use Pathway to Proposed Development

Direct access is proposed from the future multi-use pathway along the west side of the O-Train corridor to the parking garage providing a convenient access point for cyclists. Given the grade difference on site, the access

from the pathway would enter at-grade with the first level of the underground garage providing convenient access to the future Gladstone Station and to the existing multi-use pathway on the east side of the Trillium Line.

Loading access for the retail and office space is located between Towers 1 and 2, within the podium connection. Vehicles accessing the loading would back into the site from Loretta Avenue and into the interior loading docks, at which point they would disappear from view.

Amenity space for the residential units is dispersed throughout the development, including 2,234 square metres of private balconies, and 1,943 square metres of communal amenity space within the building and on the rooftops. The landscaped area at-grade, which will also provide amenity for the residents, has a total area of 1,616 square metres. In total, approximately 5,800 square metres of amenity area is proposed for the residents on the subject property, in addition to the existing pathway connections and parks in proximity to the lands.

4.1 Open Space Considerations

In terms of public park space, City Staff have identified an opportunity for a new public park on the lands. It is Trinity and Fotenn's position that sufficient open space and recreational opportunities already existing in the area. The following is a brief inventory of existing facilities in proximity to the Trinity lands:

- / A future District Park has been identified on the lands abutting the east side of the Trillium Line Light Rail Transit (LRT) corridor. Ottawa Community Housing (OCH) is advancing development application on those lands that propose a re-configured District Park of a comparable size and location.
- / The City of Ottawa's Plant Bath Recreational Centre and the Plouffe Park outdoor recreational area and park are located on the south side of Somerset Street west, reasonably accessible by way of pedestrian, cycling and vehicle connections. Further north, Laroche Park provide community level amenities including baseball diamonds, basketball courts, winter outdoor rink and dog park.
- / Neighbourhood parks in proximity to the Trinity lands include Hintonburg Park and McCormick Park and sports field associated with existing schools and community centres.

The intent of the Trinity applications is to encourage and accommodate residential densities in closest proximity to the Gladstone LRT Station, to encourage ridership and connectivity to the LRT station. It would not be preferred to undermine transit opportunities in such close areas to the station, especially considering that the Trinity project provides for and exceeds the Ottawa Zoning By-law in terms of private, on-site amenity space for the new residents. It is Trinity's intent to provide cash-in-lieu of parkland to allow the improvement of existing parks and municipal facilities.

5.1 Context

- / Site is located at Northeast Corner of Gladstone & Loretta intersection. Situated between Preston's Traditional Mainstreet to the East and a low-rise residential Hintonburg neighbourhood to the West.
- / Site is bounded by the O-Train tracks and the future Gladstone Station to the east, Gladstone Ave to the south and Loretta Ave North to the west.
- / Gladstone Ave is a significant east/west route, while Loretta Ave N. is a low-traffic side street with an industrial use neighbour across the street.
- / The historical Standard Bread Building overlooking tracks at site's southeast corner.



Figure 5: Proposed Gladstone Street Edge and Retained Standard Bread Building

5.2 Design Response

5.2.1 Create a Strong Street Edge along Gladstone

- / Cluster highest density, mass and intensity of use at Gladstone edge.
- / The Standard Bread building will be retained anchoring the site's southeast corner and will inform the detailing and materiality of the adjacent office block.
- / A continuous ground floor retail edge on Gladstone will create animation at street level.
- / Height transitions and setbacks provided along Gladstone between the LRT link and the podium and tower levels.

5.2.2 Residential Precinct at North of site.

- / North of the Gladstone edge, the development will transition into a residential precinct.
- / Buildings organized around a central landscaped courtyard and loop road off Loretta
- / Tower heights step downward from south to north
- / Two north towers are dedicated residential buildings, connected by a shared lobby link and private resident's plaza beyond. They are aesthetically distinct from the southern blocks
- / Animation of roof planes with terrace amenity space.

5.2.3 Site Circulation and Connectivity

- / Development will integrate into the broader redevelopment of the neighbourhood with strategic connections to the future Gladstone Station and the city's multi-use pathway network.
- / Standard Bread will be reinvented as a gateway for the site's connection to transit through a bridge link to the future Gladstone O-Train Station.
- / The MUP will run parallel to the site's east edge with a public access point at Gladstone and private residents access from the parking garage
- / Central north/south pedestrian street will connect Gladstone Avenue to the northern residential precinct.

POLICY AND REGULATORY FRAMEWORK

6.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS recognizes that “the long-term prosperity and social well-being of Ontarians depends on maintaining strong communities, a clean and healthy environment and a strong economy”. To this end, the PPS generally promotes the creation of “healthy, liveable and safe communities”, through efficient land use patterns based on densities and a mix of land uses that efficiently use land, resources, infrastructure, and public service facilities, minimize air quality impacts, promote energy efficiency, support active transportation, are transit and freight supportive, and include a range of uses and opportunities for redevelopment and intensification. Planning authorities are to identify appropriate locations for intensification and redevelopment taking into account the existing building stock and the availability of suitable existing or planned infrastructure and public service facilities (Policy 1.1.3.3).

New development is to have a compact form, and a mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Section 1.4 contains policies specific to housing and states that planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents. This to be accomplished by:

- / Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are, or will be, available to support current and projected needs;
- / Promoting densities for new housing that efficiently use land, resources, infrastructure and public service facilities and support the use of active transportation and transit in areas where it exists or is to be developed;
- / Establishing development standards for residential intensification, redevelopment, and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

Healthy, active communities should be promoted by planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity. The PPS also states that efficient use should be made of existing and planned transportation systems, including rapid transit and cycling infrastructure. Policy 1.6.7.4 states that land use patterns, densities and a mix of uses should be promoted that minimize the length and number of vehicle trips and supports the development of viable choices and plans for public transit and other alternative transportation modes.

The proposed development intensifies a property within the existing urban area and in proximity to existing public services, infrastructure, and transit services are existing or planned. The compact, mixed-use development will support these existing facilities and planned investments into improvements or extension of these services/networks. The proposed density and compact form are appropriate given the proposed mix of uses, proximity to the rapid transit network, and connectivity to the pedestrian and cycling network will minimize vehicle trips and encourage active transportation alternatives. The proposed development will also contribute to the range of housing options available in proximity to the rapid transit network and within the community.

6.2 City of Ottawa Official Plan

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa's population is projected to grow by up to 30 percent by 2031. At the same time, it is anticipated that the number of people per household will decline, resulting in the need for approximately 145,000 new homes in Ottawa by 2031. One third of housing growth is anticipated to occur within the Greenbelt with much of the demand for new housing being in the form of smaller units such as apartments or condominiums.

The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. More specifically, the Official Plan pursues strategic directions in four key areas, two of which are relevant to the proposal:

1. Managing Growth

- / The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently;
- / Growth in the existing designated urban areas will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
- / The Central Area, designated Mainstreets, Mixed Use Centres and Town Centres will be compact, liveable, and pedestrian-oriented with a vibrant mix of residential uses, and social, cultural and economic activity.
- / Infill and redevelopment will be compatible with the existing context or planned function of the area and contribute to the diversity of housing, employment, or services in the area.

2. Creating Liveable Communities

- / Attention to urban design will help create attractive communities where buildings, open space and transportation work well together.
- / Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop.
- / The City will pursue a more affordable pattern of growth that allows for more efficient use of municipal infrastructure and reduces the need to build and maintain new infrastructure throughout its life-cycle.
- / Familiar landscapes and heritage buildings will be conserved despite on-going change.

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), as discussed below.

6.2.1 Managing Growth

The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the urban area. Concentrating growth within the urban area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles.

Section 2.2.2 deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure.

Consequently, the Plan directs growth to locations with significant development potential, specifically those designated as Central Area, Mixed-Use Centres, Mainstreets, and Town Centres. These are areas that are focused on the rapid transit network, major roads, busy commercial streets, and large tracts of vacant land. By directing growth to the specific land use designations, the stability of neighbourhoods within the General Urban Area designation is enhanced. With the expectation for intensification comes a recognition of the importance for public spaces and buildings to be well-designed to achieve compatibility between the existing and planned built form.

The proposed Official Plan Amendment seeks to re-designate the subject property from “General Urban Area” to “Mixed-Use Centre” to recognize the proximity of the lands to the rapid transit network, to major roads (Gladstone, Preston) and commercial streets (Preston). The subject property represents a significant redevelopment opportunity along the rail corridor.

Residential intensification is broadly defined in Section 2.2.2, Policy 1 as the intensification of a property, building or area that results in a net increase in residential units or accommodation and can include:

- / Redevelopment (creation of new units, uses or lots on previously developed land in existing communities);
- / The development of vacant or under-utilized lots within previously developed areas;
- / Infill development; and,
- / The conversion or expansion of existing commercial buildings for residential uses.

The proposed redevelopment of the subject lands with the proposed mixed-use development will result in an increase in the number of dwelling units and is therefore considered residential intensification, as defined by the Official Plan.

Policy 4 of Section 2.2.2 identifies the Central Area, Mixed-Use Centres, Mainstreets, and Town Centres as target areas for intensification. The City has set a target of 40% of all new residential units between 2017 and 2021 being achieved through residential intensification. The Bayview-Preston Mixed-Use Centre (of which it proposed the subject property become a part of) sets a minimum density target for 2031 of 200 people and jobs per gross hectare.

The proposed Official Plan Amendment seeks to expand the existing Mixed-Use Centre designation on the east side of the rail corridor to include the subject property. The proposed redevelopment of the lands would contribute to the target for residential intensification, and to the target density for the Bayview-Preston Mixed-Use Centre.

The City also supports intensification outside of the target areas, including within the General Urban Area. The City will promote opportunities for intensification in specific circumstances, including where lands are within 600 metres of future or existing rapid transit stations and have the potential to develop as compact, mixed-use, and pedestrian-friendly cores.

