

**Planning Rationale
Proposed Demolition Control Application**

72 Templeton Street

Prepared by



for



uOttawa

L'Université canadienne
Canada's university

Université d'Ottawa / University of Ottawa

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1.0 INTRODUCTION

1.1 Background and Purpose of the Application

The Université d'Ottawa / University of Ottawa owns a vacant residential building located on 72 Templeton Street which it proposes to demolish subject to the approval of a *Demolition Control* application.

The purpose of the application is to permit the demolition of this building to enable the continued planned development of the University of Ottawa campus in accordance with the City of Ottawa *Official Plan* (2003, as amended), the *Zoning By-law* (2008-250 Consolidated), the *Sandy Hill Secondary Plan* (as amended) and the University of Ottawa *Master Plan* (2006) and *King Edward Precinct Strategy* (2005).

In the period between demolition and redevelopment of the lot with a residential use, the lot will be cleared, graded, and greened.

1.2 Purpose of this Planning Report

The purpose of this planning report is to provide the City of Ottawa Council and Development Services Department with sufficient information to make an informed decision with respect to the application. The report provides an overview of the existing and historical conditions related to the building as well as an overview of the planning policies that should be regarded in the review of the application. The report also provides a conclusion as to the merit of the proposed demolition and a planning recommendation.

2.0 HISTORICAL AND EXISTING CONDITIONS

2.1 Campus / Neighbourhood Context

The lot is located in the block east of King Edward Avenue and west of Russell Avenue, between Templeton Street and Mann streets within the Sandy Hill community.

This block accommodates the University's Sports Complex and Field and has a very distinct sports and recreational character. The Sports Complex provides services to both the University and the Sandy Hill community, promoting an active lifestyle. It was constructed adjacent to 10 (ten) single detached homes that front Templeton Street. The University has been acquiring these homes as they become available.

2.2 Heritage Assessment

The building located on 72 Templeton Street is not included in the City of Ottawa's *Heritage Reference List*, is not located within a *Heritage Conservation District* and is not designated individually under Part IV the *Ontario Heritage Act*.

2.3 Building Conditions Report

A *Building Conditions Report* was completed by Fred Dickinson Project Management in February 2011 (attached to this report as Appendix 1). This document report on the existing structural condition of the building and provide other information on historical uses.

This report confirms that the building is in a condition of deterioration. As such, the University has concluded that it not feasible or reasonable to use the building for housing and that the best course of action is demolition.

2.4 Designated Substance Survey

A *Designated Substance Survey* was completed by Inspect Sol Engineering Solutions in March 2011 (attached to this report as Appendix 2) in order to assess future planning of the site.

The designated substances and hazardous materials observed at 72 Templeton Street include the presence of asbestos, silica, lead and mercury. The report recommends that the building owner (University of Ottawa) inform all employees and contractors involved with building maintenance and building renovations of such harmful substances and that they be removed and disposed of in accordance with appropriate protocols and procedures.

3.0 POLICY CONSIDERATIONS

3.1 City of Ottawa Official Plan (2003, as amended)

The Official Plan (OP) provides high-level policy direction for land use and heritage planning in the city. In 2009, City Council adopted the Official Plan Amendment 76 (OPA 76) as a result of the plans' five-year review. The Council adopted policy changes are considered in this review.

The site is designated *General Urban Area*. This designation allows for the “development of complete and sustainable communities”, permitting all types and densities of housing.

Section 2.5.5 (Cultural Heritage Resources) of the OP provides various policies that have the goal of conserving heritage resources. As stated earlier, the building located at 72 Templeton Street is not included in the City of Ottawa's *Heritage Reference List*, is not designated under Part IV of the *Ontario Heritage Act* and the area is not a *Heritage Conservation District* under Part V of the Act. There is also no known value for recognition by the federal government.

On this basis, it is interpreted that the building located on 72 Templeton Street does not meet the definition of “heritage buildings” as set out in the first paragraph of Section 4.6.1 of the OP. Accordingly, Section 4.6.1 of the OP does not apply to the review of these applications and there is no need for special studies, assessments, or impact statements.

Section 4.5.5 (Housing) of the OP states that, “the City will study the use of demolition control throughout the urban area as a means of maintaining the supply of affordable rental housing”. Section 5.0 of the OP provides implementation policies but does not provide a policy related to Demolition Control.

The OP also states that the Sandy Hill Secondary Plan will continue to have effect. These implications are discussed in Section 3.3.

