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## Mid-Rise Residential Development 278 and 280 O'Connor Street and 347 Gilmour Street Ottawa, Ontario Planning Rationale

Engineering excellence. Planning precision. Inspired landscapes.

**MID-RISE RESIDENTIAL DEVELOPMENT  
278 AND 280 O'CONNOR STREET AND 347 GILMOUR STREET  
OTTAWA, ONTARIO**

**PLANNING RATIONALE  
IN RELATION TO APPLICATIONS FOR  
OFFICIAL PLAN AMENDMENT, ZONING BY-LAW AMENDMENT AND  
SITE PLAN CONTROL**

Prepared By:

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August 2019

Novatech File: 118074  
Ref: R-2019-146

August 21, 2019

Development Review  
Planning, Infrastructure and Economic Development  
City of Ottawa  
110 Laurier Avenue West, 4<sup>th</sup> Floor  
Ottawa, ON K1P 1J1

Attention: **Douglas James, MCIP, RPP**  
**Manager, Development Review Central**

Dear Mr. James:

**Reference: Official Plan Amendment, Zoning By-law Amendment & Site Plan Control**  
**Proposed Mid-rise (six-storey) Apartment Building**  
**278 O'Connor Street, 280 O'Connor Street & 347 Gilmour Street**  
**Our File No.: 118074**

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Novatech has prepared this Planning Rationale in relation to applications for Official Plan Amendment, Zoning By-law Amendment and Site Plan Control for the properties located at 278 O'Connor Street, 280 O'Connor Street and 347 Gilmour Street. The purpose of these applications is to facilitate the development of a proposed six-storey apartment building which is to be integrated with portions of two of the existing buildings on the subject properties.

The following report outlines the details of the proposal and provides a review of relevant provincial and municipal planning documents. It is demonstrated that the proposed development is consistent with the policies of the Provincial Policy Statement and conforms to the direction of the City of Ottawa Official Plan. It is further demonstrated how the proposal aligns with the principles of the Centretown Secondary Plan, respects the general intent of the City of Ottawa Zoning By-law 2008-250, and represents good land use planning, including having regard to appropriate site development and compatibility with the surrounding land use context.

Please do not hesitate to contact the undersigned should you require additional information or clarification with respect to that provided.

Yours truly,

**NOVATECH**



Kayla Blakely, B.E.S. (PI)  
Planner

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## 1.0 INTRODUCTION

### 1.1 Purpose

Novatech has prepared this Planning Rationale in relation to applications for Official Plan Amendment, Zoning By-law Amendment and Site Plan Control for the properties located at 278 O'Connor Street, 280 O'Connor Street and 347 Gilmour Street. The purpose of these applications is to accommodate the development of a proposed six-storey residential building which is to be integrated with portions of two of the existing buildings on the subject properties.

This report outlines the details of the proposed Official Plan and Zoning By-law Amendments and demonstrates how the proposal is consistent with the policies of the Provincial Policy Statement and conforms to the policy direction of Volume 1 of the City of Ottawa Official Plan. It is further demonstrated how the proposal aligns with the overarching principles of the Centretown Secondary Plan set out in Volume 2 of the Official Plan and is in keeping with the general intent of Zoning By-law 2008-250. Lastly, it is demonstrated that the proposed development represents good land use planning by having regard for proper site development and compatibility with surrounding land uses.

### 1.2 Site Location & Description



Figure 1: Location Map (geoOttawa)

The subject properties are located at the northwest corner of O'Connor Street and Gilmour Street in the Somerset Ward of the City of Ottawa (Figure 1). The properties are legally described as Lots 12 and 13 (West O'Connor Street) and Part of Lot 43 (North Gilmour Street) on Registered Plan 15558. The three contiguous properties have a combined area of approximately 1,615m<sup>2</sup> with approximately 33.2m of frontage along O'Connor Street and 48.6m along Gilmour Street.

The properties are currently individually developed with low-rise residential and mixed-use buildings. The existing dwellings are three-storeys in height and contain a total of 17 residential units. The dwelling at 278 O'Connor also contains a medical office on the ground floor. Surface parking areas are provided to the rear of each building, with independent access from either O'Connor Street or Gilmour Street. Records suggest that portions of these properties may have been developed around the beginning of the 20<sup>th</sup> century.

### 1.3 Surrounding Land Uses and Community context

The subject properties are located within the Centertown Community which is a large and diverse neighbourhood within the City's downtown core. This neighbourhood comprises a mix of uses and building forms and has a unique identity as one of Ottawa's longest established communities. It is believed much of the older building stock was developed around the turn of the 19<sup>th</sup> century. The evolution of this area continued throughout the 20<sup>th</sup> century, notably the 1950s to 1990s, where a considerable increase in density was achieved through complete demolition and redevelopment with more intensive mid and high-rise buildings. The area is now characterized predominantly by residential and commercial uses with building heights varying from low to high-rise (Figure 2).

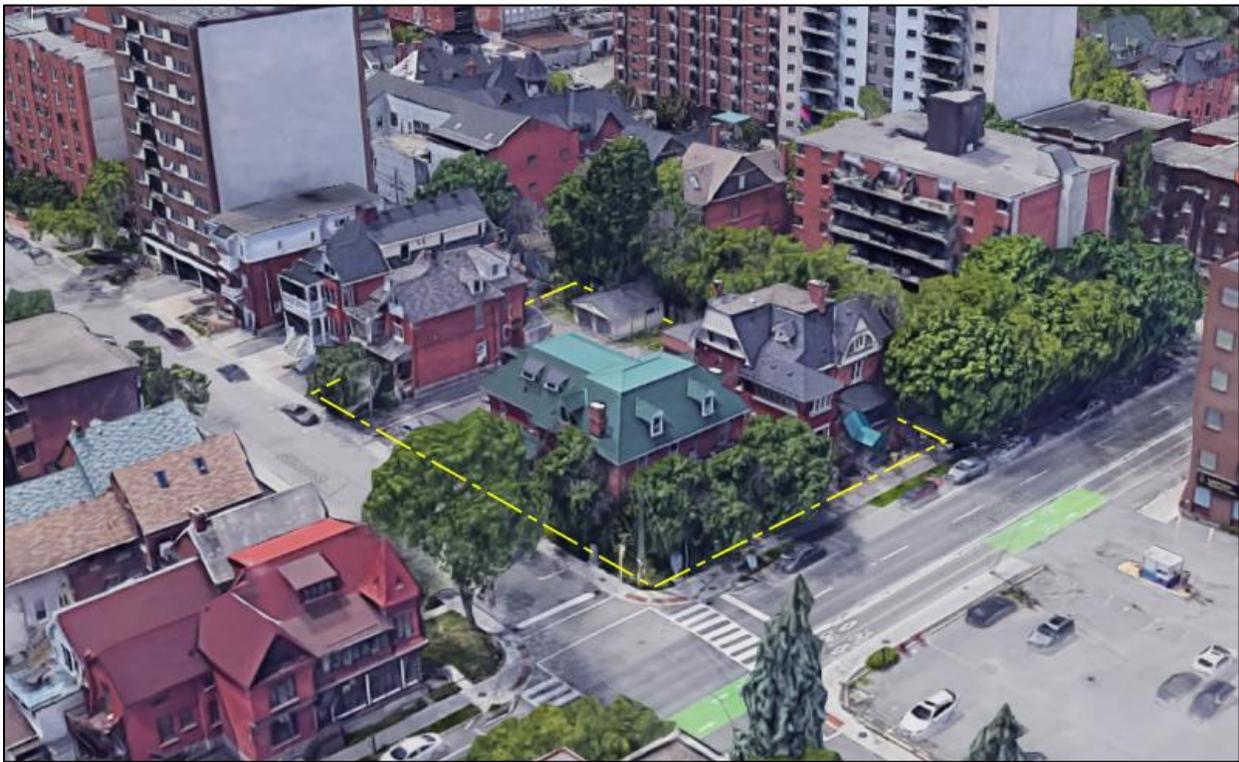


Figure 2: Aerial of Subject Properties (Google)

Abutting the subject properties to the north is a seven-storey apartment building fronting onto MacLaren Street. This development includes a surface parking area along the length of the property line abutting the subject site. The existing building appears to have been constructed in the early 1980s.