The subject property is currently within the General Urban Area designation however given its proximity to the future Gladstone Station, is identified as an appropriate location for intensification.

6.2.2 Land Use Designation

The subject property is currently designated “General Urban Area” on Schedule B of the City of Ottawa Official Plan. The General Urban Area designation permits a broad range of uses including all types and densities of housing, employment, retail, service, cultural, leisure, entertainment and institutional uses. The City supports infill development and other intensification within the General Urban Area in a manner that enhances and complements the desirable characteristics and ensures the long-term vitality of existing communities.

Per Section 3.6.2 of the Official Plan, the Mixed Use Centre designation applies to lands that have been strategically located along the transportation system and that are accessible by transit, walking, cycling and automobile. Mixed-Use Centres are centered on rapid-transit stations and contain one or more arterial roads with all-day, frequent transit service. They offer substantial opportunities for new development or redevelopment and represent a key element of the Official Plan’s strategy to accommodate and direct growth in the city.

The proposed Official Plan Amendment seeks to re-designate the subject property from “General Urban Area” to “Mixed Use Centre”. The existing Mixed-Use Centre designation is currently limited to the east

side of the LRT corridor, save and except for the lands south of Beech Street, where the Mixed-Use Centre designation extends across the corridor to Loretta Avenue South. The policies of Section 3.6.2 state that Mixed-Use Centre designation will apply to lands that are:

- / Centred on rapid transit stations;
- / Contain one or more arterial road with all day, frequent transit service;
- / Offer substantial opportunities for new development or redevelopment; and,
- / Represent a key element in the City’s strategy to accommodate and direct growth within the City.

In our opinion, the subject lands meet these criteria for consideration as a Mixed-Use Centre. The lands are directly abutting the future Gladstone Station and as a result, the Mixed-Use Centre will be centred on the station. Gladstone Avenue, while not an arterial road, is a Major Collector and has frequent, all day transit service provided by Route 14. Route 14 has 15 minute headways in the peak periods and 20 minute headways during the off-peak. The subject property also represents a significant opportunity for redevelopment of an under-utilized property, and contributes to the achievement of the City’s objectives with regards to accommodating growth through intensification in proximity to transit.

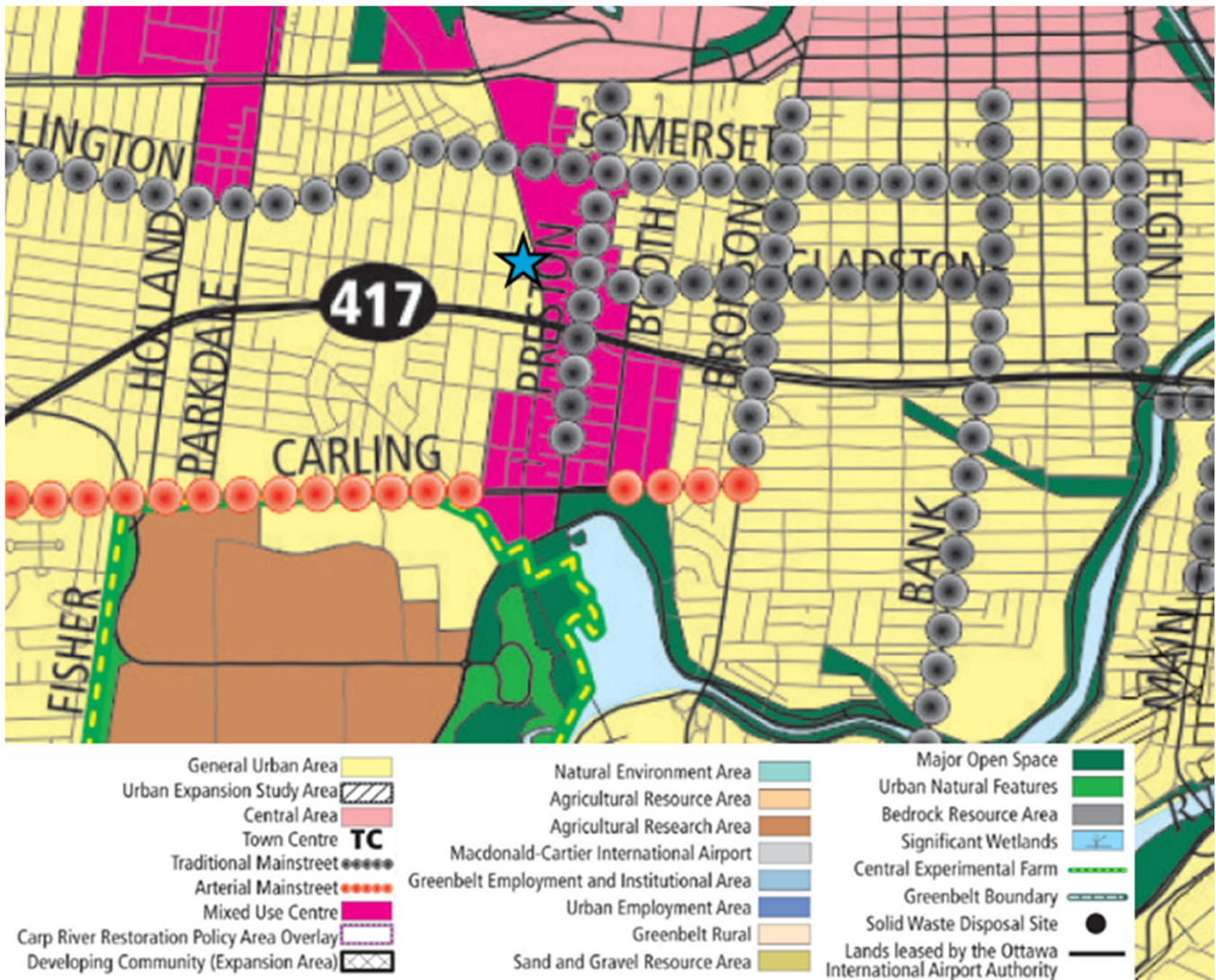


Figure 6: City of Ottawa Schedule B - Urban Policy Plan (Excerpts)

The OPA is submitted in anticipation of the completion of the City-initiated Gladstone Station District Community Design Plan and Secondary Plan, targeted for Council consideration in 2019. The Trinity OPA would complement the emerging policy direction of the CDP and would be in keeping with the Official Plan policies related to transit stations, as implemented by Official Plan Amendment No. 150, a statutory five (5) year amendment to the Official Plan.

6.2.3 Building Liveable Communities

Section 2.5 of the Official Plan states that Ottawa’s communities should be built on the basics of good housing, employment, ample greenspace, and a sense of history and culture, but also focusing on community design and by engaging in collaborative community building – especially in and around Mixed-Use Centres and Mainstreets where there is the greatest potential for growth.

Section 2.5.1 provides guidance as to how to achieve compatibility between form and function when introducing new development into existing areas.

Compatible development means development that, although not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It “fits well” within its physical context and “works well” among those functions that surround it.

Section 2.5.1 provides design objectives and associated principles to guide development to achieve a good fit within the existing context. New development is evaluated at five scales: Citywide, neighbourhood, street, subject property, and building.

The following objectives are considered the most applicable to the proposed development:

To enhance the sense of community by creating and maintaining places with their own distinct identity	The proposed development reflects the character of the surrounding community through the scale and use of materials along Gladstone Avenue and through the integration of the Standard Bread Building. The proposed development will be a distinctive development at the future Gladstone Station and will contribute to the creation of a unique identity for the surrounding area.
To define quality public and private spaces through development	The proposed development animates the Gladstone Avenue street edge with retail uses and patio space that will contribute to a positive public realm. The scale of the building along Gladstone will create a comfortable pedestrian environment on the sidewalk, framing the street and incorporating building setbacks for the tower above.
To create places that are safe, accessible and are easy to get to, and move through	The proposed development will enliven the area around Gladstone Station and contribute to activity on the street. Pedestrian movements through the site are safe and easy, providing connections to a future pathway along the O-Train, to the public streets, and directly into the future Gladstone station.
To ensure that new development respects the character of existing areas	The proposed development has been designed to respect the existing character of the area while intensifying a property adjacent to a future rapid transit station. The architecture of the podium along Gladstone and Loretta punctuates the corner and reflects the warehouse and industrial heritage of the area, tying together well with the retained Standard Bread Building. The proposed buildings provide a transition to the surrounding

	neighbourhood through stepping down of heights and the separation from the adjacent residential uses.
To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice	The proposed development represents the evolution of the area over time, introducing new residential, retail, and office space to the area. The development will contribute positively to the future evolution of the area with a well-designed, compact, pedestrian-friendly development.
To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.	The proposed development will support the rapid transit network and will promote cycling and walking as alternative transportation options through connectivity to the station, and to the existing pedestrian and cycling networks.

6.2.4 Ottawa Community Housing Considerations

Fotenn are currently engaged by Ottawa Community Housing (OCH) to assist with development application for “Gladstone Village” on the abutting the east side of the Trillium Line Light Rail Transit (LRT) corridor, north of Gladstone Avenue and South of the City’s Plant Bath Recreational Centre and the Plouffe Park. Fotenn has carefully considered any shadowing, or other impacts associated with the Trinity application onto the OCH and City lands and has concluded that there are no adverse impacts. The residential towers are sufficiently separated from any public facilities (parks, community centres, schools), provide adequate separation between any future residential buildings on the OCH lands, and will contribute to a comfortable and appropriate interface and transition between buildings. There are no concerns related to negative impacts of shadowing and/or air circulation, loss of privacy, and incompatible building typologies.

6.2.5 Cultural Heritage Resources

The Standard Bread Building is listed on the City’s Heritage Resource List. Policy 11 of Section 4.6.1 of the Official Plan states that where development is proposed adjacent to, or across the street from, a building on the Heritage Resource List, the applicant shall demonstrate the proposal’s compatibility with that heritage resource and its streetscape.

