

# FOTENN

## 811 GLADSTONE AVENUE





Prepared for:

Ottawa Community Housing



Prepared by:

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Fotenn Consultants Inc., acting as agents for Ottawa Community Housing (OCH), is pleased to submit the enclosed Zoning By-law and Site Plan Control Amendment Applications to facilitate the proposed development on the lands municipally known as 811 Gladstone Avenue in the City of Ottawa.

The proposed development consists of two (2) distinct components. Fronting onto Gladstone is a proposed 6-storey residential apartment building with 522 m<sup>2</sup> of ground floor amenity and community space and 108 dwelling units. Fronting along Balsam Street are two (2) proposed Stacked Townhouse buildings with a total of 32 units.

The proposal also includes an internal courtyard with space for a playground and community garden and 800m<sup>2</sup> of exterior amenity space. In total 37 parking spaces (17 surface) are also proposed with access from Rochester Street. The mid-rise apartment building and stacked townhouse contribute to a balanced mix of unit types including 32 units with 3 and 4 bedrooms, with 10% of the units designed as special needs units.

## 1.1 Property History

The subject property, located at 811 Gladstone Avenue, is currently owned and managed by Ottawa Community Housing Corporation. The property is now vacant and was previously occupied by street townhouses oriented along Gladstone Avenue, Rochester Street, and Balsam Streets. In preparation for redevelopment, the residents of this block have been relocated to other OCH properties. Similar to the current proposal, the interior of the site was used for both surface parking and community green space and a play structure. The former development contained 26 dwelling units.

The proposal represents the 1st phase in a planned comprehensive redevelopment of Ottawa Community Housing's, "Rochester Heights" community. This community is located between Balsam, Rochester, Booth, and Raymond streets. It includes 104 townhouses and was built in 1966. The units are at the end of their lifecycle and as such, the lands will be redeveloped in phases over the coming years. The objectives of the phase 1 redevelopment include: providing new/increased affordable housing units; increasing efficiency of land uses; replacing tired building stock; providing a range of housing units; offering flexible interior/exterior amenity spaces; minimizing and screening surface parking; transitioning to appropriate heights on the northern portion of the site; and creating an integrated community (for singles/couples/seniors/families and persons with special needs) on one (1) parcel of land between three (3) buildings. It should also be noted that the 6-storey building will be built to exacting passive house and net zero industry standards, for the betterment of the environment and enabling OCH to enjoy long-term operational efficiencies.

In December 2017, OCH secured Action Ottawa program funding for 86 units, totaling \$10,973,225. In October of 2018, OCH responded to a second Action Ottawa RFP, seeking funding for the balance of 54 units at 811 Gladstone (total of 140 units), for an additional \$6,960,000. If successful, OCH will have secured a total Action Ottawa grant of \$17,933,225 towards this project. We anticipate a response from the City's Housing Services Department by the end of this calendar year and remain optimistic.

## 1.2 Purpose of Applications

In order to proceed with the development as envisioned, two (2) planning applications will be required.

### 1.2.1 Zoning By-law Amendment (ZBLA)

The existing through-lot property is currently zoned both Traditional Mainstreet (TM) along Gladstone Avenue and Rochester Street and zoned and Residential Fourth Density, Subzone A (R4A) on the northern portion along Balsam Street.

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The Zoning By-law Amendment application would rezone the entire property to Traditional Mainstreet (TM) and add townhouse dwelling units as a permitted use. The ZBLA would revise various zone provisions of the City of Ottawa's Zoning By-law, including a reduced corner side yard setback, modified building heights along Gladstone Avenue to allow a 6-storey building with a 1-storey podium with ground floor amenity areas, and reduce required resident parking for OCH tenants. As identified in the application review process, additional changes to the By-law may be identified for the building, landscaped areas or parking spaces.

Rather than retaining the TM and R4A zone abutting on the same property, the intent of the ZBLA is to harmonize the zoning requirements to allow and recognize the property as a single development, functioning as one (1) single lot for zoning purposes in the Traditional Main Street (TM) Zone.

The single TM zoning would eliminate the need to additional changes to the By-law, and facilitate the location of shared parking (dimensional setbacks for the parking spaces over the shared lot line), common access and drive ways and drive aisles, and other provisions such as amenity space distribution on the lot. A site-specific zoning schedule and exceptions would delineate permitted uses and building heights. For instance, although the TM zone permits commercial uses and buildings up to 6-storeys in height, the schedule and exceptions would limit the northern portion of the site along Balsam Street to stacked townhouses and would not permit at-grade commercial uses. The approach would be generally consistent with the existing R4A zoning.

The schedule will be a tool to ensure that site-specific conditions and neighbourhood context are considered and respected in the Zoning By-law Amendment process, specifically regarding the treatment of the new development along Balsam Street. The exception and schedule will control built form, height, and uses along Balsam Street to protect the low-rise, residential character of the street. In essence, the rezoning of the northern portion of the lands is intended to create clarity in the process without dramatically increasing density or including commercial/retail uses.

The proposed reduced residential parking rates are appropriate for the context, given the needs of OCH tenants, reasonable proximity to transit (500m to the planned Gladstone Station on the Trillium Line), local bus routes and proximity to employment and amenities (shopping, community services and schools). Increasing building height and residential densities in Centretown should coincide with strong transit connectivity and walkability, and mindful of the approach that reducing available parking may contribute to increased transit ridership and respond well to market conditions for transit-focused renters.

### **1.2.2 Site Plan Control (SPC) Application**

In addition to the ZBLA, a Site Plan Control application is submitted to construct the buildings, below-grade and surface parking, landscape and amenities areas. The Site Plan Control application, supported by a range of technical studies (transportation, servicing, geotechnical, environmental, shadow analysis, ...) will conform with the amended zoning for the site.

## 2.0 SURROUNDING AREA AND SITE CONTEXT

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### 2.1 The Subject Property

The subject property, located at the southwest portion of Somerset Ward, is a large through/corner lot with frontage on three public roadways; Balsam Street, Rochester Street, and Gladstone Avenue. The property abuts 404 and 414 Booth Street to the East, an institutional use building.

The subject property has an area of 1.2 acres (4,712 m<sup>2</sup>) with 71.4 metres of frontage along Gladstone Avenue, 64.7 metres along Rochester Street, and 74.2 metres along Balsam Street.

The topography of the property slopes downward from the south-east to the north-west. Trees are limited, mainly located on the perimeter of the site, either within the municipal Right-of-Ways (ROWs) or on OCH lands. An existing OC Transpo bus shelter and stop is located on the southwest corner of the site, to be re-located as part of the re-development.

### 2.2 Surrounding Area

The surrounding community is characterized by a mix of land uses, including residential, institutional, and commercial. Gladstone Avenue is designated as a Major Collector Road on Schedule E: Urban Road Network of the Official Plan and a Traditional Mainstreet on Schedule B: Urban Policy Plan.

The abutting street network provides access to a range of daily goods and services, employment opportunities, various residential communities, and access to the central downtown by means of active, public, and private modes transportation.

#### **To the North:**

The neighbourhood to the north of the subject property is predominantly characterized by low to medium rise residential dwellings with the vibrant commercial area of Somerset Street West and Ottawa Chinatown within one (1) kilometre.

#### **Community parks and amenities within 1km north:**

- / Primrose park,
- / Chaudiere park,
- / Plouffe Park and Jack Purcell Community Centre,
- / Dalhousie Community Centre,
- / Ottawa River,
- / St. Vincent Hospital,
- / Propose location of the new Ottawa Central Library,
- / Future location of the Pimisi Station and the Confederation LRT line,
- / Somerset West Community Health Clinic,
- / Future LeBreton Flatts Redevelopment,
- / Dominican University College.

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**To the East:**

The neighbourhood to the east of the subject property contains medium to higher density residential buildings and ample parks and community amenities.

**Community parks and amenities within 1km east:**

- / McNabbs Park and Community Centre,
- / Cambridge Street Community Public School,
- / St. Anthony School,
- / Arlington Park,
- / Glashan Public School,
- / Dundonald Park,
- / Catherine Street Community and Social Sports Centre,
- / Centretown with Central Business District.

**To the South:**

To the south of 811 Gladstone Avenue is a residential community that is primarily composed of a range of detached, semi-detached, and low-rise apartment dwellings. Less than 500 metres south of the subject property is access and egress Highway 417.

**Community parks and amenities within 1km south:**

- / Piazza Dante Park,
- / Gladstone Street Adult High School,
- / Hwy 417 with access and egress locations,
- / Dows Lake and NCC Canal and Canal MUP,
- / Future home of new Civic Hospital on NCC lands along Carling,
- / Future home of redeveloped CLC Booth Street Lands.

**To the West:**

To the west of the subject property are residential buildings with a medium to high-rise built form. Further west is the Little Italy commercial and cultural district.

**Community parks and amenities within 1km west:**

- / Trillium Multi-Use Pathway,
- / Future redevelopment site for Gladstone Lands OCH partnership,
- / Future Site of Gladstone LRT Station,
- / Established Hintonburg and Westboro neighbourhoods.



Figure 1 Context Map.

- 1) Subject Site (now cleared of townhouse buildings);
- 2) Nearby OCH high-rise building known as Rochester Towers;
- 3) Neighboring property at 414-412 Booth Street with institutional and community uses including a convent, and day care facility;
- 4) Nearby abutting neighbourhood containing a range of uses and built forms including low and medium profile residential uses;
- 5) Remaining OCH housing on south side of Gladstone slated for future redevelopment,
- 6) Ottawa Adult Highschool;
- 7) St. Anthony Catholic School.
- 8) Piazza Dante Park.

## 2.3 Transportation Network + Road Network

### 2.3.1 Road Network

Gladstone Avenue is identified as a Major Collector on Official Plan Schedule F (Central Area/Inner City Road Network) and a Traditional Mainstreet on Schedule B of the Official Plan (Urban Land Use Designations). Major Collectors are roads in the City that carry higher volumes of traffic to local destinations and funnel towards Arterial Roadways and Highways. They function as major public and infrastructure corridors that are intended to accommodate not only vehicular traffic but also pedestrians, public utilities, cyclists and public transit. Gladstone Avenue spans from Cartier Street at its eastern terminus to Parkdale Ave to the west. Gladstone provides connections to key destinations and transportation routes in the Centretown area including Elgin Street, Bronson Avenue, and Preston Street in Little Italy. The street is also designated a cycling route and provides connection to the Trillium Multi-Use Pathway and the greater Ottawa Cycling network.