It is our opinion that the proposed application for Demolition Control does not contravene the objectives and policies stated in the OP.

3.2 Sandy Hill Secondary Plan

The Sandy Hill Secondary Plan guides growth and change in Sandy Hill, providing policies for land use, heritage and site development amongst others. The Plan intends to “preserve and enhance Sandy Hill as an attractive residential neighbourhood”, providing housing and services for a broad range of socio-economic groups while maintaining and co-ordinating “both the local functions of Sandy Hill (primarily as a residential neighbourhood) and the functions that serve a wider area”.

The site is designated as *Residential Area – Low Profile* and is surrounded by *Institutional Areas – Non-Heritage* uses. Section 5.3.2 (a) of the Plan provides related *Residential Land Use* policies, which include preserving and enhancing the existing stock of “good housing”, providing a wide variety of housing and permitting public uses that are complementary to the residential ones in type and density.

Finally, Section 5.4 (Implementation) of the Plan acknowledges that City Council shall support planning initiatives undertaken by the University of Ottawa to harmonize the interface between the University and the remainder of the Sandy Hill neighbourhood.

3.3 University of Ottawa Master Plan (2006) and King Edward Avenue Precinct Strategy (2005)

The University’s Master Plan: Planning, Urban Design, and Architecture Principles and Directions (June 2006) presents a series of guiding principles and directions to assist in the planning and evaluation of new developments and ensure that changes are implemented in an integrated, coherent, and coordinated manner.

Section 2.3 of this document highlights the University’s guiding principles formulated “to support the development of a beautiful and coherent campus that positively contributes and enhances to the image of the larger community”. Section 3.0 of the Plan lists a series of objectives that will help the University achieve its principles. Some of the objectives, as apply to this application, state that the University will:

- Respect the historic scale and architecture of the core historic Tabaret Hall Area and work to integrate historic buildings into the evolving campus (3.4.1);
- Integrate heritage buildings in other areas of the campus into redevelopment schemes where appropriate (3.4.2);
- Pursue a coherent, integrated, and attractive streetscape to enhance the pedestrian experience (3.1.9); and
- Encourage the development of buildings at appropriate scales, responding to the context of each site, in order to positively contribute to the coherence of the campus (3.3.7).

The University's *King Edward Avenue Precinct Strategy* ("Strategy") was developed as a component of the overall Master Plan for the University. The King Edward Precinct – the area between King Edward and Henderson from Laurier Ave to Mann Street – is a key interface between the University and Sandy Hill. The Strategy aims at better defining the boundary between the Campus and the Sandy Hill community, strengthening the neighbourhood and allowing King Edwards Avenue to continue to grow and evolve.

The building on 72 Templeton Street is located on "Block 4: Templeton to Mann Block" of the Strategy. This block is primarily home to the University's Sports Complex and Field and has a very distinct sports character. Based on this fact, the University has been acquiring the adjacent houses as they become available "to mitigate the impact of the Sports Complex on the community".

Therefore, the demolition of 72 Templeton Street will allow the University to provide a transition zone between the Sports Complex and the residential neighbourhood, as stated in Section 5.5 of the Strategy.

3.4 City of Ottawa Zoning By-law (2008-250 Consolidated)

The property is zoned R4H[480] - *Residential Fourth Density Zone*. A wide range of residential uses are permitted, including apartment dwellings (low rise), park, community garden and planned unit development.

Within this subzone, the permitted maximum building height is 11 metres and minimum front yard setback is 3 metres, while all other provisions such as lot width and rear yard setback vary per type of dwelling. This subzone also establishes that 30 % of the lot area must be provided as landscaped area for a lot containing an apartment dwelling, low rise, stacked dwelling, or retirement home, or a planned unit development that contains any one or more of these dwelling types.

4.0 PLANNING ANALYSIS

On the basis of the currently applicable planning policies and considerations outlined in Section 3.0 of this report, the proposed demolition would implement the Official Plan policy if the application sufficiently addressed the following planning criteria:

1. The demolition is necessary.
2. The property represents a fire or safety hazard.
3. Replacement units will be provided, with potential for affordable housing.
4. Other Official Plan objectives are being met.

An analysis of how the proposed demolition meets these tests is provided in the following sections.