A Cultural Heritage Impact Statement (CHIS) has been prepared by Commonwealth Heritage Resources and provides a detailed review of the proposed development as it relates to the Standard Bread Building. The report concludes that the rehabilitated Standard Bread Building will be a prominent component of the proposed redevelopment of the site. The four storey red brick building is set against a modern architectural backdrop maintaining its local landmark status as an early industrial building adjacent to the O-Train corridor.

6.2.6 Compatibility

Section 4.11 of the Official Plan discusses Urban Design and Compatibility. In particular, it addresses the essential requirement to incorporate good quality design which fits the context of the neighbourhood in the present and as it is intended to grow. Policy 2 of Section 4.11 contains a set of criteria intended to provide a means to objectively evaluate the compatibility of infill development. The proposed development meets these criteria as follows:

Traffic	CGH Transportation Inc. is currently working with City of Ottawa staff to prepare the Transportation Impact Assessment for the proposed
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	<p>development. Generally, given the subject property's location adjacent to the future Gladstone Station on the Trillium LRT line, it's anticipated that a high number of transit trips to and from the site will be generated by the proposed development. The surrounding road network is expected to be sufficient to handle the forecasted number of auto trips.</p>
Vehicular Access	<p>Vehicular access to the proposed underground parking garage is provided from two locations along Loretta Avenue. An additional potential access is proposed on the east side of the development, adjacent to the Standard Bread Building along an existing driveway connection. The vehicular accesses will not have adverse impacts on the adjacent residential uses. The accesses are opposite the Canadian Bank Note Company building which has very few small window openings onto Loretta Avenue.</p>
Parking Requirements	<p>A total of 548 parking spaces are proposed for the development which includes 14 surface parking spaces. Given the subject property's proximity to the rapid transit network, it is expected that the number of vehicles will be significantly lower than in other areas of the City. In similar sites around the City, no parking is required as a result of the proximity to the transit station. The proposed Zoning By-law Amendment is seeking a reduction to the residential parking rate from 0.5 spaces per unit to 0.35 spaces per unit.</p>
Outdoor Amenity Areas	<p>The building does not immediately abut any residential properties. It is adjacent to light industrial and office uses as well as the rail corridor, thereby mitigating concerns with respect to privacy and overlook.</p>
Loading and Service Areas, Outdoor Storage	<p>All service and utility areas associated with the development are proposed to be contained within the podium of the building. The service to the building is not anticipated to have any undue adverse impacts on the surrounding properties.</p>
Lighting	<p>Outdoor lighting will be designed and reviewed through a future Site Plan Control process to ensure minimal light spillage onto adjacent properties from the proposed development.</p>
Noise and Air Quality	<p>A Noise and Vibration Study prepared by JE Coulter Associates Limited for the proposed development concluded that there was a modest impact from the surrounding traffic on the proposed development. Vibration levels from the O-Train were also analysed and were not a concern. The study makes further recommendations to mitigate any modest impacts for the proposed development.</p>
Sunlight	<p>A Shadow Analysis has been prepared by Hobin Architecture as part of the applications to assess the impact of the proposed development on adjacent properties. As shown in the study, the majority of the shadows will extend over the Canadian Bank Note Building to the west and over the rail corridor to the east. The shadows will not result in undue adverse shadow impacts on surrounding properties.</p> <p>Longer shadows in the shoulder seasons will extend over the Gladstone Village Ottawa Community Housing lands. Fotenn has worked on both proposals and is comfortable that the shadows shown in the study for the</p>

	proposed development will not result in undue adverse impacts on the Gladstone Village lands.
Microclimate	A Pedestrian Level Wind Study has been prepared by Gradient Wind Engineering as part of the current applications. The study found that the majority of at-grade areas would be comfortable for pedestrians and recommended mitigation measures for rooftop terraces to make them more comfortable for sitting.
Supporting Neighbourhood Services	The subject property will be well-served by neighbourhood services, including: <ul style="list-style-type: none"> / Commercial uses along Gladstone and Preston Avenue; / Future Gladstone LRT Station; / Ottawa Public Library Rosemount Branch; / Hintonburg Community Centre; / Hintonburg Community Police Centre; / Plouffe Park; / Plant Recreation Centre; and, / Existing cycling network.

6.2.7 Building Profile

Policy 7 of Section 4.11 defines building profiles, including low-rise buildings as up to four (4) storeys, mid-rise as between five (5) and nine (9) storeys, and high-rise as anything ten (10) storeys or above.

The proposed mixed-use development consists of three (3) high-rise towers with building heights of 30, 35, and 41 storeys.

Policy 8 states that high-rise buildings may be considered on lands within the Mixed-Use Centre designation, provided all other policies of the Plan are met. Policy 9 states that high-rise buildings may also be considered in the following locations:

- / Within areas characterized by high-rise buildings that have direct access to an arterial road; or,
- / Within 600 metres of a rapid transit station as identified on Schedule D, or;
- / Where a community design plan, secondary plan, or other similar Council-approved planning document identifies locations suitable for the creation of a community focus on a strategic corner lot, or at a gateway location or on a terminating site to strategic view, or a site that frames important open spaces, or at a location where there are significant opportunities to support transit at a transit stop or station by providing a pedestrian and transit-oriented mix of uses and activities, or;
- / Within areas identified for high-rise buildings where these building profiles are already permitted in the Zoning By-law approved by Council, or;
- / Within areas where a built form transition as described in policy 12 below is appropriate.

The proposed Official Plan Amendment seeks to re-designate the subject property from “General Urban Area” to “Mixed-Use Centre” which would permit the proposed high-rise, mixed-use development. Policy 9 of Section 4.11 identifies the subject property as an appropriate location for high-rise buildings despite the land use designation, given that the lands are within 200 metres of the future Gladstone Station (as identified on Schedule D of the Official Plan) and can achieve the built form transitions described in Policy 12, discussed below.

The applicable Secondary Plan for the subject property is currently the Preston-Champagne Secondary Plan which dates from 1996. The City has previously drafted a new Community Design Plan (CDP) and Secondary Plan for the Gladstone Station area, but this study has been put on hold since 2014. It is

expected that when this work continues, the subject property would be identified as an appropriate location for high-rise buildings given its proximity to the LRT station.

The OPA is submitted in anticipation of the completion of the City-initiated Gladstone Station District Community Design Plan and Secondary Plan, targeted for Council consideration in 2019. The Trinity OPA would complement the emerging policy direction of the CDP and would be in keeping with the Official Plan policies related to transit stations, as implemented by Official Plan Amendment No. 150, a statutory five (5) year amendment to the Official Plan.

Policy 12 suggests the following measures for achieving transition:

- / Incremental change in building height (e.g. angular planes or stepping building profile up or down);
- / Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high profile development or incorporating podiums along a Mainstreet);
- / Character (e.g. scale and rhythm, exterior treatment, use of colour and complementary building finishes);
- / Architectural design (e.g. the use of angular planes, cornice lines); and
- / Building setbacks.

The proposed development using a range of the measures detailed in Policy 12 to ensure an appropriate transition to the surrounding community. These include incremental changes in building height, both for in the towers (which reduce in height as the get further from the future transit station) and through the use of podiums to create a human-scale at the street. Ground-oriented units and street-fronting retail units animate the street edge and also contribute to the human-scale of the development. The exterior materials proposed for the podium reflect the surrounding buildings with red brick and concrete and the rehabilitated Standard Bread Building will create a landmark along Gladstone Avenue and along the Trillium Line.

The podium height of six (6) storeys is appropriate for the character of the community and helps to ground the high-rise buildings above. Tower 1 is set well back from the podium edge to reinforce the six (6) storey height and all three of the residential towers are set well back from the nearest residential uses.

6.3 City of Ottawa Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan resulting in numerous policy changes. Ottawa Council adopted Official Plan Amendment (OPA) 150 in December 2013, receiving Ministry of Municipal Affairs and Housing approval April 24, 2014. The amendment was subsequently appealed. A number of the appeals have been settled at the time of writing of this report with policy amendments made to the Official Plan and discussed in Section 5.2 of this report. Other appeals are still ongoing with hearings scheduled through 2019. The under-appeal policies that are relevant to the subject property are discussed below as Council direction but are not in full force and effect.

6.3.1 Land Use Designation

The subject lands retain their designation as “General Urban Area” in OPA 150. Section 3.6.2 of the Official Plan has been revised to more clearly state the criteria for Mixed-Use Centres. Policy 1 sets out these criteria:

- / Most of the centre is within an 800m walking distance of one or more rapid transit stations, and contains one or more arterial roads with all day, frequent transit service;
- / There is opportunity to achieve high densities of jobs and housing through intensification and redevelopment of older sites and development of vacant land;
- / High-Rise Buildings of 10 storeys and more can be accommodated in a manner that provides appropriate transition to the surrounding area;
- / Employment targets of at least 5,000 jobs can be achieved in Mixed Use Centres and at least 10,000 jobs can be achieved in Town Centres;
- / The area is or can become transit-oriented, as described in section 3.6.2;

/ The area is suitable for a mix of uses and could be linked within the area's greenspace network.

The above criteria are similar to those within the current Official Plan with some additions. Specifically, the ability to achieve a built form transition between high-rise buildings and the surrounding area has been added, and the employment targets have been further defined. Throughout OPA 150, and within the revisions to Section 3.6.2, a focus on creating more transit-oriented communities is also encouraged.