Neighbouring the subject properties to the west are three-storey residential buildings, with mid and high-rise apartment buildings further west. Surface parking is provided to the rear of these buildings.

Opposite to the subject properties, on the south side of Gilmour Street, are three-storey ground-oriented dwellings. A number of these buildings have been converted to accommodate small-scale commercial uses.

To the east of the properties, on the east side of O'Connor Street, is a surface parking area associated with a six-storey commercial building. Given its size and multiple frontages, this property is regarded by the Centertown Secondary Plan as a landmark site with the potential to be redeveloped in the future with a high-profile mixed-use development.

The subject site and adjacent properties are within the General Urban Area designation of the City of Ottawa Official Plan as shown on Schedule B. These properties are also identified as within the Central Character Area defined on Annex 1 of the Centertown Secondary Plan and are further designated as Residential Mixed Use and Residential as shown on Schedule H1. The zoning of the subject site and neighbouring properties is R4T[479] (Residential Fourth Density Zone, Subzone T, Exception 479). It is evident that existing development precedes the current zoning, particularly the mid-rise residential and commercial buildings to the immediate north and east of the site.

The core of Centertown is designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*. There are no buildings individually designated under Part IV on the subject site or in the immediate area.

#### **1.4 Transportation Network**

O'Connor Street is classified as an Arterial Road as per Schedule E of the City of Ottawa Official Plan. The one-way street includes two southbound lanes of travel, with on-street parking available along the west side of the street. The right-of-way also includes sidewalks and a separated double lane cycle track on the east side of the street.

Gilmour Street is classified as a Local Road and includes a one-way eastbound lane with on-street parking along the north side of the street and sidewalks on both sides.

The subject site is in proximity to bus rapid transit (BRT) routes which travel eastbound along Slater Street and westbound along Albert Street. These routes are to be replaced with light rapid transit (LRT) service once the Confederation Line is completed. The Confederation Line includes an LRT station, known as the Parliament Station, at the southwest corner of Queen and O'Connor Streets. The Confederation Line is targeted to be open in coming months following testing. The site is also well serviced by local transit routes along Bank Street, Somerset Street and Gladstone Avenue.

## 2.0 DEVELOPMENT PROPOSAL

### 2.1 Description of Proposed Development

This proposal involves the partial redevelopment of the subject properties for the purpose of constructing a six-storey, mid-rise apartment dwelling which will be integrated with portions of the existing buildings fronting onto O'Connor Street (Figure 3).

The development has a total gross floor area of approximately 3,862m<sup>2</sup>. This area comprises approximately 214m<sup>2</sup> of the existing building at 280 O'Connor and 178m<sup>2</sup> of the existing building at 278 O'Connor to be retained. The development to be integrated to the rear of these buildings will have a gross floor area of approximately 3,470m<sup>2</sup>. The new development, together with the renovated portions of the existing buildings, will contain a total of 65 residential units. The development ranges in height from three to six storeys.

The development will include one level of below-grade parking to accommodate a total of 29 vehicular parking spaces. A total of 53 bicycle parking spaces are also provided in a secure area in the basement level, with an additional four spaces provided at-grade for visitors. Access to the below-grade parking is proposed from Gilmour Street, at the southwest corner of the site. An access width of 3.4m is proposed in order to minimize the presence of the garage entrance along the street.



Figure 3: Streetview Rendering of Proposed Development (View from Gilmour Street, facing west) (M. David Blakely Architect Inc.)

The design intent is to create an integrated development which harmonizes with the existing dwellings on the site and the broader streetscape. The incorporation of articulation along the façades in combination with incremental increases in building height create architectural interest and provide transition. The materiality, colour and finishes were selected to be complementary to the portions of the existing buildings being retained. The use of brick will define a podium at the base of the building, while the use of lighter materials and considerable glazing on the upper levels minimize the perceived mass of the building. A contrasting panel gasket connects the base of the new development to the existing development.

The landscape concept includes a mix of soft and hard landscaping materials that complement both the contemporary design of the new development as well as the traditional style of the existing buildings. The landscape design includes a predominant use of permeable paver with a number of planting beds, shrubs and other ground cover materials. Decorative fencing will define the private and public spaces at-grade. Furniture and decorative planters will enhance the usability of these at-grade spaces as outdoor amenity area. Communal space for residents is also provided internal to the building and as a rooftop terrace. Private amenity area is provided in the form of individual patios and balconies.

The site will be serviced by existing water, sanitary and storm infrastructure in Gilmour Street. Storm runoff is primarily controlled through roof and deck drains. Waste is to be stored internal to the building. A service door provides direct access to the waste storage room along the Gilmour frontage to accommodate City curbside collection.

### **3.0 PROPOSED SECONDARY PLAN AMENDMENT**

#### **3.1 Purpose of Existing Land Use and Height Designation**

The subject site is located within the General Urban Area designation of the City of Ottawa Official Plan. The General Urban Area relates to a large portion of the City's urban area and accommodates a broad mix and scale of uses in order to facilitate complete and sustainable communities. The policies of the Official Plan support infill, redevelopment and other forms of intensification within the General Urban Area. Significant intensification should typically be accommodated along arterial roads and concentrated around major transit stations and corridors. Higher-density uses may also be appropriate in areas where the existing built form or planned function is characterized by taller development. The proposed intensification of the subject properties is in keeping with the policy direction set out in Volume 1 of the Official Plan.

Volume 2A of the Official Plan includes a consolidation of Secondary Plans which introduces a more specific policy framework for certain areas of the City. Included in Volume 2A is the Centretown Secondary Plan which establishes more detailed policies to guide future growth and change in the Centretown community. An amendment to this plan is required.

Centretown is divided into Character Areas shown as Annex 1 to the Secondary Plan. The subject site is within the Central Character Area which is situated at the core of the community and comprises an assortment of uses which make up its eclectic character. It is envisioned that this area will continue to evolve with the development of primarily residential and mixed-use buildings in low and mid-rise built forms. New growth is to respect and complement the many historic buildings and streetscapes in the area.

The Central Character Area includes a number of land use designations. The subject site is partly within the Residential Mixed Use designation and partly within the Residential designation (Figure 4). The Residential Mixed Use designation applies to areas historically occupied by houses and other low-rise housing forms that have been partially converted to commercial uses or where such conversions are appropriate. This designation permits stand-alone residential uses ranging from detached to apartment dwellings, in addition to locally-oriented commercial uses. The Residential designation is intended to reflect areas of uniform low-rise residential uses commonly observed within the outlying Residential Character Areas.