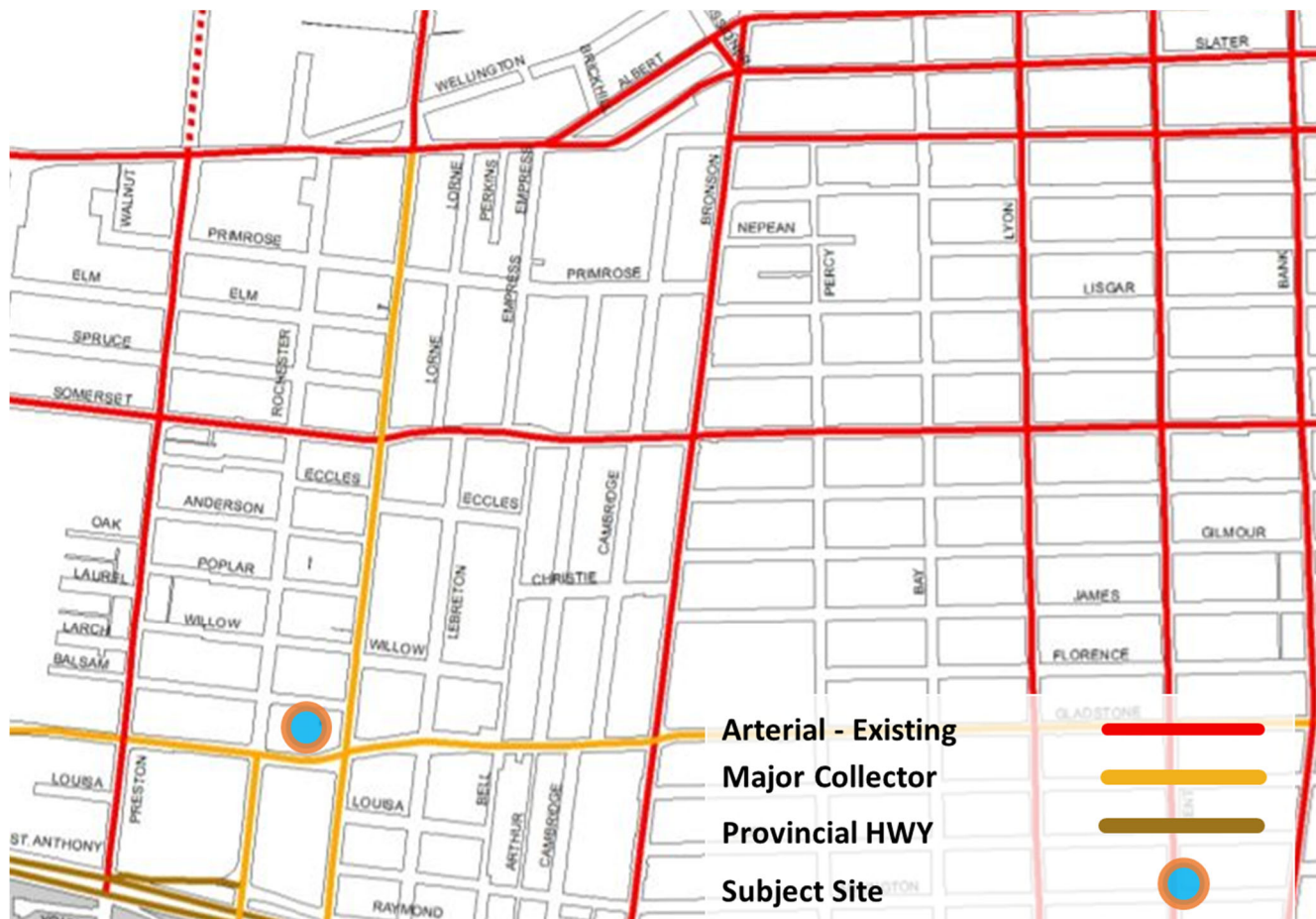


Figure 2: Extract from Official Plan Schedule E- Urban Road Network



### 2.3.2 Public Transportation

The subject property is well served by public transit options. 811 Gladstone is located within 850 metres of the soon to open Pimisi Light Rail Transit Station along the Confederation Line and within 500 metres of the planned Gladstone Station on the Trillium Line. Additionally, the subject site is served by multiple local and regional bus routes including Route #14 (St. Laurent to Carlington) and Route #85 (Lees to Bayshore) with stops at key destination and transfer points en route.

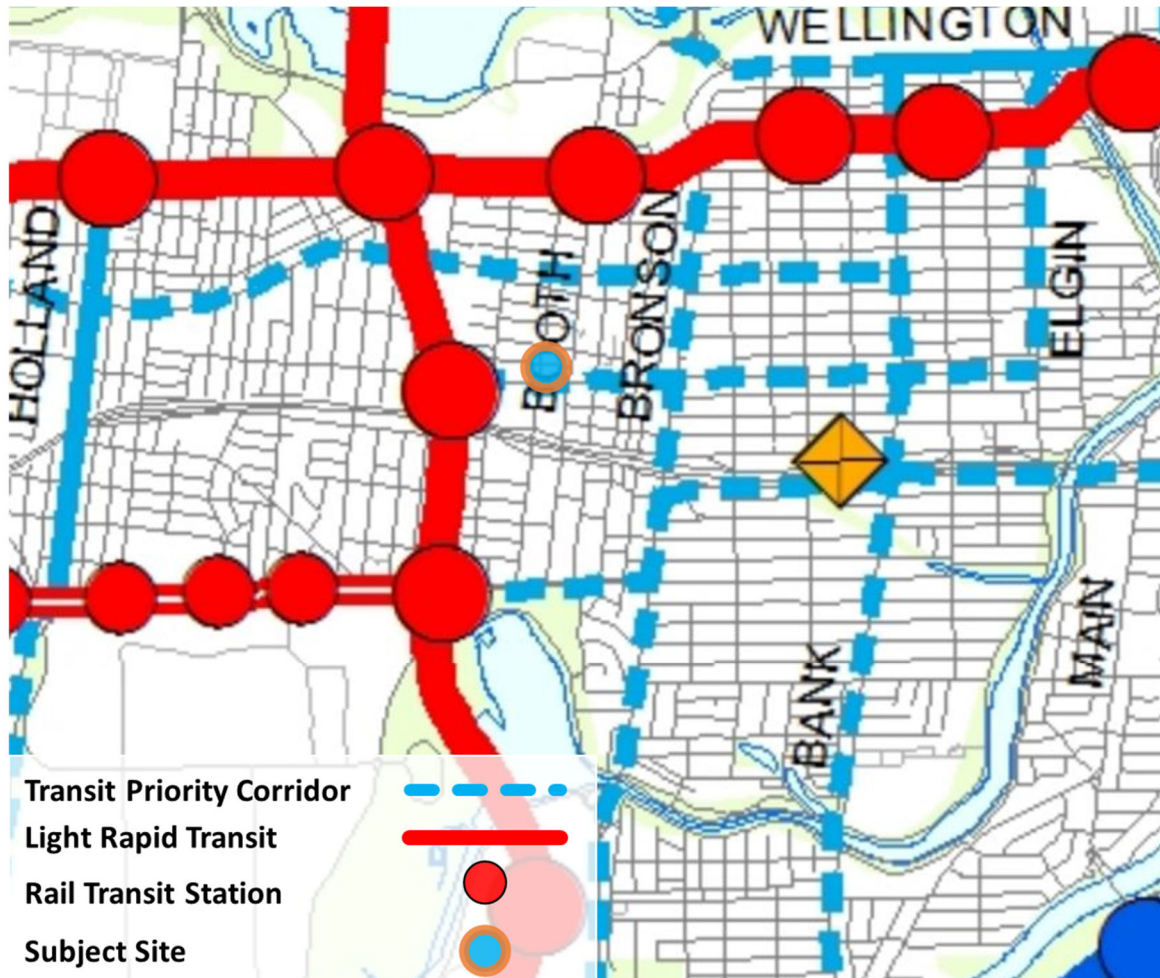


Figure 3: Extract from Official Plan Schedule D (Rapid Transit Network) illustrating to subject property's proximity to light rail transit and bus rapid transit.

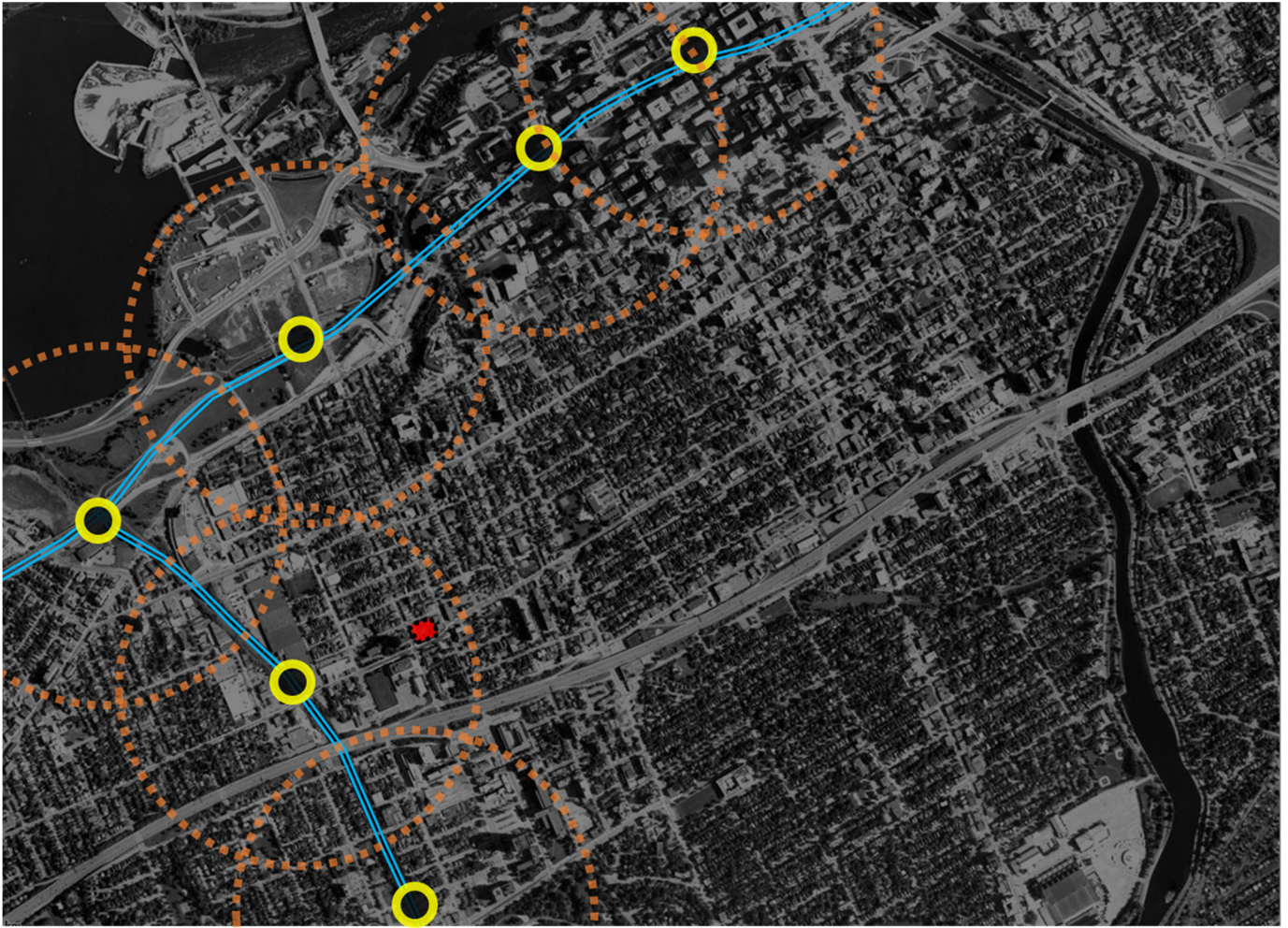


Figure 4: 600m Radius to future LRT Stations.