The proposed development continues to meet the criteria for mixed-use centres in OPA 150. The proposed development proposes building height and density that will intensify an under-utilized property along the City's rapid transit network and adjacent to a future rapid transit station. The high-rise buildings achieve an appropriate transition to the surrounding community through the use of incremental changes in building heights, building setbacks and setbacks from adjacent properties and the use of podiums and massing to create a human-scale along the street. The proposed development includes office space that will contribute to the number of jobs within the Mixed-Use centre and will help to achieve the employment target of 5,000 jobs within the Mixed-Use Centre. Finally, the development is transit-oriented and well connected to the existing pedestrian, cycling and greenspace network. The development proposes minimal parking within the underground garage and gives priority to walking, cycling, and transit use. The proposed direct connection to the transit station will encourage transit use throughout the year and cycling connections to the future multi-use pathway along the west side of the rail corridor makes connections to other cross-town cycling routes, pathways, and park spaces easily accessible.

OPA 150 also revises building height policies for Mixed-Use Centres, stating that unless specified in a Secondary Plan, the minimum building height is four (4) storeys and the maximum building height is 12 storeys. The Amendment does state that greater building heights will be considered through amendments to Secondary Plans where consistency with the policies of Section 2.2.2, Policy 17 are demonstrated (discussed below).

OPA 150 also introduces a new policy regarding the creation of new Mixed-Use Centres, or the expansion of existing ones. The policy states that new or expanded Mixed-Use Centres may only be identified through a Community Design Plan process and where the following criteria are met:

- / The new or expanded centre has achieved or can achieve the criteria in policy 1;
- / The community design plan allocates and preserves lands, or includes mechanisms, to achieve the minimum employment requirement within the community design plan area; and
- / Notwithstanding the designation of the Mixed use Centre on Schedule B, the boundary of the Mixed Use Centre may be expanded at the next Employment Land Review to encompass part of the surrounding Employment Area. This expansion must be supported by the findings of the proposed Employment Lands Study and the secondary planning exercise for the community design plan (CDP) and where it can be demonstrated that the employment targets for the existing employment area and the Mixed Use Centre, respectively will be achieved.

The current applications are outside of a formal Community Design Plan process, though there is an ongoing process that has been on hold since 2014. The drafts of this new CDP identified the subject property as part of an expanded Mixed-Use Centre and it is anticipated that when the study continues the subject property would also be proposed as part of the Mixed-Use Centre.

The subject property and proposed development satisfy the criteria for Mixed-Use Centres as discussed above and will contribute to the creation of jobs within the Mixed-Use Centre.

6.3.2 Managing Growth

OPA 150 revises Section 2.2.2 significantly to provide additional direction on intensification throughout the City. Policy 4 states that Target areas for intensification include the Central Area, Mixed-Use Centre, Mainstreets, and Town Centres. The policy notes that these areas are located on the rapid transit and transit priority network.

The previous minimum density target for the Bayview-Preston Mixed Use Centre remains at 200 people and jobs per gross hectare in 2031, but is now a requirement rather than a target.

Policy 10 states that intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met. Taller buildings should be located in areas that support the rapid transit and transit priority network, in areas with a mix of uses, and in areas that can accommodate large-scale intensification.

Building heights and densities for different areas may be established through the Official Plan or through a Secondary Plan and will be implemented through the Zoning By-law. A secondary planning process undertaken for a specific area may recommend a new plan or changes to an existing secondary plan to establish different building heights.

Policy 10 goes on to state that the distribution of appropriate building heights will be determined by:

- a. The location in a Target Area for Intensification identified in policy 4 or by proximity to a rapid transit station or transit priority corridor, with the tallest building heights generally located closest to the station or corridor; and
- b. The Design and Compatibility of the development with the surrounding existing context and planned function, as detailed in Section 4.11, with buildings clustered with other buildings of similar height.

Policy 11 defines low, mid, and high-rise buildings in the same way as the current Official Plan. The high-rise building category is separated now into High-Rise 10 to 30 storeys and High-Rise 31 storeys and more.

Policy 12 states that Secondary Plans may specify greater or lesser building heights than those established in Section 3 where those heights are consistent with the strategic directions of Section 2. High-rise buildings over 30 storeys will only be permitted where they are identified in a Secondary Plan that addresses the requirements of Section 2.5.6 and where the buildings are:

- / Located in the Central Area, a Mixed-Use Centre, or Town Centre; and,
- / Preferably located within 200 metres walking distance of a rapid transit station identified on Schedule D to maximize transit use but will not be considered at a distance beyond 400 metres walking distance; and,
- / Separated from planned low-rise residential areas by suitable transition as required by Section 4.11.

The subject property is located within 200 metres of the future Gladstone Station identified on Schedule D of the Official Plan. The proposed Official Plan Amendment would re-designate the subject property to “Mixed-Use Centre” consistent with the draft Community Design Plan from 2014 and would amend the policies of the existing Preston-Champagne Secondary Plan to permit the proposed development. The proposed development is separated from the nearby low-rise residential communities and provides appropriate transition to the surrounding neighbourhoods.

Policy 15 states that for Official Plan Amendments to increase the building heights established in Section 3, or in a Secondary Plan, the proponent must demonstrate that the following criteria are met:

- / The impacts on the surrounding area (e.g. the community design plan study area) have been assessed comprehensively;
- / The direction in policy 10 above is met;
- / The requirements of policies 13 through 16 of Section 2.5.6 where the proposal involves a High-Rise 10-30 or High-Rise 30+ building; and
- / An identified community amenity is provided.

The proposed development meets the criteria of policy 15 in Section 2.2.2. This Planning Rationale comprehensively assesses the impacts of the proposed development on the surrounding area while the requirements of policy 10 have been met, as discussed above. The requirements of Section 2.5.6 are discussed below. The proposed development will provide additional retail opportunities in proximity to residential housing, contributing to the creation of a complete community and provide additional amenity to the community.

6.3.3 Collaborative Community Building and Secondary Plan Process

As noted in Section 2.2.2 of OPA 150, requests to increase building heights are required to demonstrate conformity with policies 13 through 16 of Section 2.5.6 of OPA 150 which are provisions for High-Rise buildings. Policy 13 states that Secondary Plans and CDPs should locate any high-rise buildings within proximity of a rapid transit station with the tallest buildings generally located close to the station. Building heights should decline as the distance from the transit station increases and transition to the surrounding areas per Section 4.11.

Per policy 14, in areas where buildings of 31 storeys or more are permitted, the impact of the proposed buildings on the skyline should be assessed. This analysis should identify significant view corridors by identifying significant landmarks for which views should be protected (i.e. Parliament Hill), and should identify the existing skyline and determine the impact and appropriateness of the potential high-rise building.

Policy 15 states that the following criteria should be considered when determining appropriate locations for 30+ storey buildings:

- / A prominent location fronting on streets, lanes, public open space and other public land preferably on three sides;
- / Potential for negative shadow or microclimate impacts;
- / Provision in the plan for a mix of uses within the area or within the building;
- / Conservation, retention and renovation of designated heritage buildings and significant heritage resources in their entirety.
- / Where a site has good transportation access, and is positioned with appropriate buffers to mitigate impact on established low rise neighbourhoods as per Section 4.11

As has been discussed extensively throughout this report, the subject property is an appropriate location for the proposed high-rise buildings over 30 storeys given its proximity to the rapid transit network. The proposed development plan achieves the objectives of Section 2.5.6 by placing the tallest building adjacent to the transit station and stepping the building heights down as the distance from the station increases.

The proposed development will make a positive contribution to the evolving skyline of Little Italy and the Trillium Line O-Train corridor. The conceptual building designs use architectural elements to make a positive contribution to the skyline. The subject property is not within any protected view corridors.

Finally, the subject property satisfies the criteria of policy 15 with regards to the location of high-rise buildings over 30 storeys. The subject property is a corner site with public realm frontage on three (3) sides and the shadow and microclimate impacts have been properly assessed. The mix of uses within the development will support the transit network and offer opportunities to work and shop in proximity to where people live. The Standard Bread Building is proposed for extensive rehabilitation and will continue to be a prominent landmark along Gladstone and the LRT corridor. Lastly, the development has excellent access to the transit and active transportation network and appropriate transitions to the surrounding community.

6.3.4 Urban Design and Compatibility

OPA 150 also proposes revisions to Section 4.11 of the Official Plan concerning urban design and compatible development. Policy 11 refers to transition for the integration of buildings that have greater height or massing than their surroundings. Developments that are taller in height than the existing or planned context or are adjacent to a public open space or street will need to have effective transitions in height and massing, such as a stepping down or variation in building form, incorporated into the design to reflect the surrounding planned context.

Policy 14 seeks to ensure that adjacent towers on either the same site or adjacent sites have a sufficient separation distance to achieve tower separation and accommodate future development on adjacent lots. Buildings should be designed to minimize wind and shadowing impacts and maintain sunlight penetration to public places, maintain privacy, and preserve public views and sky views, among other elements. These requirements are specified as follows:

- / A minimum separation distance of 23 metres is established, though developments proposing less than 23 metres shall:
 - Demonstrate that the objectives stated above are met through the use of a smaller floor plate, building orientation, and/or building shape: and
 - Demonstrate that the potential for future high-rise buildings on adjacent lots can be developed and meet the separation distance and setback distances above.
- / Have a floor plate that is limited. Proposals for residential floor plates larger than 750 square metres, or commercial floorplates larger than 1500 square metres shall:
 - Demonstrate that the objectives states above are met through the use of building orientation, and/or building shape: and
 - Provide a greater separation distance between towers on the same lot and greater setbacks to side and rear lot lines.

The proposed development includes three (3) high-rise residential buildings on the subject property. The towers have floorplates between approximately 775 and 875 square metres. The larger floorplates do not significantly impact the sunlight penetration to public spaces or create significant wind or shadow impacts. Towers 1 and 2 are separated by 32 metres, while Towers 2 and 3 are separated by 22 metres. The reduced separated between towers 2 and 3 is appropriate as these towers are offset with minimal overlap and are units within are generally oriented east-west meaning primary views will not be directly into other units.