Figure 4: Excerpt of Centretown Secondary Plan, Schedule H1 - Land Use

While building heights up to nine storeys are envisioned for the Central Character Area, certain areas are restricted to a maximum building height of four storeys with the intent of ensuring established buildings, streetscapes and neighbourhoods are preserved as the area evolves. Given that the subject site is developed with earlier turn-of-the-century dwellings that have an aesthetic and architectural style common to that era, the existing buildings are viewed as part of the overall historic streetscape. Accordingly, the development potential for the subject site is purposefully limited to a low-rise form to encourage the retention of existing development. A maximum building height of four-storeys is permitted for the subject site, whereas many surrounding properties, particularly where redevelopment has occurred in more recent decades, are permitted a nine-storey building height (Figure 5).

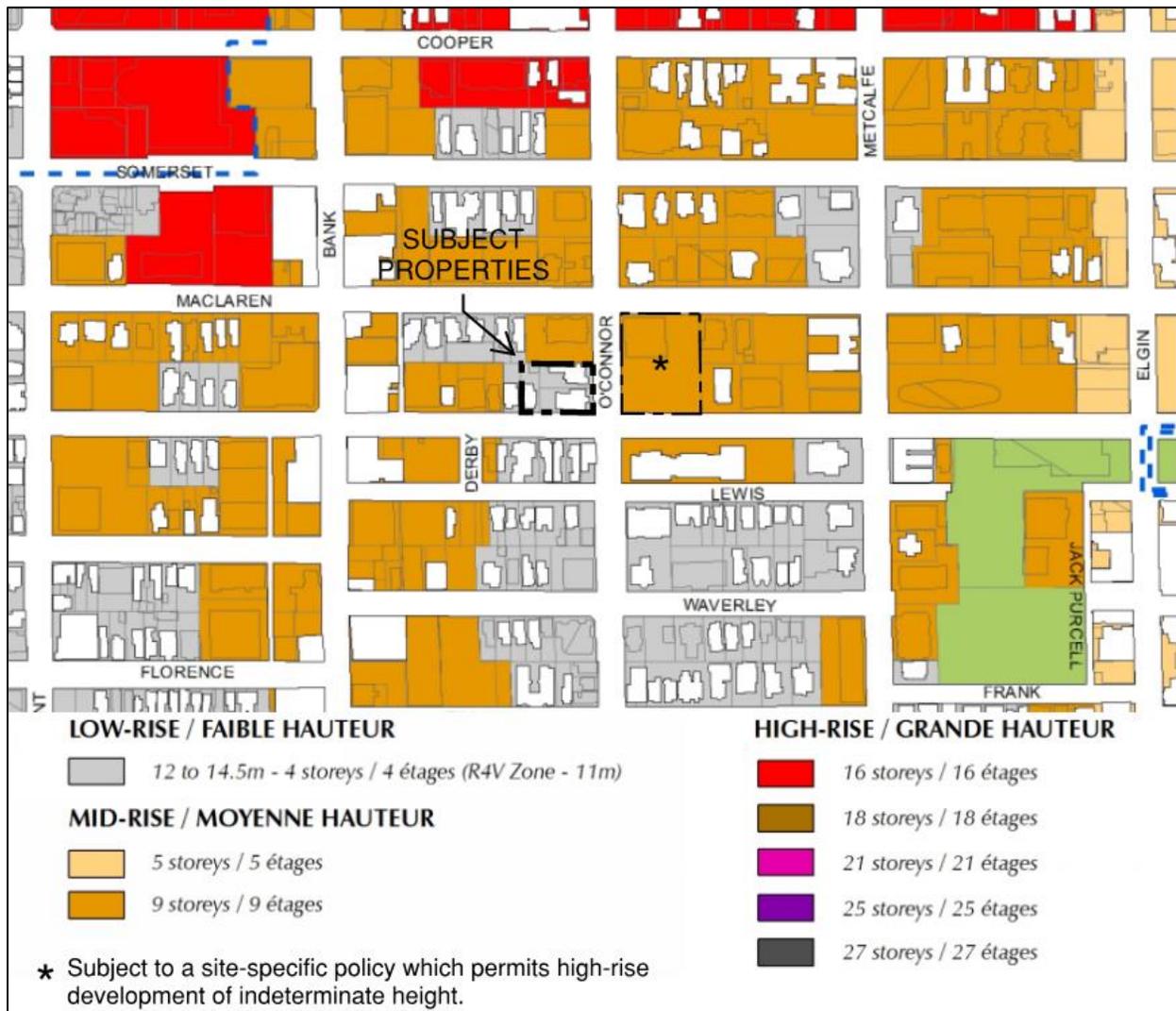


Figure 5: Excerpt of Centretown Secondary Plan, Schedule H2 - Maximum Building Heights

The purpose of the proposed amendment to the Secondary Plan is to allow a mid-rise built form on the subject site. This would facilitate the integration of the proposed six-storey apartment building with portions of the existing development on the site. This is supportive of the principles of the Secondary Plan which encourage residential growth within the Central Character Area through the development of a predominant mid-rise built form where is it sensitive to historic streetscapes.

### 3.2 Proposed Amendment to the Centretown Secondary Plan

An amendment to the Centretown Secondary Plan is proposed in order to accommodate the partial redevelopment of the subject site with a six-storey apartment building. The purpose of the amendment is to introduce a site-specific policy to address permitted building height and form.

The amendment would permit a maximum building height of up to six-storeys on the subject site, despite the maximum building heights shown on Schedule H2. Given that Schedule H2 does not include a six-storey height category, a site-specific policy is proposed rather than amending the building heights schedule. The site is currently subject to a maximum building height of four-storeys.

The amendment would further seek to permit a mid-rise apartment dwelling on the small portion of the site designated as Residential (currently 347 Gilmour Street). The Residential designation contemplates only low-rise residential building forms. The Residential Mixed Use designation which applies to the balance of the site permits all forms of apartment buildings.

The proposed site-specific amendment to the Secondary Plan would be structured as follows:

Item	Section	Details of Amendment
1.	3.9.4 Central Character Area	Amend Section 3.9.4 by adding the following:  3.9.4.5 Notwithstanding the maximum building heights identified on Schedule H2, the lands legally described as Lots 12 and 13 (West O'Connor Street) and Part of Lot 43 (North Gilmour Street) on Registered Plan 15558 shall be subject to a maximum building height of six storeys. Furthermore, notwithstanding Section 3.9.4.2, the development of a mid-rise apartment dwelling shall be permitted on the portion of such lands designated Residential, being Part of Lot 43 on Registered Plan 15558.

**4.0 PROPOSED ZONING BY-LAW AMENDMENT**

**4.1 Purpose of Existing Zoning**

Pursuant to City of Ottawa Zoning By-law 2008-250, the subject properties are currently zoned R4T[479] (Residential Fourth Density Zone, Subzone T, Exception 479) (Figure 6). The purpose of the R4 zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings and 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. The effect of Exception 479 is to allow a dwelling unit as an additional permitted land use.