As illustrated in Figure 4, the subject property is services by local bus routes (nos. 14, 85) and located in close proximity to LRT Stations on both the Trillium and Confederation line:

- / 850 metres to Pimisi Light Rail Transit Station along the Confederation Line
- / 500 metres of the planned Gladstone Station on the Trillium Line.



## 3.0 PROPOSED DEVELOPMENT

### 3.1 Building and Site Design

The proposed development consists of two (2) complimentary but separate building typologies, transitioning from a six (6)-storey multi-unit residential apartment building on the south side of the site along Gladstone Avenue to two (2) low-rise, four (4)-storey stacked townhouse buildings on the north portion along Balsam Street. The transition of building forms is most obvious along Rochester Street, a gradual transition of building heights, form and massing and uses. The site plan provides for both shared parking closest to Rochester Street and at-grade, outdoor amenity space further interior in the courtyard between buildings, sheltered from Gladstone Avenue. Vehicle access to both the 17-surface parking spaces and the below-grade parking is provided midblock along Rochester Street, sufficiently separated from intersections.

As mentioned, fronting onto Gladstone is the proposed 6-storey residential building with 522 m<sup>2</sup> of ground floor amenity and community space and 108 dwelling units. To the north, and fronting along Balsam Street are the two (2) proposed Stacked Townhouse buildings with a total of 32 units (16 units each). When considering both the mid-rise apartment building and the stacked townhouses, the proposed development contributes to a healthy mix of unit types, including 32-units with 3 and 4 bedrooms.

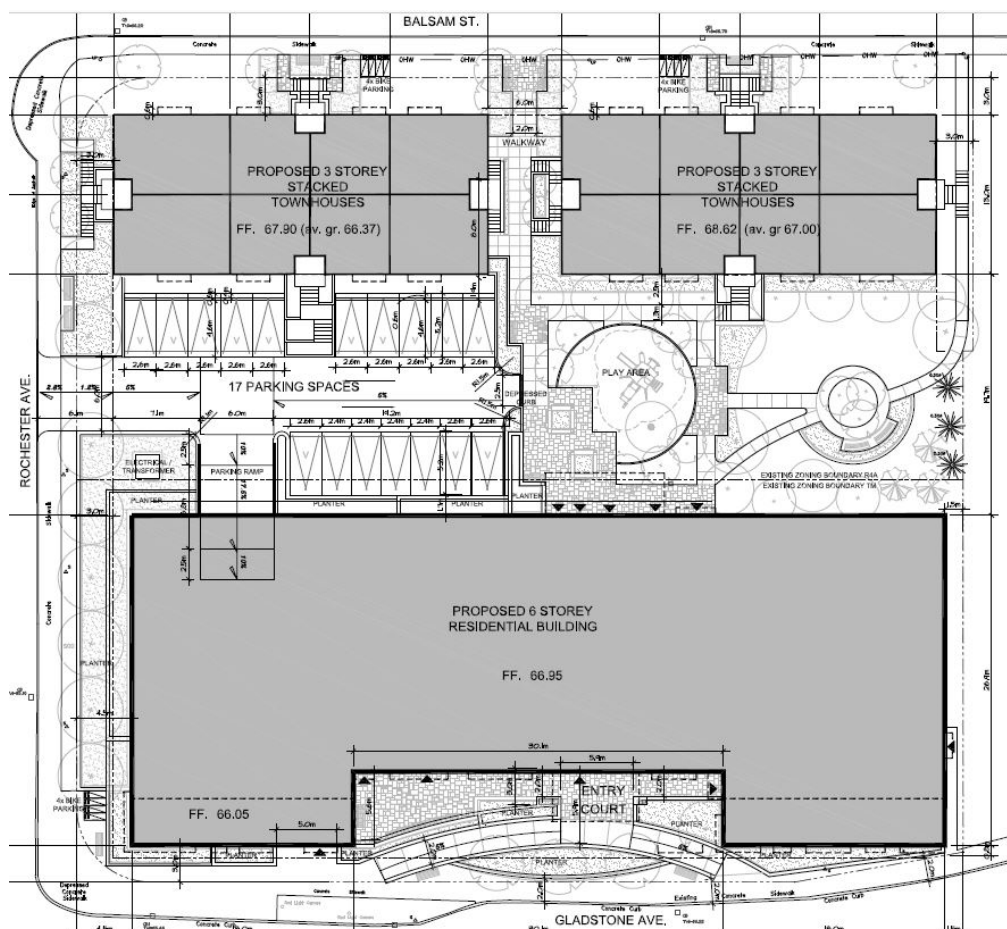


Figure 5 Site Plan.

The proposal also includes an internal courtyard with space for a playground and community garden. In total 37 parking spaces (17 surface and 20-below grade) are also proposed to meet OCH tenant needs.

Along Gladstone Avenue, the proposed development is situated close to the front property line to create a pedestrian-friendly environment and contribute to the established continuous street frontage typical of a Traditional Mainstreet. The Building's main entrance along Gladstone Avenue is recessed and sheltered with planters. Access is barrier-free with ramps for a fully-accessible experience.

The first floor of the building will include flexible, programmable amenity space to meet the needs of the new OCH tenants, service other OCH buildings in the area, and contribute to a positive streetscape and building interface with Gladstone Avenue. With direct access from Gladstone Avenue and ample floor to ceiling heights, the at-grade amenity space has been located and designed to be flexible, with the ability to partially convert to commercial space in the future. The podium of the building is single-storey, to clearly differentiate the amenity area from the upper 5-floors of residential units, and not over-shadow the entrance courtyard of the building along Gladstone Avenue.

Along Balsam Street, the two (2) proposed stacked-townhouse buildings are of a building form and massing that is complimentary and transitions well to existing low-rise dwellings on the north side of the street. The orientation of the buildings, the proposed setbacks and building heights and the entrance and window treatments are all in keeping with the existing community character. The areas between the new buildings and Balsam Street provides opportunities for well-landscaped gathering space with combined entranceways to optimize usable space and act as a functional front yard for residents.

A single level underground parking garage is proposed beneath the building to accommodate 20-vehicle parking spaces. A total of 82 bicycle parking spaces have been distributed within the parking garage as well as above ground along Gladstone and Rochester Avenue and within the interior courtyard.

### **Building Design**

The building design has been through multiple iterations based on internal consultation and discussion and review from the community, Planning Staff, and the Ward Councillor. OCH and their architect explored various site and building configurations including an 8-storey, L-shaped building with surface parking fronting along Balsam Street. The current proposal meets the needs of OCH, and provides for a more community sensitive approach to building form, density banking, and open space. The design presented in this application responds to the feedback from engaged stockholders as well as the surrounding community context and planned function.

The proposed development has been designed to fit within the envelope and objectives of the existing zoning designations, with only a few minor changes. The building massing along Gladstone Avenue has been minimized by recessing the middle portion of the building, and extending two (2) "wings" on both the east and west ends of the building. The design approach is consistent with other institutional and apartment buildings along Gladstone Avenue, contributing to a consistent building rhythm and streetscape along Gladstone Avenue. The building design responds well to changing topography along the Gladstone Avenue. As the grade falls 1.2m along Gladstone frontage, the building form allows for the design of a recessed entry court that will facilitate the provision of barrier-free sloped walkways to both the main and secondary building entrances.

The development will benefit from a considerate and complementary landscaping treatment along the site's perimeter and the internal courtyard. As the property borders three (3) public streets, an important element of the landscaping approach will be to enhance the interface between the public and private realm while assisting in promoting appropriate and beneficial transition outwards to the existing surrounding community.





Figure 6 Street level View from Gladstone Avenue.

Internally, the proposal includes a sizeable and programmable courtyard which will contain newly planted trees, shrubs and grasses to encourage an enjoyable experience, visual amenity, and appropriate privacy for those dwellings with windows facing the internal area.

The proposal also includes amenity space at-grade along Gladstone Avenue, housed in the one (1)-storey podium. This space will be available to OCH tenants and possibly for public functions and will act as the main interface between the building and the public both in the future programming as well as the built form along the street. This space has also been designed with future adaptability in mind given Gladstone Avenue's evolving role as a commercial destination.

Moreover, while no retail uses are currently envisioned, the ground floor spaces fronting onto Gladstone will be dedicated to a variety of amenity uses including a resident fitness centre, a lounge, a homework/home business study lounge and a multi-purpose space with a demonstration kitchen. Extensive glazing will allow the activities within to animate the street as well as the entry court where residents can gather in an urban garden and soak up the afternoon sun. While most of the ground floor has been set at a single elevation, the floor of the amenity space in the west projecting bay has been allowed to follow the drop in grade at the street so that animation is provided at the critical Rochester / Gladstone intersection. With its high ceilings and prominent corner location, this space has the potential to evolve into an amenity that can serve the broader Rochester Heights community or convert to prime retail space. All of the amenity spaces have been designed to provide both interior and exterior barrier free access to allow for the potential for rental to outside groups without compromising resident security.

The main entrance is set at the middle of the recessed entry court, located midblock along Gladstone Avenue. The entrance functions as the pedestrian focus of the building, with through-building access to the interior courtyard. The courtyard is framed between the 6-storey building and the two (2), 16-unit stacked townhouses

buildings along Balsam Street. Frequent building entrances from the townhouse buildings provide permeability and overlooking onto the courtyard for animation and safety.