4.1 Need for Demolition

The proposed demolition is necessary for the following reasons:

- The building presents a potential fire and safety hazard (See Section 4.2);
- The building is unsuitable for use as housing or for University-related uses; and
- The demolition facilitates the implementation of the University's *King Edward Avenue Precinct Strategy* which contemplates to build a transition zone between the Sports Complex and the residential neighbourhood.

Given the severe deficiencies of the building on 72 Templeton Street, including the presence of harmful designated substances (as demonstrated in Section 2.4), the University cannot reasonably renovate the building. Therefore, as a result of the building's hazardous state, the demolition is necessary.

4.2 Fire or Safety Hazard

The University of Ottawa considers the building to be a fire and safety hazard. The building is unusable and unfit for habitation, and therefore will not be occupied. Despite the University's fencing, locking and ongoing monitoring of the property, the building is vulnerable to unauthorized entry and vagrancy. This presents a fire hazard where unauthorized entrants may set fires in an attempt to cook or keep warm, or simply to vandalize. Furthermore, there are no plumbing services nor potable water. Utilities have also been disconnected.

4.3 Replacement Housing Units and Affordable Housing

The building on 72 Templeton Street has been vacant since the year 2000. Due to its extreme condition of deterioration, it is unfit for residential and/or institutional uses.

It is noteworthy to mention that the University has the intention to redevelop an adjacent block, located on 200 Somerset Street East, for residential uses by extending the Sandy Hill Co-op housing project to the south. The lot located on 200 Somerset Street East is owned by the University.

In addition, it is important to note that the University has a history of providing a vastly greater number of housing units that it will ever have demolished. Furthermore, given the site's R4H[480] zoning and the flexibility provided in regards to multi-family housing permissions, there is an excellent opportunity for affordable housing to be created as a result of the eventual site development.

4.4 Other Official Plan Objectives

One planning policy guiding this planning application, as stated in the Official Plan (2003, as amended), is:

The City recognizes the importance of the services provided by Universities and Colleges, their need for continued growth, and their contribution to the City's economy. The City will work with these institutions to find creative solutions that will provide the flexibility to respond to their changing program, service, research, ownership, partnership, funding and market opportunities (Section 3.6.7.7)

The proposed demolition is consistent with these policies, in that the OP recognizes that the University of Ottawa must expand as the city expands. The ability of the City of Ottawa to ensure that the expanded Campus will “fit” into the Sandy Hill community will be maintained through the continued effective use of Zoning and Site Plan Control.

The OP also contains policies that seek to preserve existing heritage resources including individual heritage buildings. However, the building proposed for demolition has not been identified by the City of Ottawa Official Plan as having significant heritage resource value worthy of designation or conservation. On the other hand, the University of Ottawa operates with a commitment to the conservation of valued heritage resources. Recent examples include their residential scale faculty offices on King Edward Avenue from Laurier to Somerset, and the faculty offices on Seraphin Marion.

5.0 CONCLUSION

It is concluded that the application for Demolition Control at 72 Templeton Street implements principles of good land use planning and should be recommended for approval by staff and Council of the City of Ottawa. This recommendation is based on the following land use planning rationale:

1. The demolition is consistent with the University's strategy to create a transition zone between the Sports Complex and the Sandy Hill residential neighborhood.
2. The proposed future use will be in accordance with the City's Official Plan and the University's Master Plan.
3. The building is not currently used for housing and in reality provides zero housing units. It has not been occupied since 2000. Specialist studies indicate that it is beyond the state of reasonable use or renovation by the University for housing.
4. The building currently poses a fire and safety hazard. The demolition will result in the short term benefit of removing this hazard from the community, and will result in the long term benefit of the continued orderly development of the University.
5. The building has not been included in the City of Ottawa's Heritage Reference List.
6. The University has demonstrated a commitment to providing affordable housing and to the conservation of valued heritage resources across the Campus.
7. The application implements the goal of gradual change and continued growth of the University as set out in the City's Official Plan(s), and the University's Master Plan.

8. The future replacement uses will be subject to Site Plan Control approval, zoning regulations, and various Official Plan policies and will create an opportunity to improve the fabric and character of the area.

Sincerely,
DELCAN CORPORATION



Ana Stuermer, M.Pl.
Urban Planner

cc: Sylvio Miron, Facility Planner, Physical Resources Service, University of Ottawa
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APPENDIX 1

BUILDING CONDITIONS REPORT Fred Dickinson Project Management (February 2011)

APPENDIX 2

DESIGNATED SUBSTANCE SURVEY Inspect Sol Engineering Solutions (March 2011)