The properties are within the Heritage Overlay. The associated provisions are intended to encourage the retention of existing heritage buildings by offering zoning incentives to reuse the buildings, and to limit the size and location of additions to preserve the heritage character of the original building. In general, where a building in an area to which a heritage overlay applies is removed or destroyed, it must be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as existed prior to its removal or destruction. Additions to existing buildings are also regulated to ensure their visibility from the street is minimized.

The properties are further subject to the Mature Neighbourhoods Overlay which is intended to regulate the character of low-rise residential development in order to recognize and reflect the established character of the streetscape. The provisions of the corresponding Section 139 are not applicable where a lot is to be developed with a residential use building greater than four storeys.

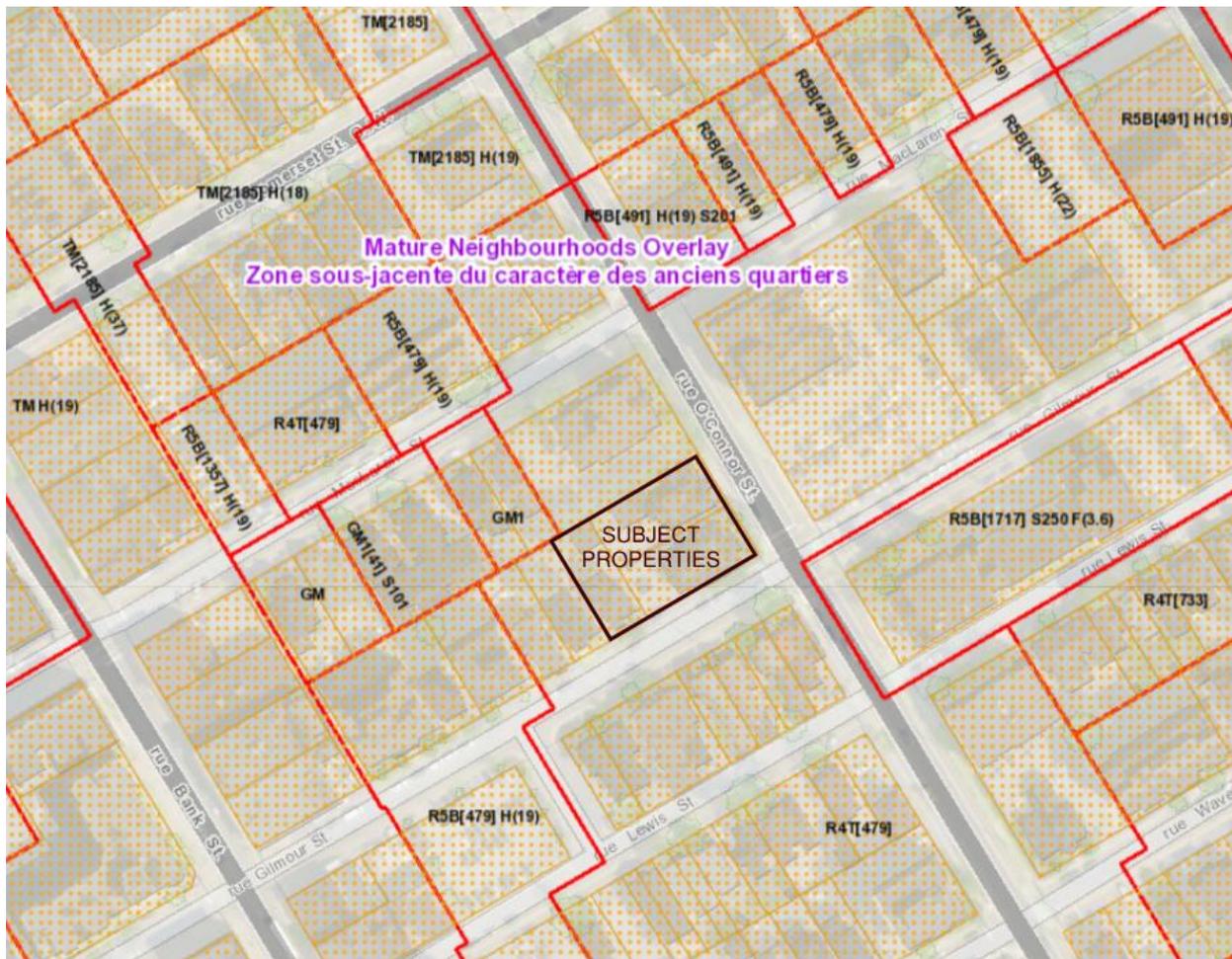


Figure 6: Zoning Map (geoOttawa)

An amendment to the Zoning by-law is required to rezone the subject site from R4T[479] to a site-specific R5B zone which would accommodate the proposed mid-rise development. Relief from the Heritage Overlay provisions is also required, given that the new development will exceed the current level of development on the site and will differ in terms of character.

The proposed Subzone B was selected based on suitability for the proposal and frequent use in the immediate surrounding area. A site-specific exception will introduce customized zoning for the site to address certain performance standards relating to yard setbacks and driveway width. The exception will further exempt the property from the provisions of Section 60 of the Zoning By-law.

Table 1 provides a summary of the current R4T[479] zone requirements for a low-rise apartment dwelling in comparison to the standard R5B zone requirements for a mid-rise apartment dwelling. These requirements are further compared to the proposed customized zoning for the site.

Table 1: City of Ottawa Zoning By-law 2008-250 - Zoning Comparison

Zoning Mechanism	Existing R4T Zone	Standard R5B Zone	Proposed Site-Specific R5B Zone
Min. Lot Area	450m <sup>2</sup>	675m <sup>2</sup>	675m <sup>2</sup>
Min. Lot Width	15m	22.5m	22.5m
Max. Building Height	14.5m	Varies	22m
Min. Front Yard Setback	3m <sup>a</sup>	3m	3m
Min. Corner Side Yard Setback	3m <sup>a</sup>	3m	0.79m <sup>c</sup> / 2.29m <sup>d</sup>
Min. Rear Yard Setback	1.2m <sup>b</sup>	7.5m	2.5m
Min. Interior Side Yard Setback	1.2m <sup>b</sup>	7.5m	0.28m <sup>c</sup> / 2.5m <sup>d</sup>
Min. Landscaped Area	30%	30%	30%

Notes:

- <sup>a</sup>. Subject to Section 139(3) for yards abutting a street.
- <sup>b</sup>. Subject to Section 161(12) for alternative setbacks for urban areas.
- <sup>c</sup>. Existing non-complying condition relating to portions of the existing development to remain.
- <sup>d</sup>. Proposed setback of new development.

As demonstrated above, the proposed development has been designed generally in accordance with the requirements of the R5B zone which applies to a number of properties in the vicinity. Given that the property is located at the corner of two streets, it is desirable to create a building massing which frames both street frontages and provides for a private interior yard abutting the rear and interior lot lines. As such, the proposed amendment will set out certain customized performance standards to achieve this built form.

**4.2 Proposed Amendment to Zoning By-law 2008-250**

An amendment to Zoning By-law 2008-250 is proposed in order to accommodate the partial redevelopment of the subject site with a six-storey apartment building. The purpose of the amendment is to rezone the subject site from R4T[479] to a site-specific R5B[xxxx] zone with a maximum building height of 22m. The R5B zone permits mid-rise apartment dwellings on lots with a minimum area of 675m<sup>2</sup> and minimum lot width of 22.5m.