6.4 Preston-Champagne Secondary Plan

The subject property is located within the Preston-Champagne Secondary Plan study area. The former City of Ottawa adopted the Preston-Champagne Secondary Plan in 1996. The purpose of the Secondary Plan is to provide more detailed policy direction for land uses within the Preston-Champagne Area.

A new Community Design Plan and Secondary Planning process were initiated by the City of Ottawa and originally anticipated for approval in 2014 that would have replaced the current Secondary Plan. These processes were put on hold in 2014 pending the anticipated disposal of nearby lands owned by the Federal Government (now the Ottawa Community Housing's Gladstone Village lands). It is expected that the process will be re-initiated in the near future and Trinity Development Group will participate in this process now as a landowner. Given the uncertainty of timing, the current Official Plan Amendment has been submitted which seeks to amend the existing Secondary Plan for the lands to permit the proposed development.

The Preston-Champagne Secondary Plan envisions the future area as a diverse inner-city neighbourhood, containing a mix of office, retail, and light industrial employment uses. The Plan recognizes that the attractiveness of the area for redevelopment will be reinforced by its central location and accessibility to existing and future transit stations and the Queensway.

The Secondary Plan divides the subject area into four quadrants. The subject property is located within the Northwest Quadrant which is described as the area north of the Queensway and west of the rail corridor. This area is largely characterized by low-rise light industrial buildings. The Secondary Plan seeks to maintain and enhance this character with the addition of design guidelines to improve the compatibility of these existing uses with the surrounding low-rise residential uses.

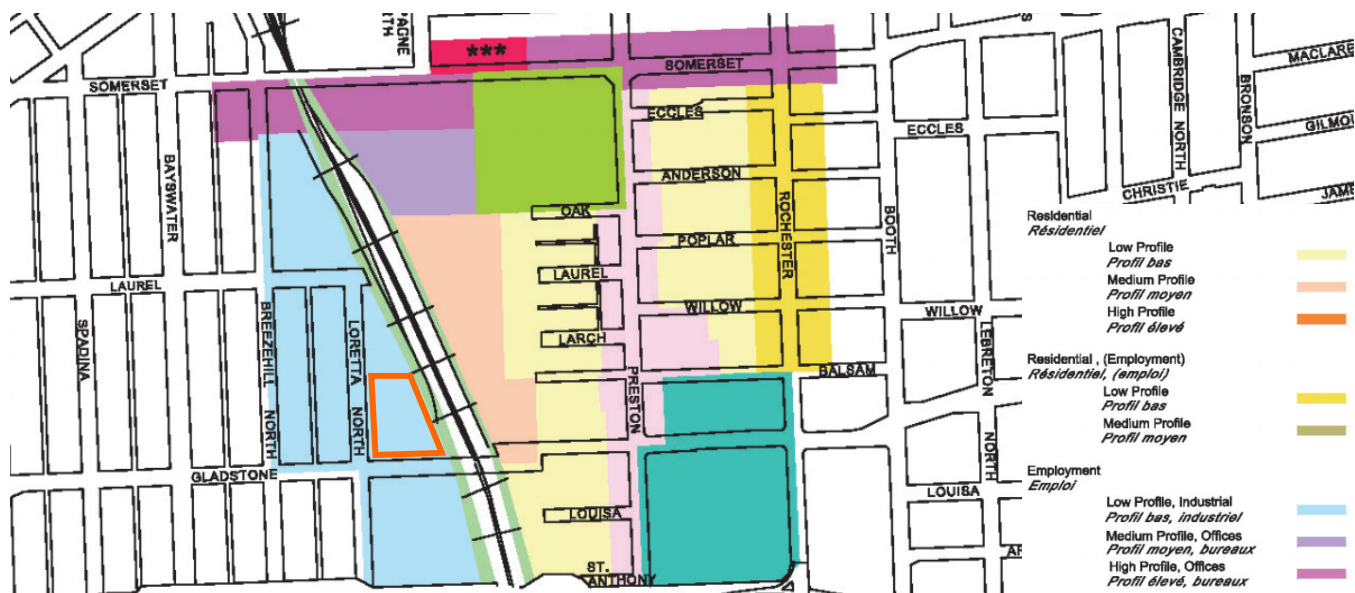


Figure 7: Preston-Champagne Secondary Plan - Schedule L (Excerpt)

The subject property is designated “Low-profile, Industrial” on Schedule L (Land Use Plan) of the Secondary Plan. Policy E of Section 6.4 states that only low-profile, light industrial uses will be permitted within this area.

The current Secondary Plan does not permit the proposed development on the subject property. As part of the Official Plan Amendment, it is proposed to add a new land use designation to the Secondary Plan called “Mixed-Use, High Profile” which would permit high-rise, mixed-use development on the subject property.

6.5 Gladstone Station District Community Design Plan

The Bayview-Preston Mixed-Use Centre extends from Bayview Station in the north to Carling Avenue in the south. The City initiated three (3) CDP and Secondary Plan processes – one for each of Bayview, Gladstone, and Carling stations – to develop community-specific plans for each of these areas. This has resulted in the adoption of the Bayview Station District Secondary Plan in 2013 and the Preston-Carling District Secondary Plan in 2016. The final plan, for the Gladstone Station District was originally intended for adoption in 2014 but was put on hold by the City pending the disposal of nearby federal lands within the study area.

The last document released was the Gladstone Station District CDP Vision and Concept Options Report prepared by HOK Architects and published in January 2014. This report presented three (3) land use options for the District, with Option 1 identified as the preferred scenario. Each of the development options was founded in Transit-Oriented Development principles, focusing the bulk of the development along the rapid transit corridor and encouraging the redevelopment and intensification of under-utilized properties along it.

The subject property is identified as a potential location for high-profile, mixed-use development with heights up to 25 storeys on the property at 951 Gladstone and 10+ storeys at 145 Loretta Avenue.

The Report includes adding new public open space and creating a diverse mobility network with a focus on the multi-use pathway and new connections. These include a mid-block connection through the subject property and a multi-use trail along the west bank of the LRT corridor. The Report identifies Gladstone Station as a new community landmark, with new public plaza to be located at the north-east corner of the Gladstone overpass.

The Report notes that the existing Standard Bread Building with study space is proposed to be kept and integrated into future development of the lands.

The proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the proposed re-designation and redevelopment potential envisioned for the lands in the CDP Vision and Concepts report. The proposed building heights are greater than what was proposed previously, however reflect the evolution of planning in the City of Ottawa since 2014. As per OPA 150, building heights over 30 storeys have been recognized as appropriate in certain locations, specifically in proximity to rapid transit stations and where they can be achieved in a compact, mixed-use form.

The proposed development rehabilitates the Standard Bread Building and integrates it into the redevelopment, consistent with the direction of the Concepts report.

6.6 Gladstone Station Secondary Plan

The Gladstone Station District Secondary Plan is intended to translate the directions of the new CDP into prescriptive policies. At this time, the Secondary Plan remains at the draft stage but it is intended to replace the existing Preston-Champagne Secondary Plan.

The property at 951 Gladstone Avenue is located within “Area 6 – Gladstone Avenue” of the Secondary Plan. Gladstone Avenue is intended to become the primary west-east commercial corridor within the Gladstone Station District, and is slated to have a built form predominantly reflective of a traditional mainstreet. A maximum of 6 storeys of height are permitted along Gladstone Avenue.

Built form guidelines provide detailed directions for the specific character, vision, land use and design of Area 6:

- / Only low to medium rise, human scale, mixed use buildings up to a height of 6 storeys will be permitted on Gladstone Avenue, similar to a Traditional Mainstreet function and character.
- / One high-rise tower shall be permitted.
- / The Standard Bread Company Factory should be designated under Part IV of the Ontario Heritage Act, as an important part of the area’s industrial past and a local landmark.
- / Future redevelopment of the Standard Bread Company Factory shall incorporate new building setbacks, massing and building setbacks that showcase that building.

Public space considerations in Area 6 include pedestrian priority over other modes of mobility, enhanced streetscape design, and a potential cycle track or bike lane.

The proposed development reflects the intended character and built form for Gladstone Avenue, rehabilitating the Standard Bread Building and integrating it within a six (6) storey podium with ground floor retail and office uses above, consistent with a Traditional Mainstreet character. The proposed massing respects the Standard Bread Building and reflects a human-scale along the street. The proposed high-rise building is set well back from the adjacent streets to reinforce this scale and character.