Flanked by grade related family units in all three (3) buildings, the interior courtyard will feature a children's play area as well as a community garden and patio to the east of the main entry to the 6-storey building. To the west of this pathway a drive aisle provides access to a modest number of surface and underground parking spaces as well as bike/scooter parking. These facilities, as well as the amenity rooms are intended to be shared with both low and mid-rise buildings' residents. Central mail and garbage facilities are also provided within the Gladstone building. This broad range of amenities and services on the site, distributed at-grade and with the buildings contribute to a strong, vibrant community focus for the development and the broader neighbourhood.



Figure 7 Street Level View from Rochester Street.

When viewed as a whole, the proposed development is intended to provide a platform for building a sustainable community for residents, neighbours and the City as a whole.

## 4.0

# POLICY AND REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act and in effect since April 30, 2014, 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 emphasizes intensification in built-up areas in order to promote the efficient use of land and existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. To achieve this goal, planning authorities must identify and promote opportunities for intensification and redevelopment.

Section 1.1.1 (Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns) of the PPS identifies the ways in which healthy, liveable and safe communities are sustained, including:

- a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) Accommodating an appropriate range and mix of residential, employment, institutional (including places of worship, cemeteries, and long-term care homes), recreation, park and open space, and other uses to meet long-term needs; and
- c) Avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- e) Promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;
- f) Improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;
- g) Promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

Policy 1.1.3.1 requires that settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Policy 1.1.3.2 states that land use patterns within settlement areas shall be based on:

- a) Densities and a mix of land uses which:
  - 1. Efficiently use land and resources;
  - 2. Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and / or uneconomical expansion;
  - 3. Minimize negative impacts to air quality and climate change, and promote energy efficiency;
  - 4. Support active transportation;
  - 5. Are transit-supportive, where transit is planned, exists or may be developed.

Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety.

Policy 1.1.3.6 requires that new development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

Policy 1.4.3 requires that planning authorities provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents, in part by permitting and facilitating all forms of housing required to meet the social, health and well-being requirements of current and future residents, as well as all forms of residential intensification and redevelopment. Additionally, the policy requires 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.

Section 1.6.6 of the PPS contains policies for sewage, water, and stormwater services. Policy 1.6.6.2 states that municipal sewage services and municipal water services are the preferred form of servicing for settlement areas.

Policy 1.6.7.2 of the PPS requires that efficient use of existing and planned infrastructure shall be made. Policy 1.6.7.4 further specifies that a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.

Policy 1.8.1 of the PPS requires that planning authorities shall support energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which, among other things:

- a) Promote compact form and a structure of nodes and corridors;
- b) Promote the use of active transportation and transit in and between residential, employment, and institutional uses and other areas;
- e) Improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.

**The proposed development is consistent with the policies of the Provincial Policy Statement. As part of the overall concept, the re-development offers an efficient, cost-effective pattern of growth, capitalizing on an intensification opportunity within the city's urban area, adjacent to significant transit facilities. Intensification of the underutilized subject property will make efficient use of existing infrastructure, public service facilities, and will support the City's investment and commitment to public transit.**

## 4.2 Official Plan (2003, as amended)

The City of Ottawa Official Plan is composed of eight (8) sections, each addressing a different aspect of the planned function of the City as a whole, with Section 2 providing Strategic Directions for growth and development within the City. The City is anticipated to grow by approximately 143,000 homes by 2036. The City intends to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. This means that growth will be directed towards key locations with a mix of housing, shopping, recreation and employment and that are easily accessible by transit while also promoting and encouraging walking and cycling.

The Official Plan recognizes that concentrating growth to specific areas is required to support a high-quality transit service and to make better use of existing roads and other municipal infrastructure. Intensification at higher densities in nodes around transit terminals and along corridors served by transit is recognized as the most affordable form of development.

The Official Plan addresses the pressures of growth by establishing a set of strategic objectives. Two overarching Official Plan objectives which are applicable to the proposed development are:



## 1. Managing Growth

- / The City will manage growth by directing it to the urban area where municipal 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, Traditional and Arterial 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. Building 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.

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

### 4.2.2 Managing Growth (OP Section 2.2)

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. Growth will be distributed throughout the urban area to strengthen liveable communities through intensification and infill, and new development on vacant land in designated growth areas.

In all areas, the density, mix of uses, and land use pattern will work together to make the most efficient use of transit. Transit service is to be accessible by other active modes of transportation (i.e. walking and cycling) and densities will be highest adjacent to transit stations. A mix of uses in close proximity to transit routes and stations will also ensure that residents can meet many of their daily needs within the community or nearby.

Section 2.2.2 addresses 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 Official Plan employs a hierarchy of nodes and corridors for managing growth.

Policy 1 of Section 2.2.2 defines residential intensification as the “intensification of a property, building or area that results in a net increase in residential units or accommodation and includes:

- / Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
- / The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification;
- / The conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and

- / The conversion or expansion of existing residential buildings to create new residential units or accommodation, including secondary dwelling units and rooming houses.

**Policy 4 and Policy 11 of Section 2.2.2 identify target areas for intensification including the Central Area, Mixed-Use Centres, Arterial Mainstreets, Town Centres, and Transit-Oriented Development Areas as defined by the Plan. Traditional Mainstreets, like Gladstone Avenue, especially in close proximity to rapid transit corridors are areas density is to be encouraged.**

The proposed development of the subject property constitutes residential intensification as defined by the Official Plan. The planned development efficiently intensifies a previously under-utilized site in an area currently well served by community facilities, commercial services, park spaces, and transportation options. The continued redevelopment and intensification of the subject property will complement the existing retail uses and community amenities and contribute to the creation of a complete community in close proximity to LRT Stations.

#### 4.2.3 Design Priority Areas (Section 2.2 & 2.5.1)

Section 2.2 of the Official plan states that Gladstone Avenue is designated a Design Priority Area on Schedule B of the Official Plan and is therefore subject to the Ottawa's Urban Design Review Panel process.

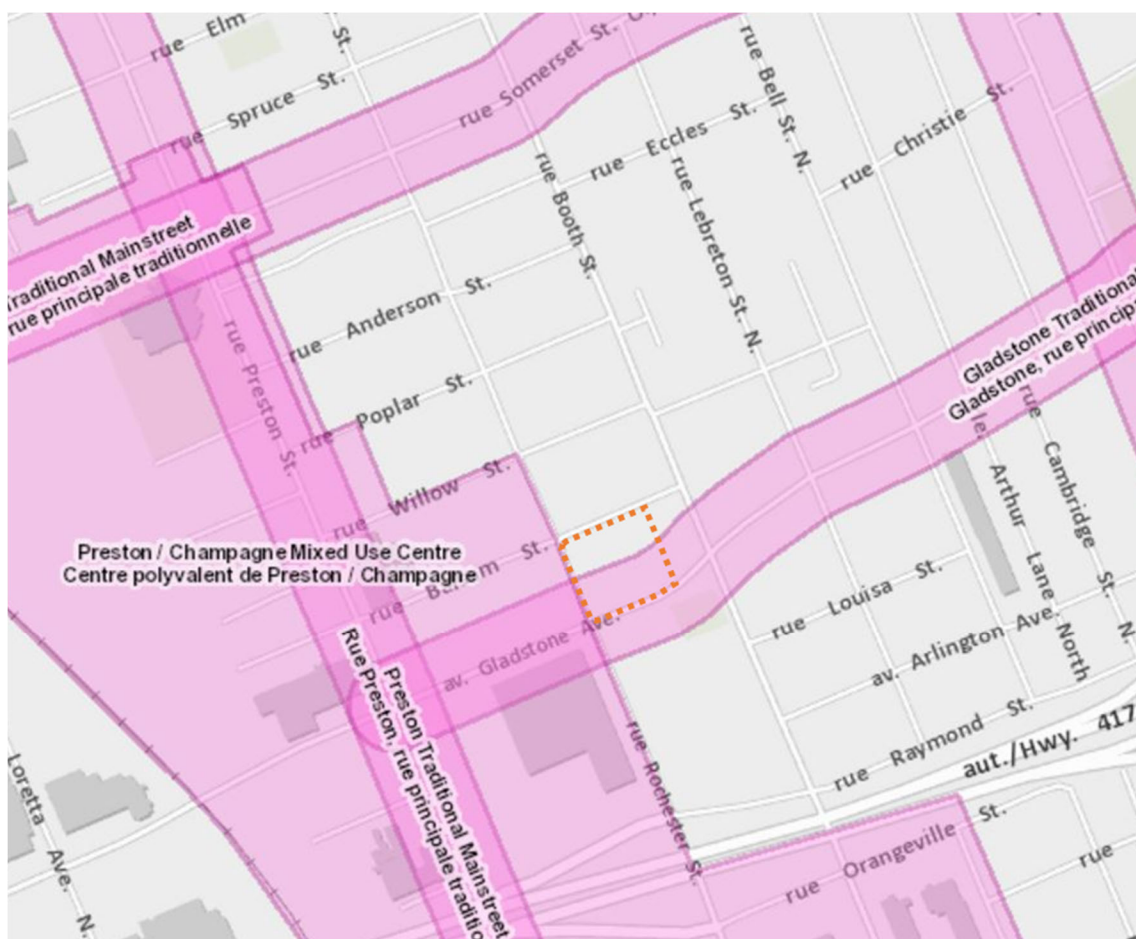


Figure 8 Design Priority Area.

The Official Plan aims to direct growth to design priority areas and to protect and enhance the character and sustainability of these places as mixed-use communities, and to provide a focus for coordinating urban design efforts and enhancements. Policy 5 of Section 2.5.1 States that in Design Priority Areas, projects within and adjacent to the public realm will be reviewed for their contribution to an enhanced pedestrian environment and their response to the distinct character and unique opportunities of the area.

**The proposal utilizes a range of design approaches and treatments such as, wider sidewalks, shade trees, coordinated furnishings and utilities, enhanced pedestrian access to transit stops, decorative lighting, enhanced pedestrian surfaces/connections, natural amenity spaces, high-quality and interesting architectural and façade treatments, seasonal and native plantings, distinct signage, and high-profile entrance features to foster design excellence and generate a high-quality building that promotes and facilitates an improved street interface, public realm, and pedestrian experience.**

**As the proposed development is within a Design Priority Area it will therefore be subject to review by the Urban Design Review Panel (UDRP) as part of the application review process.**

#### 4.2.4 Land Use Designation

The subject property is designated Traditional Mainstreet on Schedule B: *Urban Policy Plan* of the Ottawa Official Plan. Schedule B assigns land use designations to lands with the City.

The Traditional Mainstreet designation seeks to encourage mixed-use and compact and pedestrian oriented development patterns. The policies of the designation encourage more compact forms of development, a lively mix of uses, and a pedestrian-friendly environment.



Figure 9 Official Plan Land Use Designation - Schedule B.