The proposed R5B[xxxx] H(22) zone would be structured as follows:

Table 2: Proposed R5B[xxxx] Provisions

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
xxxx	R5B[xxxx] H(22)			<p>Despite Table 164A, the following provisions apply to an apartment dwelling, mid-rise</p> <ul style="list-style-type: none"> <li>i. Minimum corner side yard setback of 0.79m;</li> <li>ii. Minimum rear yard setback of 2.5m; and</li> <li>iii. Minimum interior side yard setback of 0.28m.</li> </ul> <p>Despite Section 107(1)(a)(iii), a driveway providing access to a parking garage must have a minimum width of 3.4m for a double traffic lane.</p> <p>Provisions of Section 60 do not apply.</p>

Given that the R5B zone does not specify a maximum building height, the amendment would establish a maximum height of 22m which accommodates six residential floors with generous floor-to-ceiling heights. The development potential for the site is constrained given that the portions of the existing buildings and their associated yards occupy nearly 25% of the lot area. As such, additional height is proposed as a means for redistributing floor area which would otherwise be available in the context of a complete redevelopment.

The amendment will further customize certain zoning standards for the site in recognition of the unique design approach which has appropriate regard for the architectural merit of the existing buildings. The following rationale is provided in relation to the modified performance standards:

- *Corner Side Yard Setback*

The existing dwelling at 280 O'Connor Street is set approximately 0.79m from the lot line abutting Gilmour Street. As such, a corner side yard setback of 0.79m is proposed to recognize this existing condition. The new development will be setback approximately 2.29m at the nearest point, being the one-storey projecting feature enclosing the entrance to the parking garage. The setback of the three-storey podium is approximately 2.9m from the street or greater.

It is a general principle of the Zoning By-law that, where constructing an addition to a legally non-complying building, the addition must move towards compliance with the zoning regulations such that the extent of the proposed addition falls at least halfway between the required provision and the existing non-complying situation. This recognizes that in order to create meaningful and functional integration, in some cases the original building should dictate the setback of new construction. In the case of the subject site, applying this principle allows for continuity between façades while ensuring prominence of the original building as viewed along Gilmour Street.

The setback of the new development aligns with the pattern along the street which is characterized by relatively shallow front yards. It is also similar to the typical corner side yard setback requirement of 3m for mid-rise development in the R5B zone. Gradual building setbacks produce a setback reaching 7.6m at the uppermost storey.

With regard to the O'Connor Street frontage, the existing dwellings are set a minimum of 3.9m from the lot line abutting the street. The new development will be set back approximately 11m from this lot line to ensure that the existing development continues to define the streetscape. The yard setback from O'Connor Street is in compliance with the standard front yard setback requirement of the R5B zone.

- *Interior Side Yard Setback*

The dwelling at 278 O'Connor Street is set back approximately 0.28m from the interior lot line which abuts the neighbouring property to the north. This setback is to be maintained for the portion of the building to be retained, while the new portion of the building is to be set back approximately 2.5m from the interior lot line for a distance of 23.4m beyond the rear corner of the existing building. The setback then increases to 6.5m to allow for communal space at-grade. The interior side yard is adjacent to a surface parking area constructed to the rear of the existing seven-storey apartment building on the abutting property.

The standard R5B zone would typically require an interior side yard setback of 1.5m for any part of a mid-rise building within 21m of the front lot line, with a setback of 6m beyond 21m of the front lot line. However, where abutting an R4 zone, a minimum setback of 7.5m is required. The abutting property to the north is zoned R4T which does not reflect the existing level of development on this site. Given that the scale and density of development on the abutting property is more typical of a R5 zone, the proposed 2.5m setback for the proposed development is appropriate. This allows for the logical integration of interior portions of the old and new development, provides an ample approximately 16m separation between buildings and allows for usable space at grade.

- *Rear Yard Setback*

The development has also been designed to respond to the abutting low-rise building to the west. The three-storey podium along Gilmour Street wraps around the corner of the building at a setback of approximately 2.5m from the adjacent property which is developed with a three-storey dwelling. The building extends for a depth of approximately 24m from the south elevation and provides open space at grade at the rear corner of the building.

The R5B zone typically requires a minimum rear yard setback equal to 25% of the lot depth or 7.5m, whichever is the lesser. While this standard may be appropriate for interior lots, it restricts the built form for corner lots such that a continuous form framing the street cannot be achieved.

The Zoning By-law recognizes that, in certain instances, the technical rear yard of a property may function more as an interior yard. It is generally acceptable to replicate the yard setback of an abutting property where the rear lot line abuts the interior lot line of the neighbouring property. In light of this, a proposed setback of 2.5m from the abutting property to the west is appropriate as a side yard condition. As the interior yard of the abutting property is used for vehicular access and parking, there is no concern with respect to privacy of outdoor spaces.

The proposed 2.5m setback relates to the base of the building, above which terraces and stepbacks create the appearance that the upper floors recede away from the abutting development to the west. This provides transition from the adjacent development.

- *Driveway Width*

Access for the new development is proposed from Gilmour Street. In an effort to minimize the presence of vehicular access, a driveway width of 3.4m is proposed whereas a width of 6m is typically required for a double traffic lane driveway leading to a parking garage. Reducing the driveway width also results in greater separation from the abutting property to the west. As the parking garage will accommodate 29 parking spaces, it is not anticipated that the development would generate significant vehicular traffic which could result in queuing or safety concerns as a result of the reduced driveway width. Further, this access is only to be used by residents and visitors; any service or waste trucks would utilize on-street parking and loading areas.

- *Heritage Overlay*

The provisions of Section 60 of the Zoning By-law set out additional requirements to regulate new development, additions and parking within the Heritage Overlay. These provisions prevail over underlying zoning with the intent to ensure any new construction is either in direct replacement of existing development or limited in size and location such that it is not visible from the street. By virtue of its nature, the proposed development cannot comply with the Heritage Overlay provisions.

The Centretown Heritage Conservation District is unlike other more stable areas defined by the Heritage Overlay. The provisions relating to the Heritage Overlay stand in complete contrast to the continued evolution and envisioned growth of this central area. This proposal bridges the disconnect between achieving a more compact and intensified form in a manner that meaningfully retains and uses the historical development.

With a diversity of building forms in the surrounding area, the proposed development is an appropriate fit within the neighbourhood in terms of use and scale. There are a number of mid and high-rise buildings in the immediate area, as well as zoning in place which would allow mid-rise built form upon redevelopment. Considering the surrounding context and planned function of the area, it is anticipated this this neighbourhood will continue to experience residential intensification, particularly along O'Connor Street nearing the Confederation Line. The integration

of a mid-rise apartment building into the existing buildings at the subject property is compatible with the eclectic and evolving character of the neighbourhood, which is comprised of buildings both small and large, old and new, and traditional and contemporary.

With the objective of preserving portions of the existing buildings within the heritage conservation district, a standardized zoning does not result in a functional or feasible development for the subject site. The proposed amendment will establish customized zoning for the site to accommodate proposed integrated development. The proposed zoning standards uphold the intent of the Zoning By-law to regulate residential development in a manner that achieves compatibility with existing buildings and land use patterns. A sensitive approach to building design provides transition and builds upon and reinforces desirable streetscape patterns.

The By-law sets out additional general provisions to ensure orderly and functional development of lands. The development has been designed to meet all other functional requirements, such as vehicular parking, bicycle parking and amenity area.