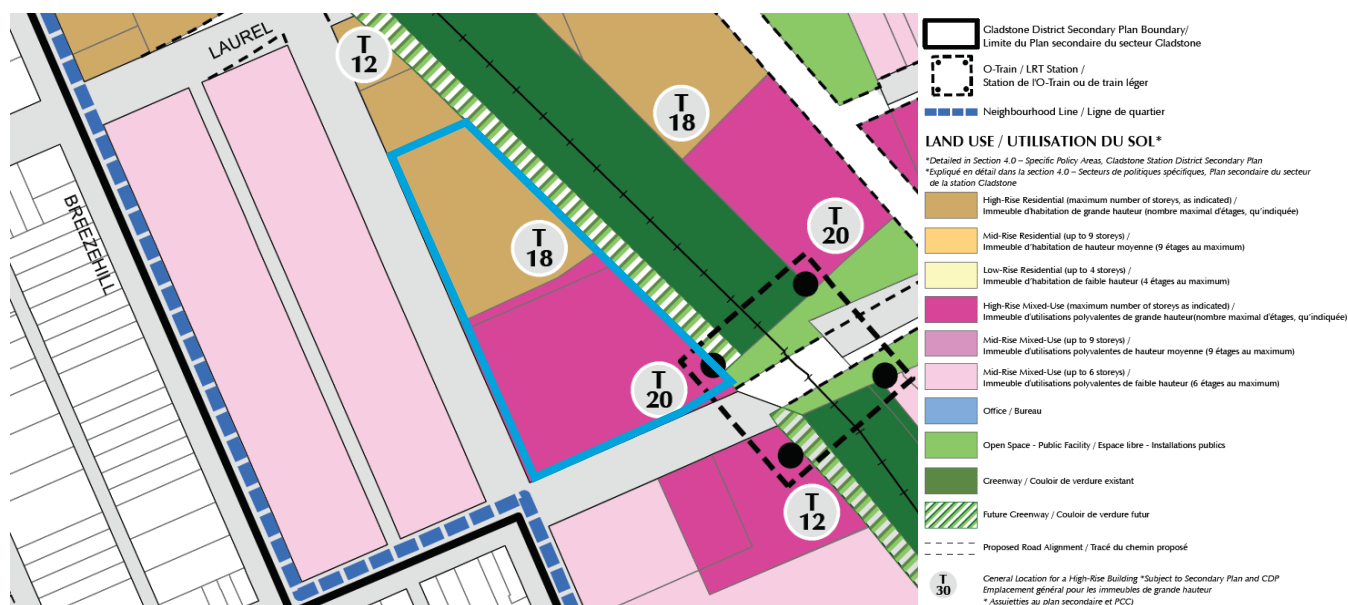


Figure 8: Draft Gladstone Station District Secondary Plan - Schedule B - Land Use, Maximum Heights, and Tower Locations (Excerpt)

The property at 145 Loretta is located in “Area 11 - Loretta Avenue North” of the Secondary Plan. The light industrial lands at 951 Gladstone and 145 Loretta are expected to redevelop with a mix of uses including residential, retail and commercial, office uses and light industrial.

These built form guidelines provide detailed directions for the specific character, vision, land use and design of Area 11:

- / Three (3) high-rise towers shall be permitted within the area.
- / The remaining uses shall be low to mid-rise buildings. Residential and live-work uses, such as stacked townhouses or loft units, are encouraged, thereby ensuring a broad mix of housing options and tenure that could support an artist demographic and occupation.
- / Site design, massing and building details shall respond to the light industrial use and built form of the Canada Bank Note Company on the west side of Loretta Avenue, particularly as it relates to environmental mitigation measures.
- / Buildings and site design shall comply with Ministry of the Environment and City of Ottawa environmental requirements, such as noise and emissions levels.
- / Buildings and the site, or parts thereof, are encouraged to provide quasi-public space for an animated and comfortable pedestrian space; for example, through movement, outdoor restaurant patio space.

Public space considerations in Area 11 include a multi-use pathway along the west side of the LRT corridor, and a public mid-block pedestrian and cycling connection.

The proposed development includes two (2) additional residential high-rise buildings on the north end of the site, along Loretta Avenue. The towers provide a generous setback from Loretta Avenue and frame an outdoor greenspace that will be used by residents and the public alike. The proposed site design and massing reflect the surrounding community and incorporate appropriate transition to the surrounding areas. The development has also taken the potential for noise and vibration into consideration and necessary mitigation measures will be implemented through Site Plan Control to mitigate the modest impacts.

The draft Secondary Plan also provides the following additional general built form policies:

- / Tall buildings should feature a podium with internal courtyard and point tower arrangement to ensure the desired street edge is created and adequate light, sky exposure and public views are established. Podium height shall not exceed six storeys throughout the policy area, and lower where specified.
- / Unless otherwise specified, for buildings up to and including 12 storeys, a minimum stepback should occur after the fourth storey to re-assert the desired mid-rise, built form environment.
- / For buildings taller than 12 storeys a minimum stepback should occur by the sixth storey. Where possible, the upper storey step back should be designed at the same storey as those established in the immediate area to create a cohesive visual pattern and character of development.
- / Building frontages on Somerset Street, Gladstone Avenue and facing City parks should include a step back.
- / Residential and office tower floorplates should not exceed floor areas that will compromise the intended vision for the district with buildings of excessive bulk and scale.
- / A minimum tower separation distance of 23 metres shall be provided to minimize shadowing impacts on public and private realms, ensure liveability and to protect views and privacy.
- / At least 70% of the building frontage along Somerset Street, Preston Street and Gladstone Avenue should be occupied by building facades. Lot width shall be measured at the front yard building setback.

The proposed development conforms to the draft built form policies of the Secondary Plan.

6.7 Transit-Oriented Development Guidelines

In September 2007, City Council approved design guidelines to address Transit-Oriented Development. The guidelines apply to all development throughout the City that is within 600 metres walking distance of a rapid transit stop or station and provide guidance for the proper development of these strategically located properties. The guidelines address six elements of urban design including: land use, layout, built form, pedestrians and cyclists, vehicles and parking, and streetscape and environment.

The proposed development meets the following applicable design guidelines:

- / Provides a transit-supportive land use within a 600-metre walking distance of a rapid transit station.
- / Creates a multi-purpose destination for both transit users and local residents through providing a mix of different land uses that support a vibrant area community and enable people to meet many of their daily needs locally, thereby reducing the need to travel. Elements include a variety of different housing types, employment, local services and amenities that are consistent with the policy framework of the Official Plan and the City's Zoning By-law. Locates the proposed building along the front of the street to encourage ease of walking between the building and to public transit.
- / Locates a high-density residential use close to the transit station.
- / Creates transition in scale between higher-intensity development around the transit station and adjacent lower-intensity communities.
- / Creates a highly-visible building through distinctive design features that can be easily identified and located.
- / The proposed building is located in reference to the front property line in a manner that is intended to define the street edge.
- / Design pedestrian connections that are convenient, comfortable, safe, easily navigable, continuous and barrier-free and that lead directly to transit.
- / Provides architectural variety on the lower storeys of buildings to provide visual interest to pedestrians.
- / Proposes a reduced number of parking spaces to minimize surface parking and encourage transit use.
- / Locates parking to the rear of the building and not between the public right-of-way and the functional front of the building.

The proposed development is consistent with the Transit-Oriented Development Urban Design Guidelines.

6.8 Urban Design Guidelines for High-Rise Buildings

The Urban Design Guidelines for High-Rise Buildings were approved by Ottawa City Council earlier in May 2018. These guidelines seek to highlight ways to:

- / Promote high-rise buildings that contribute to views and vistas and enhance the character and the image of the city;
- / Address compatibility and the relationship between high-rise buildings and their existing and planned context;
- / Create human-scaled, pedestrian-friendly streets, and attractive public spaces that contribute to liveable, safe and healthy communities;
- / Coordinate and integrate parking, services, utilities, and public transit into the design of the building and the site; and,
- / Promote development that responds to the physical environment and microclimate through design

The newly adopted guidelines are to be used during the review of development proposals to promote and achieve appropriate high-rise development. While these guidelines are aimed at residential development, they are a useful reference when considering high-rise commercial development as well. These are general guidelines, and not all will apply equally in all circumstances. Each context will inform the application of, and the emphasis on, various guidelines. Specific site context and conditions will be considered in conjunction with these guidelines.

The guidelines are general, and are not to be used as a checklist for evaluating a proposal. In cases where specific policies are provided in a Secondary Plan or TOD plan, the area-specific policies have precedence. These guidelines have been developed to improve and enhance compatibility, transition, and livability, as well as to manage the relationship between high-rise buildings and nearby, buildings, streets, parks, and open spaces.

The proposed development achieves the following guidelines:

1 - Context

- / No views or vistas will be affected by this proposal, as the proposal is not located in a downtown district or within the Parliamentary Precinct.
- / The guidelines require distinguishing between landmark and background buildings. The proposed building can be considered as a landmark building given its prominent location, its role as part of views and vistas, and its contribution to the characteristics of the neighbourhood and the City more broadly.
- / A transition to lower-profile development is facilitated through building separation and orientation.
- / The subject property is significantly above the recommended minimum lot area of 1,150m² for a corner lot.
- / There are no nearby registered heritage assets to consider in proximity to this development. The historic building on-site is integrated into the proposal in a way that celebrates the character of the area.

2 – Built Form

- / The proposed building has been designed with a distinctive base, middle, and top through use of materials including a high amount of glazing.
- / The proposed building is considered a tower building. It is oriented to frame the street corner at a significant intersection. Consistent with the guidelines, towers are setback from the podium on appropriately sized floorplates which are adequately separated from one another.
- / The base of the proposed building is appropriately dimensioned given the width of the existing ROWs.
- / The ground floor of the base has been designed to be animated and highly transparent.

- / The middle section will minimize shadow and wind impacts while providing an appropriate fenestration pattern and other architectural considerations.
- / The top section of the proposed building will integrate the mechanical penthouse into the building while contributing to the City skyline.

3- Pedestrian Realm

- / Main pedestrian entrances are linked with a seamless connection to the public sidewalk in several areas.
- / Glazing is provided at the pedestrian and street level.
- / The majority of parking is located underground and accessed away from the public realm
- / Loading, servicing, and utilities will be screened from view.

The proposed development meets the Urban Design Guidelines for High-Rise Buildings.

6.9 Comprehensive Zoning By-law (2008-250)

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.