In accordance with Section 3.6.3, Policy 3, a broad range of uses are supported on Traditional Mainstreets, including residential uses. While Policy 4 of Section 2.2.2 establishes Traditional Mainstreets as a target area for intensification.

Policy 8 of Section 3.6.3 encourages redevelopment and infill along Mainstreets in order to optimize the use of the land. The Official Plan states that the building format should define the street edge and provide direct pedestrian access to the sidewalk. The Plan generally supports mid-rise building heights (5 to 9-storeys, generally) on Traditional Mainstreet with greater building heights supported under a number of circumstances, including within areas already characterized by high-rise buildings with direct access to an arterial road, within areas in close proximity to rapid transit, and within areas identified for high-rise buildings where the building profiles are already permitted in the Zoning By-law.

Specifically, relevant policies under the Arterial Mainstreet Designation include:

**Policy 1:** Traditional Mainstreets are planned as compact, mixed-use, pedestrian-oriented streets that provide for access by foot, cycle, transit and automobile. Both Traditional and Arterial Mainstreets will fulfill and take advantage of their multi-modal transportation corridor function.

**The development takes advantage of the proximity to transit stations, local bus routes and other local amenities and transportation routes (arterial and collector roadways, cycling and pedestrian facilities) to accommodate a more compact form of development through the introduction of residential uses. The building has been oriented to enclose and define street edges for a pleasing pedestrian and comfortable environment.**

**Policy 3:** The Traditional Mainstreet designations generally apply to the whole of those properties fronting on the road, however, for very deep lots, the designations will generally be limited to a depth of 200 metres from a Traditional Mainstreet. For instance, it may also include properties on abutting side streets that exist within the same corridor.

**The Traditional Mainstreet designation should apply to the entire depth of the property to Balsam Street, a total lot depth of approximately 67 metres measures along Rochester Street from Gladstone Avenue. The intent of the policy is to foster the development of entire properties based on the policy and design direction of the TM designation.**

**Policy 5:** A broad range of uses is permitted on Traditional Mainstreets, including retail and service commercial uses, offices, residential, and institutional uses.

**The development includes both a mid-rise building and stacked townhouse units, contributing to a broad and varied mix of residential typologies and units, including single bedroom units as well as multi-bedroom townhouses to foster a vibrant and diverse community in close proximity to key amenities and the transit system.**

**Policy 9:** On Traditional Mainstreets surface parking will not be permitted between the building and the street. The location of surface parking will avoid interruption of building continuity along the Traditional Mainstreet street frontage and will minimize impacts on pedestrians.

**Surface parking has been minimized with the majority of parking located in the underground parking garage. Due to sub-surficial geologic conditions which limit the extent of the underground garage, some surface parking has been included. The surface parking is located internally on the site and is screened from the public realm by both buildings along Gladstone and Balsam as well as landscaping along**



**Rochester.** The surface parking will function and conveniently accessible visitor and resident parking spaces.

**Policy 10:** Redevelopment and infill are encouraged on Traditional Mainstreets in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk.

The development transforms an existing low-rise residential block to facilitate a re-development program that brings residential intensification to the area. The site layout and building design incorporates a design that improves the public interface along Gladstone Avenue and Balsam Street, with building elements and treatments that define the street edge. Design, built form, landscaping, and land use decisions were all seriously consider in the development of this proposal to ensure appropriate neighbourhood fit, transition, and compatibility.

Although a zoning by-law amendment has been submitted to rezone the entire property to the Traditional Mainstreet zone, consideration was given to ensure that the portion of the site along Balsam Street retains the low-rise, exclusively-residential character that exists today.

Policy 11: This Plan supports mid-rise building heights on Traditional Mainstreets. In the absence of a secondary plan, the Zoning By-law may establish as-of-right building heights, lower than those permitted above, based upon site conditions, existing character and compatibility. The Zoning By-law will establish a minimum building height equivalent to a two-storey building.

The Official Plan defines mid-rise heights as a range between 5 to 9 storeys. At 6-storeys along Gladstone and 3 Storeys along Balsam Street, the proposal complies with the policy direction for building heights in the Official Plan and the Zoning By-law Amendment will establish a similar and appropriate maximum building height.

**Policy 13:** To achieve the vision for Mainstreets, changes within the public environment as well as within the abutting private property environment may be necessary. The function and design of a road may influence the nature of land use along it and changes to the street may be necessary in order to facilitate a more intense, pedestrian-oriented form of development adjacent to it.

Along Gladstone Avenue, the proposed building provides a form that will better frame the street. The changes to the public environment in terms of the streetscape are in keeping with the objective to enhance the public realm for Mainstreets. Access to the residential portions of the building will be provided through distinct and logical entry points with the 6-storey building along Gladstone Avenue utilizing a barrier free design. Furthermore, the amenity space along Gladstone Avenue will have both interior and exterior access.

Overall, the proposed development contributes to the creation of a compact area by adding a high-density residential building in proximity to a range of existing employment and service commercial uses.

Given the existing mix of uses in proximity to the subject property, residents will be able to access convenient transit and meet many of their daily needs by walking or cycling, reducing reliance on personal vehicles and promoting opportunities for active transportation.

#### **4.2.5 Building Liveable Communities**

Section 2.5 proposes that Ottawa's communities be built on the basics of appropriate and affordable housing, ample greenspace, places for people to shop, socialize, and play nearby, access to community services, and workplaces within a reasonable commute. More liveable communities will be created by focusing more on

community design and through engaging in collaborative community building, particularly around established neighbourhood hubs and nodes including mixed-use centres and main streets.

Section 2.5.1 (Urban Design and Compatibility) sets out design and compatibility objectives, principles, and policies applicable to intensification and infill development within the urban area. The policy states that compatible development is development that enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties.

**The proposed development observes and advances these objectives:**

- / **Enhances the sense of community by responding to the surrounding built and cultural character of the community, through massing, materiality, and landscaping.**
- / **Defines quality public and private spaces by proposing a building that defines a street edge and corner while providing active frontage along the Traditional Mainstreet.**
- / **Creates places that are safe, accessible, and are easy to get to, and move through by proposing residential uses on upper floors with adequate glazing that improve passive surveillance along the street.**
- / **Ensures that new development respects the character of existing areas by maintaining a continuous street frontage along Gladstone Avenue and appropriate form and height along Balsam.**
- / **Considers adaptability and diversity by intensifying an existing development lot and providing accommodations for residents at various ages and stages of life. The ground floor amenity space and exterior design will consider future conversion to commercial/retail uses.**
- / **Understands and respects natural processes and features by incorporating landscaping features and stormwater management systems including the internal courtyard.**
- / **Maximizes energy-efficiency and promotes sustainable design by locating a building in proximity to rapid transit, building to *Passive House Building standards*, and including solar electricity and thermal technology on the roof of the 6-storey building.**
- / **The Gladstone building will be Canada's first mid-rise apartment building to achieve the standards of Passive House certification. The design will also strive to meet Net Zero Carbon certification. Both of these sustainable design initiatives will result in a building that is durable with low operating costs for both the tenants and OCH.**

The City guides the built environment using design objectives within Section 2.5.1 that are broadly stated and are intended to be applied to all land use designations. Design principles provide further detail on how each of the objectives may be achieved.

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 seeks to redevelop and intensify an underutilized site, located in close proximity to current and future transit infrastructure, thereby advancing the objectives of the Traditional Mainstreet designation and implementing the city's vision for intensification. The proposed residential use will offer additional housing options in proximity to transit, retail, employment, and other amenities, contributing to the evolution of a more complete community.**

To define quality public and private spaces through development.

**The proposed development will add quality public and private spaces. The internal courtyard will contain seating areas and gathering space and will be well integrated with the buildings framing the space. The proposed amenity space along the Gladstone Avenue frontage will allow residents and community members to book community space to participate in various activities while providing active frontage along Gladstone Avenue.**

To create places that are safe, accessible and are easy to get to.

**The stacked townhouses along Balsam Street have been designed to ensure consolidated and functional open space for gathering and passive recreation along the shared front lawn. Through providing an appropriate front yard setback and strategically locating building entrance points, the landscaped front yard space has been optimized.**

**The proposed development and the overall concept for the lands recognizes the importance of the subject property in creating a vibrant and safe atmosphere along this portion of Gladstone Avenue. The 1-storey podium has been designed to appropriately frame the main entrance and entry court area, without over-whelming or over-shadowing the semi-public space.**

**The ground level amenity space directly fronts Gladstone Avenue and will be actively used throughout the day and evening creating an animated and inclusive experience.**

**The multi-unit apartment building as well as all of the amenity spaces have been designed to provide both interior and exterior barrier free access to allow for the potential for rental to outside groups without compromising resident security.**

**The internal parking and open space will be well lit and landscaped to create a warm and inviting atmosphere with the two buildings also framing the space to increase visibility and overall safety.**

To ensure that new development respects the character of existing areas.

**The design of the buildings and proposed zoning schedule have contemplated a built form that is compatible with existing development. The 6-storey building along Gladstone Avenue adheres to the established building height provisions while the zoning schedule ensures that development along Balsam transition down to the existing low-rise community.**

To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

**As Gladstone Avenue is designated Traditional Mainstreet in the Official Plan and Zoning By-law it is reasonable to anticipate a future commercial/retail use within the building. Although not included in the initial programming, the proposed zoning schedule and built form of the podium along Gladstone Avenue have included considerations and design features to accommodate the potential for commercial uses on site in the future (i.e. floor to ceiling heights, space for facia signage, street level entrances etc.).**

To understand and respect natural processes and features in development design.

**The proposed development maximizes open spaces by limiting the parking garage footprint for stormwater recharge and to allow a full range of landscaping options to be contemplated without restriction.**

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 include sustainable and energy-efficient design and construction including using energy efficient products such as water heaters, HVAC, lighting fixtures, water-efficient products, and ensuring energy efficiency and performance is optimized while designing the building envelope and systems.**

**Ottawa Community Housing is pursuing Passive Building Designation for the 6-storey building along Gladstone Avenue and a net-zero carbon footprint for the entirety of the development. The proposal will include photovoltaic and solar thermal technology.**

#### 4.2.6 Compatibility

To achieve compatibility of scale and use requires a careful design response that appropriately addresses impact generated by infill or intensification. The policies of Section 4.11 are intended to set the stage for requiring both high-quality urban design in all parts of the City and design excellence in design priority areas.