For the reasons set out, the proposed zoning amendment is appropriate for the subject property and introduces standards which are in keeping with the intent of the Zoning by-law.

## **5.0 PLANNING ANALYSIS**

### **5.1 Provincial Policy Statement**

The Provincial Policy Statement (PPS) came into effect in April 2014 and provides policy direction on to matters of provincial interest, such as building strong sustainable communities, managing resources, and protecting public health and safety. This section demonstrates consistency with the provincial policies as they relate to the proposed development and associated Official Plan and Zoning By-law amendments.

Section 1 of the PPS sets out policies for building strong healthy communities and establishes that such communities are sustained in part by promoting efficient development and land use patterns, accommodating an appropriate range of uses to meet long-term needs, minimizing land consumption and servicing costs, and avoiding environmental and public health or safety concerns.

Settlement Areas are to be the focus of growth and development and their vitality and regeneration shall be promoted. The policies of Section 1.1.3 set out that land use patterns within settlement areas are to be based on densities and a mix of uses which efficiently use land and available infrastructure and public service facilities, as well as which support active transportation and transit, and which minimize negative impacts to air quality and climate change. Opportunities for intensification and redevelopment are encouraged where they can be accommodated, taking into account existing building stock and availability of suitable infrastructure.

The proposed intensified use of the subject properties contributes to a more compact built form and efficient use of available infrastructure and transportation facilities. The proposal represents an increase of residential density from a current 105 units per hectare to 402 units per hectare. A six-storey building form is proposed to accommodate the additional density, whereas the current policy framework supports a four-storey building form, despite the number of nearby properties

that are developed with taller buildings. The proposal represents an opportunity for residential intensification in a manner which is compatible with both existing, older low-profile buildings and newer mid and high-rise buildings.

Section 1.4 of the PPS addresses housing considerations and requires that an appropriate range and mix of housing types and densities be provided within communities to meet current and future projected resident needs. Development of new housing is to be directed towards locations where appropriate levels of infrastructure and public service facilities are available. Densities for new development should support the use of active transportation and transit.

Existing built-up areas, such as that surrounding the subject properties, are to be a focus for residential growth and redevelopment in order to achieve a more compact form which efficiently uses land. The proposed development responds favourably to these policies by achieving an appropriate level of residential intensification in an area which is suitable for medium profile development and which has significant investment in infrastructure, transit and other public services. A total of 65 dwelling units are proposed which represents an increase in units nearly four times greater than the individually developed lots as they currently exist. This development offers a mix of units ranging from studio to four-bedroom units and will contribute positively to the quantity of rental housing in the community. Residents will benefit from active transportation and transit networks as well as a variety of public services facilities.

Section 2 of the PPS sets out policies for the protection of natural and cultural heritage resources for their economic, environmental and social benefits. These resource interests of the PPS have been reviewed in the context of the subject property and are evaluated where they may be a factor.

A Cultural Heritage Impact Statement has been prepared in relation to the proposed development given that the subject properties are located within a Heritage Conservation District designated under Part V of the *Ontario Heritage Act*. It is the policy of the PPS that significant built heritage resources and cultural heritage landscapes be conserved. Where new development or site alterations is proposed on adjacent lands, it is to be evaluated to demonstrate that the heritage attributes of any surrounding protected heritage properties will be preserved. The conclusions of the Cultural Heritage Impact Statement put forth that the proposed partial redevelopment of the properties is compatible with the Centretown Heritage Conservation District and the immediate context of the site.

Section 3 of the PPS addresses the protection of public health and safety through policies that relate to natural hazards and human-made hazards. A Phase I Environmental Site Assessment (ESA) has been conducted to assess any potentially contaminating activities on or near the site. The Phase 1 ESA did not identify any potential environmental concerns or contaminants and concludes that no further assessment is required. Additionally, a Geotechnical Investigation has been completed in relation to the proposed development and concluded that the subsurface conditions are suitable for the proposed building. Any potential public health and safety hazards associated with the subject property have been addressed.

Based on the foregoing, the proposed development is consistent with the policy direction of the PPS.

## 5.2 City of Ottawa Official Plan

The City of Ottawa Official Plan was adopted by Council in May 2003. This section provides a review of policies as amended up to and including OPA 227.

The subject site is located within the General Urban Area designation, as shown on Schedule B of the Official Plan. The General Urban Area is to include a broad mix and scale of uses in order to facilitate the development of complete and sustainable communities. The policies of the Official Plan support infill, redevelopment and other forms of intensification within the General Urban Area. Intensification is to enhance and complement desirable characteristics and ensures long-term vitality of the many existing communities that make up the city.

### ***Managing Growth (Section 2.2)***

Section 2.2 of the Official Plan speaks to the continued growth of the City and emphasizes that growth should be distributed throughout the urban area to strengthen and support livable communities. Lands designated General Urban Area will continue to mature and evolve through intensification and infill, at a scale contingent on proximity to major roads and transit, and the area's planned function.

Consideration of the character in the surrounding community is a factor in determining compatibility within a community. Intensification in the General Urban Area is supported where it enhances and complements the desirable characteristics and long-term renewal of a neighbourhood. Policy 11 of Section 2.2.2 indicates that the density of a new development, which often corresponds with height, should be guided, in part, by proximity to rapid transit stations and transit priority corridors, as well as design and compatibility considerations relating to the surrounding context and planned function.

This proposal involves residential intensification through the partial redevelopment of the site. The subject site is suitable for the proposed intensification given the surrounding community character which comprises a range of residential, mixed-use and commercial uses in low, medium and high-profile forms. A proposed six-storey building is in keeping with the scale of adjacent and proximate residential development which ranges from three to ten-storey multi-unit buildings. The proposal further supports the policies of the plan by directing growth to areas well serviced by transit and major roadways.

According to Policy 17, amendments to the Official Plan which seek to increase building height beyond that established by the Official Plan, or in a Secondary Plan, must demonstrate that the certain criteria are met. For projects that do not involve high-rise development, it must typically be demonstrated that impacts on the surrounding area have been assessed comprehensively, the development is in an area that supports transit networks and has a mix of uses, and a community amenity is provided.

The following sections will speak to general land use, urban design and compatibility and other key principles to demonstrate that the development proposal mitigates any potential impacts on surrounding development and is appropriate given proximity to transit and other compatible uses. This development does not meet the threshold for requiring community benefits in return for increased height or density, pursuant to Section 37 of the *Planning Act*.

**Urban Design and Compatibility (Section 2.5.1)**

The Official Plan encourages good urban design and high-quality architecture to complement and enhance a community's history, landscape and architecture. Section 2.5.1 sets out a number of design objectives that can positively influence the built environment. These objectives are intended to help achieve compatibility with respect of form and function where introducing new development into established communities. The objectives are as follows:

1. To enhance the sense of community by creating and maintaining places with their own distinct identity.
2. To define quality public and private spaces through development.
3. To create places that are safe, accessible and are easy to get to, and move through.
4. To ensure that new development respects the character of existing areas.
5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.
6. To understand and respect natural processes and features in development design.
7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.

The proposal has been designed to respond to these principles through the thoughtful integration of a new six-storey massing with portions of the existing development in a manner which preserves the identity of the subject properties and surrounding area. The architectural gestures and use of materials in the new development are intended to complement the portions of the existing buildings to be preserved, as well as reflect the general pattern of development along both O'Connor and Gilmour Street.