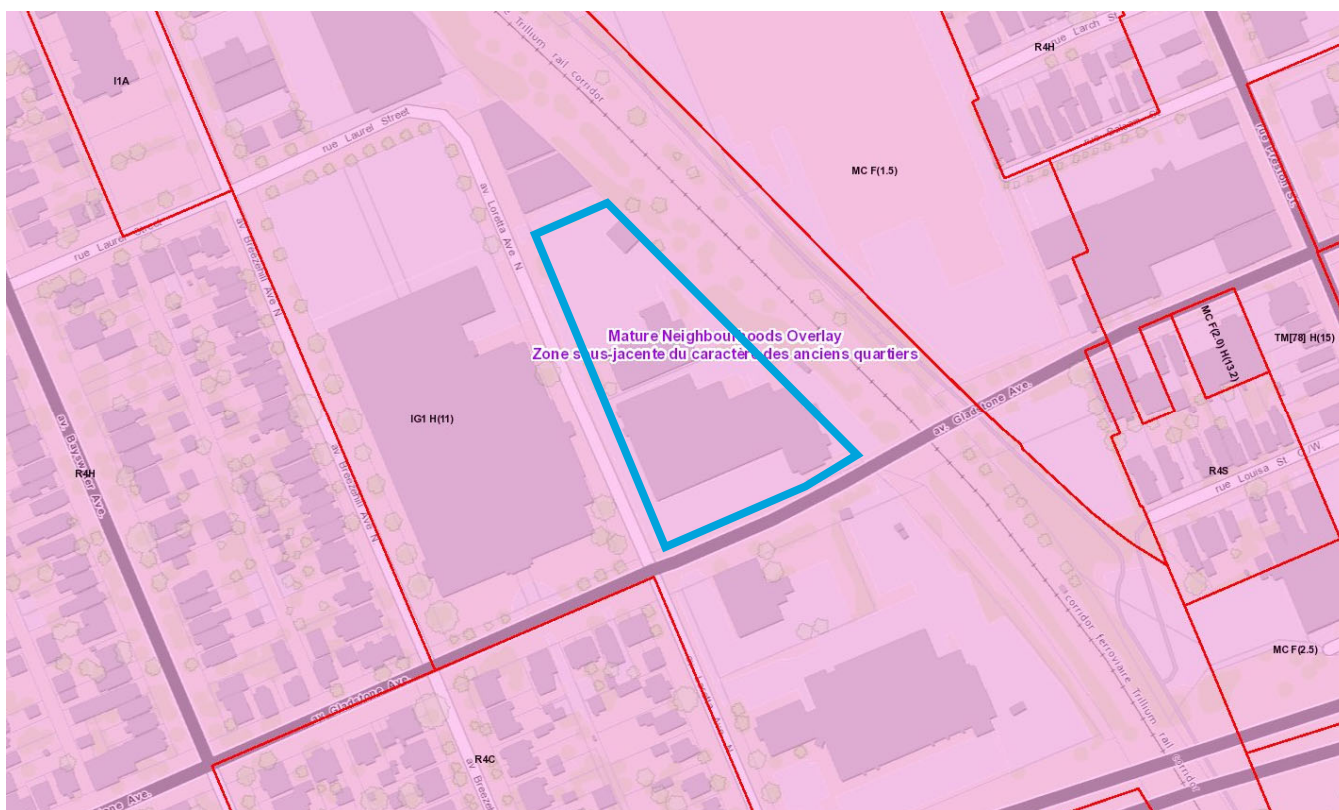


Figure 9: City of Ottawa Zoning By-law 2008-250 (Excerpt)

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.

A special exception zone is proposed to address site-specific exceptions, specifically with regards to the proposed building height and parking rates. The proposed Zoning By-law Amendment details are included as Appendix B.

In considering the proposed development and applicable policy framework, it is our professional opinion that the proposed development 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 encourage 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.

The proposed development will not generate undue adverse impacts on the neighbouring properties and fulfills the compatibility objectives and design principles outlined in Section 2.5.1 and the compatibility criteria outlined in Section 4.11.

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.

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 represents good planning and is therefore in the public interest.

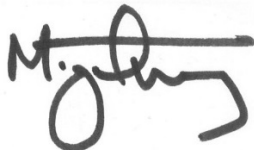


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Director of Planning and Development



Official Plan Amendment No. XXX

Modification du Plan Directeur XXX

To the Official Plan of the City of Ottawa

Land Use
Utilisation du Sol

INDEX

THE STATEMENT OF COMPONENTS

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- ii. Location
- iii. Basis

PART B – THE AMENDMENT

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- 2. Details of the Amendment
- 3. Implementation and Interpretation
- 4. Schedule A of Amendment XXX – Official Plan for the City of Ottawa

PART A – THE PREAMBLE

i. Purpose

The purpose of the proposed Official Plan Amendment is as follows:

- a) Amend Schedule B – Urban Policy Plan in Volume 1 of the Official Plan to reflect the proposed re-designation.
- b) Text Amendments to Section 6.4 – Policies of the Preston-Champagne Secondary Plan in Volume 2A of the Official Plan to reflect the proposed mixed-use, high-rise development.

ii. Location

The property is located at the north-east corner of the intersection of Gladstone Avenue and Loretta Avenue North. The property is bound by Gladstone Avenue to the south, Loretta Avenue North to the west, the CP Rail/O-Train tracks to the east, and 131 Loretta Avenue North to the north. To the north, south, and east are existing low-rise industrial buildings. To the southwest, and west of Breezehill Avenue is an existing low-rise residential community. The property has frontage on both Gladstone Avenue and Loretta Avenue North.

iii. Basis

The amendments to the Official Plan were requested by the applicant in order to facilitate the construction of a new mixed-use development consisting of three (3) towers with a six (6) storey podium abutting Gladstone Avenue. The development includes retail, office, and residential space.

iv. Rationale

The proposed Official Plan Amendments implement the applicable policies and strategic directions related to managing growth and directing growth to strategic locations along the rapid transit network, including Mixed-Use Centres. The proposed re-designation of the property as part of the adjacent Mixed-Use Centre conforms to the criteria for Mixed-Use Centres given its adjacency to the future Gladstone Station and to the Preston Street Arterial Road.

The proposed 30+ storey buildings are also consistent with proposed Official Plan policies (pending under OPA 150) that speak to the location and design of such buildings within a Secondary Plan area and within 200 metres of a rapid transit station.

PART B – THE AMENDMENT

1. Introduction

All of this part of this document, entitled Part B – The Amendment, consisting of the following text and the attached schedule(s) constitutes Amendment No. XXX to the Official Plan for the City of Ottawa.

2. Details

The following changes are hereby made to the Official Plan, Volume 1:

- a. Amend Schedule B – Urban Policy Plan to change the designation of the subject property from “General Urban Area” to “Mixed-Use Centre” as shown in Schedule A of Part B.

The following changes are hereby made to the Official Plan, Volume 2A:

- b. Amend Schedule L – Preston-Champagne Land Use to change the designation of the property from “Low-Profile, Industrial” to a new land use designation called “Mixed-Use, High Profile”.
- c. Amend Policy 6.4 as follows:

- Add a new sub-section immediately following “Residential Medium Profile” called “Mixed-Use High Profile” as shown on Schedule B of Part B.

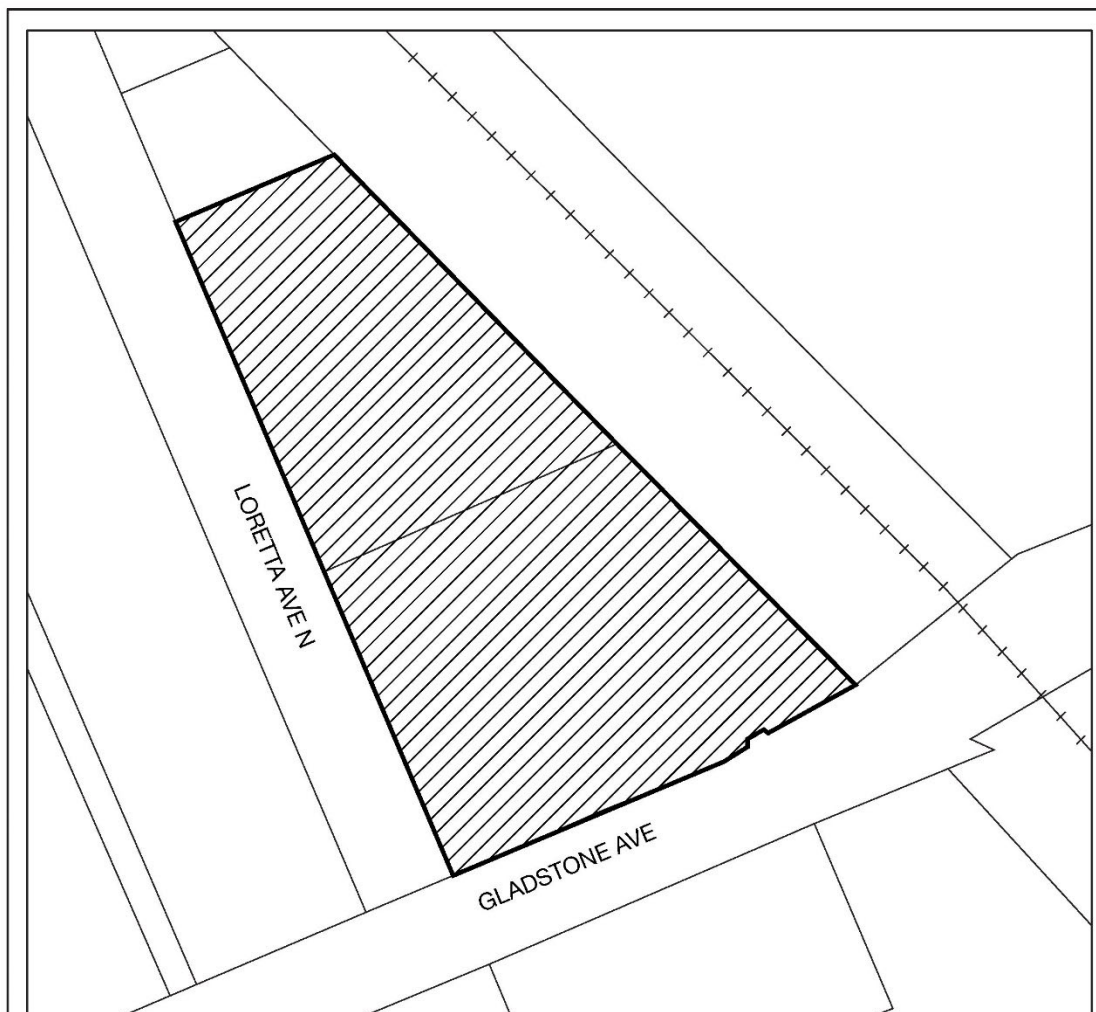
- Add the following policy to the new section:

“1. City Council shall permit predominantly mixed-use high-profile uses within this area which may be subject to redevelopment in the future.”