Policy 2 of Section 4.11 establishes compatibility criteria that the City will use to evaluate the compatibility of development applications. These criteria are discussed below:

Traffic

**The proposals location in close proximity to key transit services and neighbourhood services and amenities will contribute to a modal share with a balanced proportion of resident using public transit, active transportation, and private vehicles. The TIA included concludes that sufficient roadway capacity is available on abutting arterial, collector and local roadways to service the proposed units.**

Vehicular Access

**Traffic access and egress to the site is located in the same location as the previous development, mid-block along Rochester Street. There is no change or drastic increases expected due to the proposed vehicle access to the site.**

Parking Requirements

**The proposal provides 37 parking spaces. The proposed underground parking garage contains 20 below-grade parking spaces located on a single-level. The 17 spaces located within the outside, internal courtyard will include the 13 visitor parking spaces required by the Zoning By-law.**

**A total of 82 bicycle parking spaces have been provided with 47 at grade and 35 within the parking garage. This represents 12 additional bicycle spaces above the requirement.**

Outdoor Amenity Areas

**The proposed development will not have any impact on adjacent outdoor amenity areas. The development provides an internal courtyard space that will include opportunities for passive gathering, gardening, and play. The internal courtyard is framed by the 6-storey building to the south and the stacked townhomes to the north.**



Loading Areas, Service Areas, and Outdoor Storage	<b>The garbage area will be located internal to the building. Although the Zoning By-law does not require the provision of a loading space, the internal service parking area has been designed to accommodate service vehicles for shipping/receiving and garbage collection and for move-ins in proximity to the residential entrance.</b>
Lighting	<b>Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no significant impacts on adjacent properties.</b>
Noise and Air Quality	<b>No significant impacts related to noise or air quality are expected as a result of the proposed development. Recommendations for noise mitigation measures will be implemented through this site plan control approval and the building permit process, as appropriate.</b>
Sunlight	<b>A Sun Shadow Study was prepared and demonstrates the shadow impacts resulting from the proposed development. The impacts on adjacent properties are considered appropriate and are minor in nature. Shadow impacts move quickly around the proposed building to limit impacts to adjacent properties.</b>
Supporting Neighbourhood Services	<b>The proposed development is located in close proximity to several neighbourhood amenities including schools, parks, retail amenities, the Somerset West Community Health Centre, and the Park Recreational Facility. The site is supported by frequent transit connectivity, in close proximity to the future Gladstone LRT Station, and also well connected to existing and future walking and cycling routes.</b>

**The proposed development meets the policies of the Official Plan, including the Traditional Mainstreet policies and the Urban Design and Compatibility policies of Sections 2.5.1 and 4.11.**

#### **4.2.7 Affordable Housing**

Ottawa Community Housing (OCH) is the largest provider of affordable housing in Ottawa, playing an important role in the social and economic makeup of a healthy city. OCH's vision is to be a leader in providing safe and affordable homes to enable tenants to fully participate in the socio-economic opportunities of the City. As a leader in the delivery of quality, affordable housing, OCH collaborates with others to develop safe and healthy communities. The proposal presented within this report represents an important step in the greater capital improvement and redevelopment plans for OCH properties in this neighborhood and throughout the city.

#### **Official Plan Section 2.5.2 – Affordable Housing**

The Official Plan states that affordable and appropriate housing for all residents is the fundamental building block of a healthy, liveable community. Official Plan policies contribute to improving the supply of affordable housing in concert with other City initiatives to support the construction of affordable units.

#### **Official Plan Policies Applicable to the Proposal Include:**

**Policy 1** Affordable housing is defined as housing, either ownership or rental, for which a low or moderate income household pays no more than 30% of its gross annual income. Income levels and target rents and prices will be determined by the City on an annual basis. [Amendment 10, August 25, 2004]

**Policy 5** Within the context of the City's Housing Strategy the City will investigate means to increase the supply of affordable housing by: Engaging the private sector and non-profit and cooperative housing providers in meeting the affordable housing target for low-income and moderate-income households; [Amendment #76, Ministerial Modification #21, OMB File #PL100206, August 18, 2011]

1. Developing strategies to build affordable housing, such as the use of municipal property, development of air rights at transit stations, and financial incentives such as grants, property tax relief, and exemption from development charges and fees;
2. Proposing mechanisms to ensure that housing provided through such incentives remains affordable over the long term;
3. Seeking the necessary legislative authority to require cash-in-lieu of affordable housing, when reviewing development applications.

**Policy 7** The processing of development applications from non-profit housing corporations and housing cooperatives, for housing intended for persons of low- or moderate-incomes, will be given priority by the City.

**Policy 8** The City will further promote the development of affordable housing through such means as infill construction, conversions of non-residential space, and adaptive re-use of buildings.

**Ottawa Community Housing has worked collaboratively with the City of Ottawa as well as Provincial and Federal government departments to facilitate grants and funding for this project. Furthermore, this collaborative approach has involved engaging City Staff, Ward Councillors, and Community representatives. This approach has led to a thorough consideration of the needs of the various involved stakeholders regarding the overall design and layout of the proposal.**

**In this proposal, diversity of housing supply is facilitated through a mix of multiple and single bedroom units to accommodate individuals and families. Through the provision of both apartments and townhouses a variety of forms and styles of housing are provided for future tenants.**

**The shortage of affordable rental housing is one of the most compelling problems today in Ottawa. This proposal provides an overall increase of an additional 115 affordable units available on site.**

### **4.3 City of Ottawa Official Plan Amendment No. 150**

In 2013, the City of Ottawa reviewed the Official Plan resulting in numerous policy changes. Ottawa City Council adopted Official Plan Amendment (OPA) 150 in December 2013, and the Ministry of Municipal Affairs and Housing approved the revisions in April 2014. Significant portions of OPA 150 remain under appeal, while other policy changes have been incorporated and reviewed in Section 4.2 above. As the appeals of OPA 150 continue to be settled, the in-force policy context analysed in Section 4.2 is fluid and it is anticipated that policies may be changed or added following submission of this application for Site Plan Control. Several policies remain under appeal; however, they represent the intended direction of Council and are discussed below.

Revisions to Section 4.11, to be renamed Urban Design and Compatible Development, contain more robust policies related to building and site design, organized into several categories. The applicable categories are addressed below.

#### **Building Design**

**The proposed development promotes a complementary architectural style that will set the stage for future development in this area.**

The building utilizes different materials, form / massing and articulation to distinguish the building's base from its upper floors. The upper floors are designed to break up the massing and well-articulated for visual interest. The ground floor podium and inset entrance area breaks up the mass at-grade, highlights the building's entrance and provides an additional pedestrian connection from Gladstone Avenue for added connectivity. The massing has been broken down by providing projecting "wings" bays at both the east and west ends of the building, framing the entry court and main entrance. The treatment and design approach is in character and consistent with the rhythm of the Gladstone streetscape to the east and west.

The proposed one-storey building podium is designed to appear more like a two-storey podium in average height and to clearly differentiate the amenity area from the upper 5-floors of residential units. The podium design does not over-shadow the entrance courtyard of the building along Gladstone Avenue. Glazing on the ground floor allows people to see in and out of the ground floor amenity spaces.

#### Massing and Scale

The massing and scale of the building is consistent with the existing zoning and the planned direction within the established policy and zoning provisions by the City for the lands.

A Sun Shadow Study confirms that the shadow impacts resulting from the proposed building will not cause any undue adverse impacts on surrounding outdoor amenity areas.

#### Outdoor Amenity Areas

The development proposes a series of well-designed and usable amenity areas, including indoor ground floor amenity spaces, front yards along Balsam Street and an interior, landscaped courtyard.

The internal courtyard and periphery seating and landscaping provides a gathering space and opportunities for passive recreation on the subject property in a highly accessible location. The internal courtyard is well-integrated with other landscaped areas, the ground floor amenity space is to serve residents and visitors of the building as well as the broader community.

#### Design Priority Areas

It is recognized that the subject property is located within a design priority area. As such, the portions of the building adjacent to the public realm have been designed as follows:

- / The base of the building is taller in height for flexibility for ground floor uses.
- / The ground floor facades are transparent and largely parallel to the public streets, to achieve a continuous building frontage that defines and encloses streets and public spaces and contributes to the animation of public areas.
- / Landscaped areas include a mix of deciduous and coniferous trees, seating, playground areas, and enhanced pedestrian surfaces.

**The proposed development continues to conform to the policies for Traditional Mainstreets by intensifying a site in proximity to transit routes and community amenities, and contributing to the creation of a vibrant, residential area on a currently underutilized site. The additional housing will provide opportunities for people to live in proximity to parks, schools, transit routes, employment opportunities, and retail and entertainment uses.**

#### **4.4 Urban Design Guidelines for Traditional Mainstreets**

The Urban Design Guidelines established for Traditional Mainstreets are a Council-approved set of guidelines intended to provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development along Traditional Mainstreets. The proposed development meets applicable design guidelines including:

- / Promotes development that will enhance and reinforce the recognized or planned scale and character of the street.
- / Achieves high-quality built form and strengthens building continuity along Traditional Mainstreets.
- / Aligns the building with the average setback of the adjacent buildings in order to create a visually continuous streetscape.
- / Uses periodic variations to add interest to the streetscape.
- / Designed with rich architectural detailing and respects the rhythm of existing mainstreet.
- / Uses large clear windows to maintain a pedestrian-focused public realm.
- / Provides landscaping to improve the pedestrian experience and provide privacy to ground floor residential tenants.
- / Provides pedestrian weather protection.
- / Provides side yard access to parking garage, away from the mainstreet.

**The proposed development achieves the objectives of the design guidelines by fostering compatible development that locates building frontage along the Traditional Mainstreet public streets, provides streetscape elements such as trees and benches, and will contribute to the planned character of the streets and achieve high-quality built form with a sense of identity and human scale. This proposal will also facilitate a transition to more intensive and animated form of development.**

**Through the development of higher density residential, the proposed development will assist in accommodating a more complete community a wide range of housing typologies to promote a diverse and vibrant community.**

#### **4.5 City of Ottawa Comprehensive Zoning By-law**

The existing through-lot, corner property is currently zoned both Traditional Mainstreet (TM) along Gladstone Avenue and Rochester Street and zoned and Residential Fourth Density, Subzone A (R4A) on the northern portion along Balsam Street, as shown on Figure 10.

##### **The Intent of the Traditional Mainstreet Zone is to:**

- / Accommodate a broad range of uses including retail, service commercial, office, residential and institutional uses, including mixed-use buildings but excluding auto-related uses, in areas designated Traditional Mainstreet in the Official Plan;
- / Foster and promote compact, mixed-use, pedestrian-oriented development that provide for access by foot, cycle, transit and automobile.
- / Recognize the function of Business Improvement Areas as primary business or shopping areas; and
- / Impose development standards that will ensure that street continuity, scale and character is maintained, that the uses are compatible and complement surrounding land uses.