The six-storey massing has been designed as a backdrop to the existing dwellings, notably as viewed from O'Connor Street, by incorporating greater setbacks, building transition, lighter materials, increased glazing and more subtle design elements. The contrasting red brick and pitched roof lines of the existing dwellings fronting onto O'Connor Street will project from the larger massing to the rear and will remain prominent within the streetscape. The building elevation along Gilmour street continues the pattern of brick along the lower levels, while the upper levels include lighter materials and further building step backs.

Along both frontages, the building includes additional setbacks for the upper storeys to create an angular plane which minimize the appearance of overall building height as viewed from the street. The proposed six-storey massing is set back from adjacent street frontages, which allows the three-storey massing of the existing dwellings to remain closest to the street.

In response to adjacent development, the proposed building provides adequate setbacks from interior lot lines which allows for pedestrian access and amenity space in the adjacent yards. Amenity areas will continue around the building in the form of patios and gathering spaces adjacent to the public realm which promotes active frontages and a sense of safety. Landscaping

and fencing will differentiate between private and public spaces. Wide sidewalks are proposed within the right-of-way to promote pedestrian access and walkability.

The development includes energy efficiency initiatives such as operable windows in each unit and increased shading co-efficient for windows along the south elevation to better control the interior climate. Stormwater collected on the roof will also be used to irrigate plantings on-site.

The thoughtful building design and complementary landscaping concept achieve a high-quality development with a sensitive approach to integrating residential intensification onto the site. Among other design principles, this development represents adaptability, promotes pedestrian-oriented design, respects the character of adjacent development and builds upon the unique identify of Centretown.

A Design Brief has been prepared to further provide an explanation of the design intent and further speak to the merits and compatibility of the proposed development. Given that the subject properties are within a designated Design Priority Area, this development proposal will be subject to formal consultation with the Urban Design Review Panel. Further urban design and architectural compatibility initiatives will be considered through this process.



Figure 7: Streetview Rendering of Proposed Development (View from O'Connor Street, facing north) (M. David Blakely Architect Inc.)

### General Urban Area (Section 3.6.1)

The General Urban Area designation relates to a large portion of the City's urban area. According to Section 3.6.1 of the Official Plan, the General Urban Area designation permits the development of a full range and choice of housing types, as well as a number of non-residential uses, with a predominant low-rise built form. Despite this general limit on building height, Policy 4 of this section states that taller buildings may be considered for sites that meet the following criteria:

- a) front an Arterial Road on Schedules E or F of this Plan and which are:
  - i. within 800 metres walking distance of a Rapid Transit Station on Schedule D of this Plan, or
  - ii. on a Transit Priority Corridor on Schedule D of this Plan;

As shown on Schedule F, O'Connor Street which is a designated Arterial Road forming part of the central area's road network. Schedule D illustrates the City's rapid transit and transit priority network and shows the LRT system downtown tunnel which travels below Queen Street, to the north of the subject site. The Parliament Transit Station is within 800m walking distance from the subject properties (Figure 8). Given that the subject site front onto O'Connor Street and is in proximity to an LRT transit station, the site fulfills the criteria of Policy 4(a).



Figure 8: Transit Proximity Map (geoOttawa)

- b) are in an area already characterised by taller buildings or sites zoned to permit taller buildings.

Surrounding the subject site are existing developments which range from three to ten storeys in height (Figure 9). Immediately abutting to the north is a seven-storey residential building and across O'Connor Street to the east is a six-storey commercial building. Notwithstanding existing development, these properties are zoned are currently zoned R4T. Other zones in proximity to the subject site include R5B (Residential Fifth Density Zone, Subzone B) and GM (General Mixed-Use Zone) zones which allow mid-rise building heights and are more reflective of the existing intensity of uses.

An analysis of existing building heights and as-of-right zoning of nearby properties demonstrates that the subject site fulfills the criteria of Policy 4(b). There is an expectation that a comprehensive review of existing zoning for the area would find that the zoning has proper regard for neither existing development nor, in some cases, the policy framework for the area. There is potential for the surrounding area to accommodate significant intensification, subject to heritage considerations. This is supported by the Official Plan and Secondary Plan which contemplate taller buildings in this area, with the highest densities being in closer proximity to the LRT station. There is potential for the lands generally to the west, north and east of the subject site to redevelop with a uniform nine-storey built form. Further, the lands to the immediate east are expected to be redeveloped at a much greater density and with high-rise buildings of indeterminate height.

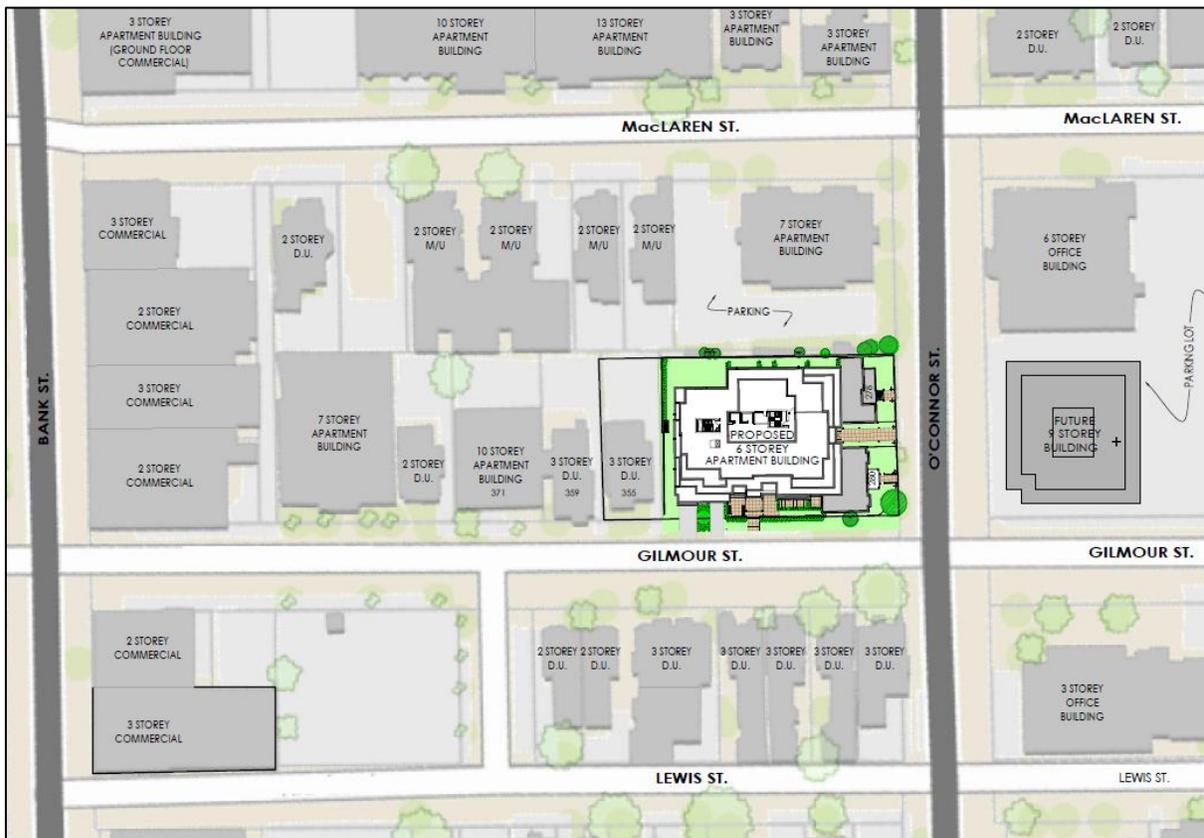


Figure 9: Map of Existing Building Heights (M. David Blakely Architect)