3. Implementation and Interpretation

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

Schedule A




FOTENN
 Planning + Design

Date: October 24, 2018

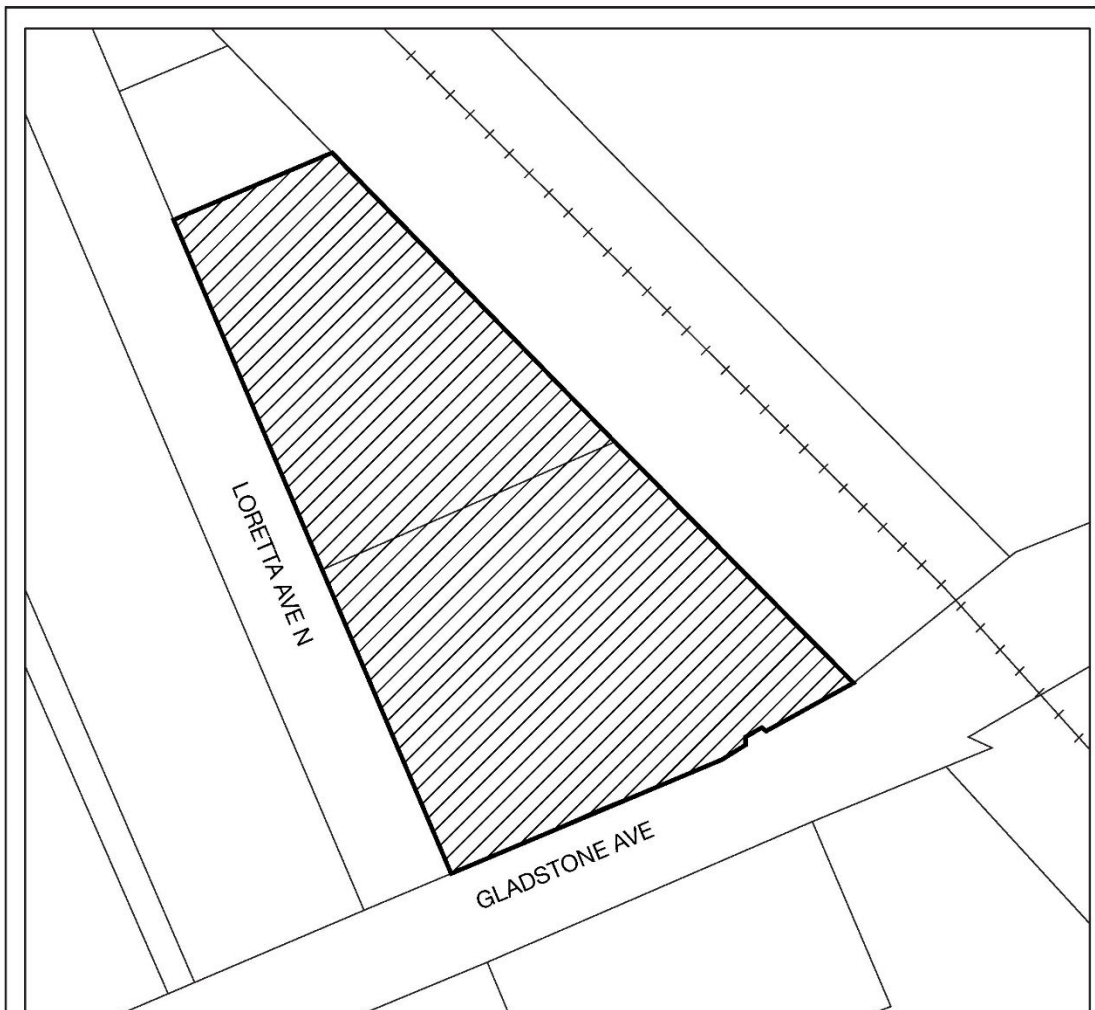
SCHEDULE A TO AMENDMENT NO.

to the OFFICIAL PLAN
 for the CITY OF OTTAWA

Amending Schedule B
 Urban Policy Plan

 Lands redesignated from "General Urban Area" to "Mixed-Use Centre"

Schedule B




FOTENN
 Planning + Design

Date: October 24, 2018	

SCHEDULE B TO AMENDMENT NO.

to Volume 2A of the OFFICIAL PLAN
 for the CITY OF OTTAWA

Amending Schedule L
 Preston-Champagne Land Use
 Preston-Champagne Secondary Plan

 Lands redesignated from "Low Profile, Industrial" to "High Profile, Mixed-Use"

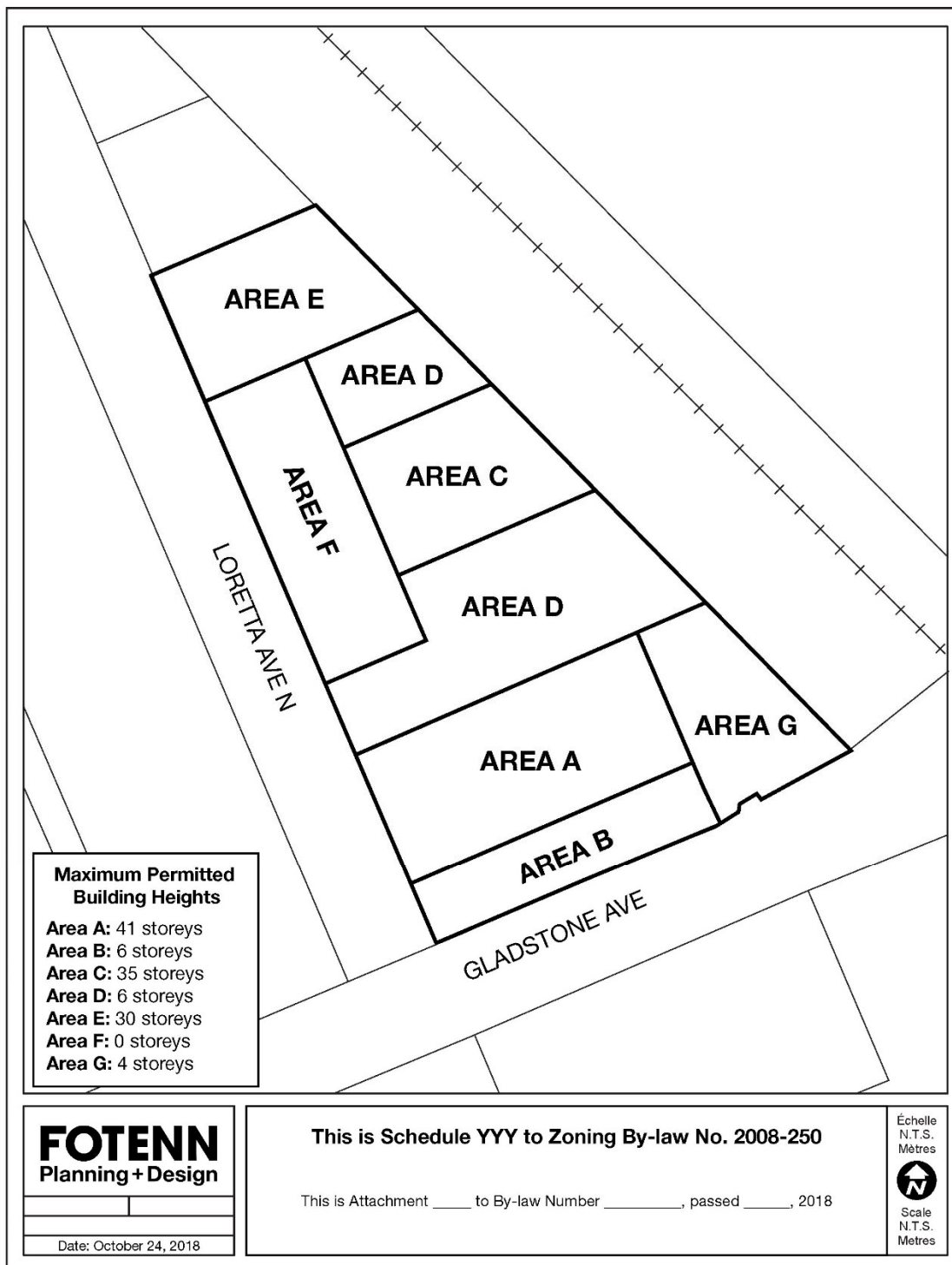
APPENDIX B

PROPOSED DETAILS OF ZONING BY-LAW AMENDMENT

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 951 Gladstone Avenue and 145 Loretta Avenue North:

1. Rezone the lands shown in Document 1 from IG1 H(11) to MC[XXXX] SYYY.
2. Add a new exception MC[XXXX] to Section 239, Urban Exceptions, with provisions similar in effect to the following:
 - a. In Column II, add the text: “MC[XXXX] SYYY
 - b. In Column V, add the following:
 - 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 9th storey is 875 square metres, excluding balconies;
 - Despite Table 101, the minimum parking space rate for “Dwelling units in a mixed-use building, all other cases” is 0.35 spaces per unit.

Schedule YYY



FOTENN
 Planning + Design

Date: October 24, 2018

This is Schedule YYY to Zoning By-law No. 2008-250

This is Attachment ____ to By-law Number _____, passed _____, 2018

Echelle
 N.T.S.
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Scale
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