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**The Intent of the Residential Fourth Density Zone is to:**

- / Allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings, in some cases limited to four units, and in no case more than four storeys, in areas designated as General Urban Area in the Official Plan;
- / Allow a number of other residential uses to provide additional housing choices within the fourth density residential areas;
- / Permit ancillary uses to the principal residential use to allow residents to work at home;
- / Regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced: and
- / Permit different development standards, identified in the Z subzone, primarily for areas designated as Developing Communities, which promote efficient land use and compact form while showcasing newer design approaches.

The Zoning By-law Amendment application would rezone the entire property to Traditional Mainstreet (TM) and add townhouse dwelling units as a permitted use. The ZBLA would revise various zone provisions of the City of Ottawa's Zoning By-law, including a reduced corner side yard setback, modified building heights along Gladstone Avenue to allow a 6-storey building with a 1-storey podium with ground floor amenity areas, and reduce required resident parking for OCH tenants. As identified in the application review process, additional changes to the By-law may be identified for the building, landscaped areas or parking spaces.

Rather than retaining the TM and R4A zone abutting on the same property, the intent of the ZBLA is to harmonize the zoning requirements to allow and recognize the property as a single development, functioning as one (1) single lot for zoning purposes in the Traditional Main Street (TM) Zone.

The single TM zoning would eliminate the need to additional changes to the By-law, and facilitate the location of shared parking (dimensional setbacks for the parking spaces over the shared lot line), common access and drive ways and drive aisles, and other provisions such as amenity space distribution on the lot. A site-specific zoning schedule and exceptions would delineate permitted uses and building heights. For instance, although the TM zone permits commercial uses and buildings up to 6-storeys in height, the schedule and exceptions would limit the northern portion of the site along Balsam Street to stacked townhouses and would not permit at-grade commercial uses. The approach would be generally consistent with the existing R4A zoning.

The schedule will be a tool to ensure that site-specific conditions and neighbourhood context are considered and respected in the Zoning By-law Amendment process, specifically regarding the treatment of the new development along Balsam Street. The exception and schedule will control built form, height, and uses along Balsam Street to protect the low-rise, residential character of the street. In essence, the rezoning of the northern portion of the lands is intended to create clarity in the process without dramatically increasing density or including commercial/retail uses.

The proposed reduced residential parking rates are appropriate for the context, given the needs of OCH tenants, reasonable proximity to transit (500m to the planned Gladstone Station on the Trillium Line), local bus routes and proximity to employment and amenities (shopping, community services and schools). Increasing building height and residential densities in Centretown should coincide with strong transit connectivity and walkability, and mindful of the approach that reducing available parking may contribute to increased transit ridership, and respond well to market conditions for transit-focused renters.

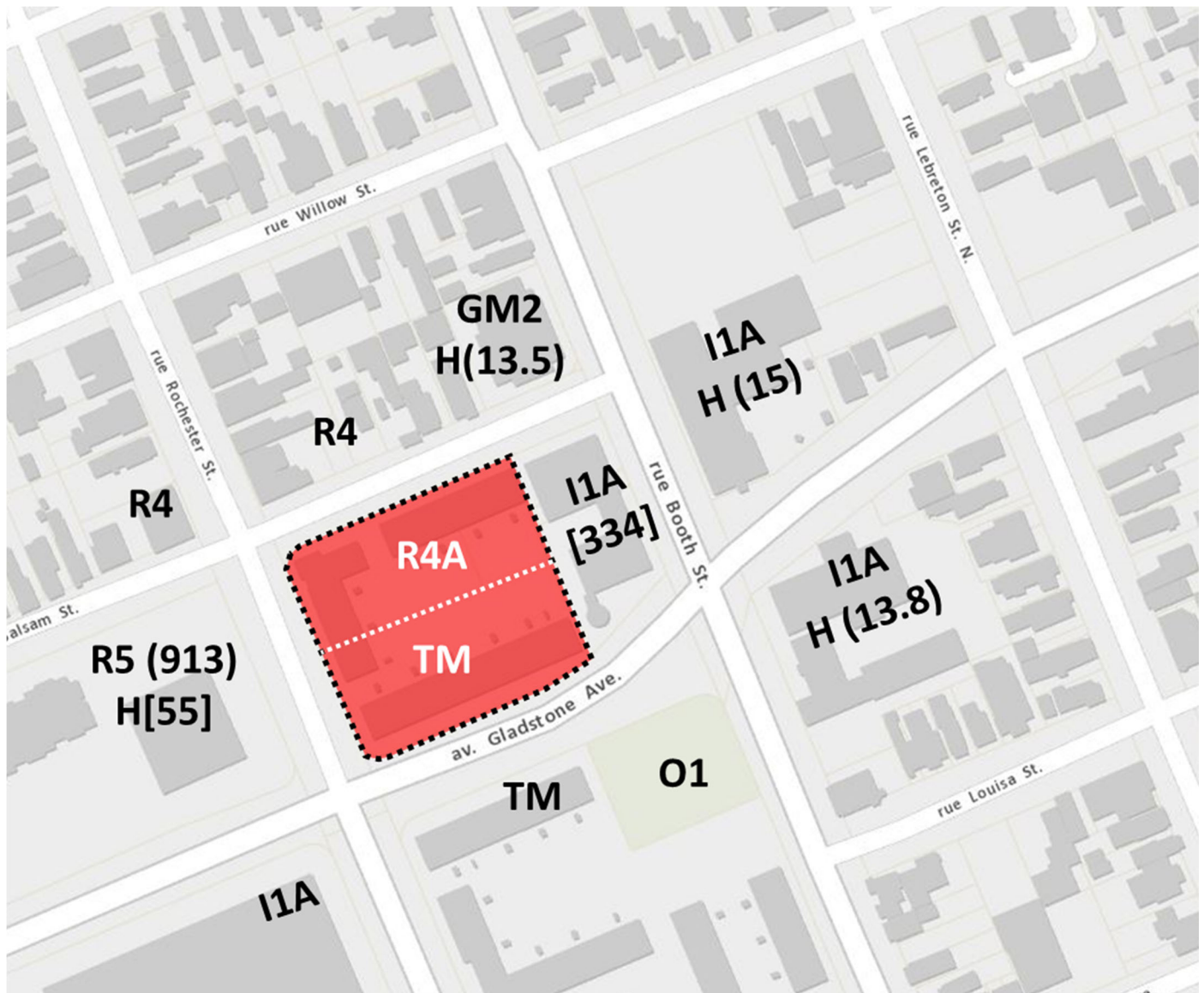


Figure 10 Zoning Map

The following table evaluates the proposed development against the provisions applicable to development in the TM and R4A Zone. Although the R4A zone would no longer apply, the below section includes references to the R4A zoning for comparative purposes.

### Traditional Mainstreet Zone

Performance Standard	ZBL Requirement	Building Conformance
Minimum lot area	No minimum	N/A
Minimum lot width	No minimum	N/A
Maximum front yard setback	2m, subject to the provisions of subsection 197(4) below. *1	2.0m ✓
Minimum Rear Yard Setback	rear lot line abutting a residential zone: 7.5m	N/A
	rear lot line abutting a public laneway: 4.5m	N/A
	for residential use building: 7.5m	N/A Given that the lot is a through lot, the TM rear yard setback would not apply. The site-specific schedule and exceptions would establish a setback requirement for the stacked townhouse buildings on Balsam Street of 3.0m, consistent with the R4A zone requirements. ✗
	other cases: No other	N/A
Minimum Interior Side Yard Setbacks	Maximum: 3 metres between a non-residential use building or a mixed-use building and another non-residential use building or mixed-use building, except where a driveway is provided, in which case the setback must be a maximum of 6 metres where the driveway leads to a parking area of 20 or more spaces	3.0m ✓
	Minimum: The maximum setback provisions of row (d)(i) above do not apply to the following cases and the following minimum setbacks apply: (1) 3 metres for a non-residential use building or a mixed-use building abutting a residential zone, and (2) 1.2 metres for a residential use building	3.0m ✓

	All other cases - no minimum (maximum setback provisions of row (d)(i) apply in these cases)	
<b>Minimum corner side yard setback</b>	<p>3m</p> <p>- except for any part of a building above 15 metres for which an additional 2 metre setback must be provided</p>	<p>3.0m ✓</p> <p>0.0m ✗</p>
<b>Height</b>	Minimum 6.7 metres for a distance of 20 metres from the front lot line as set out under subsection 197(5) below	4.5m ✗
	<p>Maximum</p> <p>(1) 20 metres but not more than 6 storeys, except where otherwise shown on the zoning maps</p> <p>(2) (where the building height is greater than four storeys or 15 metres, at and above the fourth storey or 15 metres whichever is the lesser a building must be setback a minimum of 2 metres more than the provided setback from the front lot line as set out under subsection 197(5) below, and from the a corner side lot line</p>	<p>6 storeys (19.7m) ✓</p> <p>Approx. 4m Setback after 1<sup>st</sup> storey rather than 4<sup>th</sup></p> <p>Setback after 4<sup>th</sup> storey is 0m ✗</p>
	3) no part of a building on a lot with a rear lot line abutting an R1, R2, R3 or R4 Zone may project above a 45 degree angular plane measured at a height of 15 metres from a point 7.5 metres from the rear lot line, projecting upwards towards the front lot line (see illustration below). (By-law 2012-349)	N/A, the 45° angular plane requirement will not apply if entire lot Zoned TM. The buildings are 19.7m apart or 9.85m each from a middle point. Providing a rear yard setback that is functionally larger than would be required. ✓
<b>Minimum Width of Landscaped Area</b>	Abutting a residential zone: 3 m; may be reduced to one metre where a minimum 1.4 metre high opaque fence is provided.	N/A, ✓
	In all other cases: No minimum, except that where a yard is provided and not used for required driveways, aisles, parking or loading spaces, the whole yard must be landscaped	The area of the site occupied by vegetation and landscaping is approx. 1117m <sup>2</sup> or 24%. Regarding parking, the total landscaped



	minimum width of landscaped area around a parking lot see Section 110 – Landscaping	space in the parking area is 74m <sup>2</sup> or 12%.
<b>Frontage</b>	The façade facing the main street must include at least one active entrance serving each residential or non-residential use occupying any part of the ground floor (Bylaw 2015-190)	The ground floor along Gladstone contains the main entrance to the building and individual entrances to the ground level amenity space. ✓
<b>Glazing</b>	No provision	N/A
<b>Maximum Floor Space Index</b>	No Maximum	N/A
<b>Amenity Space</b>	6 m <sup>2</sup> per unit=864 m <sup>2</sup>	1,716m <sup>2</sup> ✓

\*1)

(4) The (front yard setback) provisions of subsection 197(3)(c) above do not apply to the following:

- (a) an area used for the balcony of a residential dwelling unit located on or above the 2nd floor;
- (b) when a building must be located further from the lot line to provide a required corner lot triangle;
- (c) when an outdoor commercial patio accessory to a restaurant use is located in a front yard of a corner lot, the maximum front yard setback is 3 metres;
- (d) any part of a building above 15 metres, for which a minimum front yard setback of 2 metres must be provided; and
- (e) in the case of a hydro pole, the setback may be 2 metres, and from a high voltage power line, the setback may be 5 metres for that portion of the building affected by the high voltage power line.

- 1) It should be noted that Townhouses are not a permitted use within the TM Zone but will be addressed and included in the Site-Specific Schedule and Zoning Exceptions as part of the Major Zoning Amendment Process.**

## Residential Fourth Density, Subzone A Zone

Performance Standard	ZBL Requirement	Building Conformance
<b>Minimum lot area</b>	660M <sup>2</sup>	Approx. 4,400 m <sup>2</sup> ✓
<b>Minimum lot width</b>	22M	Approx. 70m ✓
<b>Maximum front yard setback</b>	3M	3m ✓
<b>Minimum Rear Yard Setback</b>	varies <sup>3</sup> But need not exceed 7.5m  In the case of a residentially-zoned through lot, or corner through lot, the minimum required front yard setback applies to both the front and rear lot lines, in accordance with the provisions of the Residential zone or zones in which such lot is located and the minimum required rear yard setback does not apply.	N/A  ✓ The buildings are 19.7m apart or 9.85m each from a middle point. Providing a rear yard setback that is functionally larger than would be required.
<b>Minimum Interior Side Yard Setbacks</b>	For any part of a building located within 21 metres of a front lot line the minimum required interior side yard setback is as follows:	

	/ Where the building wall is equal to or less than 11 m in height: 1.5 m / Where the building wall is greater than 11 m in height: 2.5 m	3m ✓
<b>Minimum corner side yard setback</b>	3m	3m ✓
<b>Height</b>	11m	Approx. 9.9m ✓
Permitted Dwelling Units Per Stacked Townhouse Building	Maximum number of permitted dwelling units per apartment building, low-rise is four (4), and a maximum of four (4) pairs of units, totalling eight (8) units, in a stacked dwelling. (By-law 2013-108).	8 pairs of units, totalling 16 units. ✗
<b>Minimum Width of Landscaped Area</b>	N/A	
<b>Frontage</b>	N/A	
<b>Glazing</b>	N/A	
<b>Maximum Floor Space Index</b>	N/A	
<b>Amenity Space</b>	6 m2 per unit=864 m2	1,716m2 ✓

**End-notes:**

3: See interior setbacks column.

**Rear Yard Setback:**

The minimum required rear yard setback is equal to 25% of the lot depth but need not exceed 7.5 metres.

Notwithstanding the foregoing, where the rear lot line abuts the interior side lot line of an abutting lot, the minimum required rear yard setback is equal to the minimum required interior side yard setback of the abutting lot along each point of the shared lot line. (By-law 2010-354) (By-law 2013-320).

18: In Area A of Schedule 342 the following permitted uses have a maximum building height of 10.0 metres:

- Detached dwelling,
- Linked-detached dwelling,
- Semi-detached dwelling
- Duplex dwelling and
- Townhouse dwelling.

Unless the building has a peaked roof having a slope of 1 in 3 (4/12 pitch) or steeper, in which case the maximum building height is as per Column VI above.

All other permitted uses in Area A of Schedule 342 have a maximum building height as per Column VI above. (OMB Order File No 150797, issued July 25, 2016 -By-law 2015-228)

20: Despite the definition of grade in Section 54, the existing average grade will be used for development in Area A on Schedule 342 and will be as follows:

Existing average grade must be calculated prior to any site alteration and based on the average of grade elevations taken along both side lot lines at the minimum required front yard setback and at the minimum required rear yard setback of the zone in which the lot is located. (OMB Order File No 150797, issued July 25, 2016 -By-law 2015-228)

### Area Parking Requirements:

The subject property is located in Area Y of Schedule 1A of the Zoning By-law. The parking rates below have been calculated based on the following building statistics:

- / 140 residential units (108 in 6 storey apartment and 32 in Stacked Towns),
- / No commercial, retail, office, or institutional uses.

Area Y Parking Requirements:	
Required Parking	Provided Parking
61 Vehicle Parking Spaces Required.	<b>X</b> 37 Vehicle Parking Spaces Provided.
70 Bicycle Spaces Required.	<b>✓</b> 82 Bicycle Parking/Storage Spaces Provided.

### The parking requirements are as follows:

- **Residential:** Residential (0.5 per dwelling unit - first 12 units):  $108 - 12 = 96$  units.  $96 \times 0.5 = 48$ .  
\*As per Section 101 (4) (a): No off-street parking required for towns 100m of TM with four or fewer storeys.
- **Visitors:** Visitor (Apartment Dwelling and Stacked – first 12 units): 0.1 per dwelling unit:  $140 - 12 = 128$  units.  $128 \times 0.1 = 13$
- **Bicycle:** Residential Bicycle (dwelling unit in same building as non-residential use: 0.50 per dwelling unit):  $140 \times 0.5 = 70$  residential bicycle parking spaces

### Proposed Zoning By-law Amendment

To facilitate the proposed re-development, a Major Zoning By-law Amendment application is required to rezone the entire lands to the Traditional Main Street (TM) Zone. Although the proposal generally conforms to the provisions of both the TM and R4 zones, a number of minor zoning amendments are required.

The Traditional Mainstreet Zone with a Site-Specific Schedule and Exception will best facilitate the intent for the future buildout of the site and ensure compatibility with the existing and planned character of the neighbourhood. Special consideration has been given to ensuring that the portion of the property fronting along Balsam Street and the northernmost portion of Rochester Street will not allow commercial and retail uses and will retain the character of the currently existing low to medium-rise built form. Regarding the podium and amenity space along Gladstone Avenue, it is important to plan for a potential future change in use that may one day see commercial/retail uses along this segment of the Traditional Mainstreet.

### Rationale for Zoning By-law Amendment Application:

- / The proposed 3 metre setback along Balsam Street recreates the existing condition with the street setback comparable to the existing average setback among the mature and newer built-form on this block. The 3m setback also adheres to the previous front-yard setback of the R4A zone.
- / The proposal includes fitting landscaping, glazing, and residential entrances along Balsam Street which enhance the interface between the proposed building and the public ROW. Through strategic placement of the building entrances, public seating, and landscaping features, the front lawn along Balsam Street is optimized to allow for communal passive and active use to bring ample animation to the public realm.
- / The proposed building placement allows for increased space in the internal and shared rear yard of both the stacked towns and mid-rise apartment building to accommodate concealed parking as well as significant at-grade, landscaped, recreational, and community space.

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- / The 20 metre ROW on Rochester Street and substantial front-yard setback of Rochester Tower (12.5m) creates an optimal condition where no adverse impacts on neighbouring properties or the public realm are anticipated due to the proposal's built-form.
  - / The 21 storey Rochester Tower establishes a substantially higher building context and is located directly across Rochester Street from the corner side-yard of the OCH 811 Gladstone Avenue development.
  - / Given that Rochester Street runs North-South and the proposed building is to the east of the public ROW, there is little anticipated shadowing anticipated on the public realm and internal amenity space.
  - / The proposed building frontage along Gladstone Avenue includes the first storey "podium" with a step-back at the second storey of approximately 4 metre. In total, the 2nd through 6th storeys of the proposed building along Gladstone Avenue are setback approximately 6 metres from the front property line and achieve and respect the intent of the 2-metre step-back provision in the Zoning By-law.
  - / The proposed buildings are approximately 19.7m apart in the internal rear-yard area. This represents an equivalent to a rear lot line setback of 9.8m respectively, which is 2.3 metres greater than would be required in the Zoning By-Law for the TM zone. Therefore, the internal parking and amenity area will have sufficient space without experiencing crowding or shadowing from the 6-storey building.
  - / The stacked towns provide ample family sized units and represent an important and underserved aspect of housing spectrum in this community, and in the affordable housing realm in general. The requested relief from the limit of 4 pairs of 8 total units will assist in providing much needed family sized units. Most stacked townhouse unit buildings exceed 8 units, providing the building meet Ontario Building Code (OBC) requirements.
  - / Both stacked townhouse buildings contain 8-units along Balsam Street with the additional 8 per building facing the interior of the lot; undetectable from the public realm along Balsam Street. In this sense, the stacked towns will create the same perceived built-form as permitted in the zoning provisions while ensuring additional family sized units are provided in this development. Moreover, the built form will be similar to that of a low-rise apartment building; a built form currently permitted within the R4 zone.
  - / The proposed vehicle parking requires an approximate 30% decrease from the requirement, however, given the central location of the proposed development with proximity to amenities including retail/commercial areas, parks, schools, Downtown Ottawa, and current and future transit infrastructure it is not anticipated that private vehicle use will be the predominant mode of transportation.
  - / As the community continues to grow with the redevelopment of the Gladstone Station Lands, Booth Street Lands, 900 Albert, and the remainder of the OCH holdings in the neighbourhood it is anticipated that the future amenities provided in proximity to the subject site will further decrease the need for private vehicle ownership.
  - / Furthermore, the underlying topography and sub-surficial conditions create a difficult context where providing additional underground parking is not financially feasible at this time.
  - / Bicycle parking and storage will be provided in the underground garage as well as at grade for use by residents and visitors alike. The proposal includes 82 bicycle parking spaces; exceeding the Zoning By-Law requirement.
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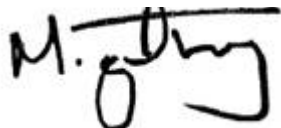
## 5.0 CONCLUSIONS

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It is our professional planning opinion that the proposed Zoning By-law Amendment and Site Plan Control application represents good planning as follows:

- / The development proposal is consistent with the intent of the Provincial Policy Statement with respect to infill development, particularly allowing development in established urban areas where services and infrastructure are readily available;
- / The proposed development conforms to the Official Plan policies for Traditional Mainstreets, particularly with respect to infill development that is compact and defines the street edge;
- / The proposal complies with the City's urban design and compatibility criteria established in Section 2.5.1 and 4.11 of the Official Plan including provisions relating to parking requirements, vehicular access, and supporting neighbourhood services;
- / The proposal conforms to the new policy direction contained in Official Plan Amendment No. 150 with regards to land use, building design and compatibility;
- / The proposed development meets several of the Urban Design Guidelines for Development Along Traditional Mainstreets; and
- / The proposed development generally adheres to the Zoning By-law.

Yours Sincerely,



Miguel Tremblay, MCIP RPP  
Partner  
Fotenn Consultants Inc.