The relationship between proposals for residential intensification and existing community character should be such that the new development enhances and builds upon desirable patterns of built form. This area of Centretown is not typical of other established residential neighbourhoods found throughout the General Urban Area. The neighbourhood comprises a diverse built form with a variety of architectural styles. Many of the existing low-rise dwellings in the area are long-established and either continue to be used for residential purposes or have been repurposed for commercial uses. Much of the more recent development includes medium to high-profile apartment and office development. Accordingly, the proposed partial redevelopment of the subject properties fits within the neighbourhood context in terms of use and scale. The proposed building is similar to or lower in height than adjacent, mid and high-rise development and respects the low-rise development along Gilmour Street through appropriate tiering of higher portions of the building.

New residential development should also contribute to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles. The proposed building is to include a predominant mix of one-bedroom and two-bedroom units. The renovated portions of the original buildings will also accommodate five unique ground-oriented units adjacent to O'Connor Street, with one, three or four bedrooms. The intent is to appeal to a variety of residents whose needs may differ in terms of housing size and affordability.

The unit mix was determined based on anticipated market demand. Statistics Canada data collected in the 2016 Census for relevant Dissemination Areas suggests that approximately 70% of dwellings within roughly 200m of the subject site are studio or one-bedroom units. Two-bedroom units represent nearly 25% of dwelling types, and larger units represent the remaining 5%. The unit mix for the proposed development is split approximately 62% studio and one-bedroom, 35% two-bedroom and 3% three and four-bedroom units. The proposed development will contribute positively to the rental housing stock and provides a larger percentage of multi-bedroom units.

Lastly, residential intensification is to be in accordance with the policies of Section 4.11 of the Official Plan. A review of these policies is provided in the following section.

#### ***Review of Development Applications Policies (Section 4.0)***

Sections 4.1 through 4.11 outline policies that are to be reviewed in considering development applications to ensure that the objectives contained in the Official Plan are met.

The applications for Official Plan Amendment, Zoning By-law Amendment and Site Plan Control pertaining to the subject properties respect the following policies:

- Section 4.1 (Site-Specific Policies and Secondary Policy Plans) - the site is subject to the Centretown Secondary Plan, found in Volume 2 of the Official Plan. The site is within the Central Character Area and is designated partly Residential Mixed Use and partly Residential. An amendment to the Secondary Plan is proposed to address building height and building form. An analysis of relevant Secondary Plan policies is to follow;
- Section 4.2 (Adjacent Land-Use Designations) - the subject site is not adjacent to any land use designation or features identified in this section;

- Section 4.3 (Walking, Cycling, Transit, Roads and Parking Lots) - the subject site supports various modes of transportation, including walking, cycling, transit and vehicular. To complement these modes of transportation, underground vehicular parking is provided on-site, as well as an oversupply of bicycle parking spaces and multiple pedestrian entrances from grade with direct access to the adjacent sidewalks. The proposed development is within an 800m walking distance of existing transit stops and the LRT system. The proponent is further incorporating Transportation Demand Management initiatives to support transportation modes alternative to car use.

The site fronts onto O'Connor Street which is a designated arterial road and on-road cycling route. The design of the development has regard for the protected right-of-way width 20m for this roadway, as shown in Annex 1. A future road widening of 0.5m is to be conveyed to the City.

A Transportation Impact Assessment has been prepared to assess potential impact of the development on the transportation network in the surrounding area;

- Section 4.4 (Water and Wastewater Services) – there are existing water and wastewater services within both O'Connor and Gilmour Street. Connections for the existing development will be abandoned and new connections are proposed from Gilmour Street. A Servicing and Stormwater Management Report has been prepared to assess adequacy of these services to support the proposed development;
- Section 4.5 (Housing) – the existing development on the subject properties have a combined total of approximately 17 rental units. Through the partial redevelopment of the site, it is proposed to increase the number of units to a total of 65. The tenure of these units will be rental;
- Section 4.6 (Cultural Heritage Resources) – the subject site and adjacent lands are within a heritage conservation district designated under Part V of the *Ontario Heritage Act*. There are no individually designated buildings on or adjacent to the site. A Cultural Heritage Impact Statement has been prepared to evaluate the proposal in the context of the surrounding heritage conservation district.

Where a structure designated under Part V is to be altered, added to, partially demolished, demolished, relocated, or where new construction in a designated district, the approval of City Council is required. This development will be subject to obtaining such approvals.

Given its location within the inner urban area, the site is identified as within a potential archaeological resource area. An Archaeological Assessment was not requested in support of the development applications as the site is already heavily disturbed;

- Section 4.7 (Environmental Protection) – no environmental features have been identified on the subject site. A Tree Conversation Report has been prepared and proposes to protect existing trees which are in good condition and do not conflict with the building foundation. Stormwater management, as well as erosion and sediment control during construction, will be in accordance with City of Ottawa requirements;

- Section 4.8 (Protection of Health and Safety) – the subject site is not affected by any environmental constraints identified on Schedule K. A Geotechnical Investigation has been completed to assess suitability of soil for the proposed development. An Environment Site Assessment was also conducted to confirm that the site does not contain potential hazards relating to contamination.

A Noise Feasibility Study has been prepared to ensure there are no concerns relating to potential impact on interior living spaces or exterior amenity spaces associated with the adjacent arterial roadway. The potential for stationary noise impacts on adjacent noise-sensitive uses will also be reviewed as part of the development approval process;

- Section 4.9 (Energy Conservation Through Design) – the proposed development will include energy conservation measures, such as by maximizing natural sunlight and solar exposure, utilizing native species, maintaining the tree canopy where possible, and incorporating considerable permeable surfaces;
- Section 4.10 (Greenspace Requirements) – payment-in-lieu of a parkland dedication will be provided through the development process to fund park and local recreational facilities; and
- Section 4.11 (Urban Design and Compatibility) – the proposed development achieves compatibility with the surrounding context through good building design, appropriate massing and materiality, and site layout. The development upholds the following measures of compatibility:

**Traffic:** The development is appropriately situated on an arterial roadway. The surrounding transportation network has sufficient capacity to accommodate anticipated traffic generated from the site.

**Vehicular Access:** As it is generally desirable to minimize the number of private approaches from arterial roads, vehicular access is provided from Gilmour Street, being a local roadway. The separation distance between proposed access and the intersection of O'Connor and Gilmour Street has been maximized for safety reasons. As each property currently has independent access from either O'Connor Street or Gilmour Street, the proposed partial redevelopment will eliminate two existing accesses serving the site. The existing surface parking areas which occupy the majority of the site will also be removed.

**Parking Requirements:** Adequate on-site parking is provided for residents and visitors. One level of below-grade parking accommodates 29 vehicle parking spaces in accordance with zoning requirement. To promote cycling, a total of 57 bicycle parking spaces are provided which is well in excess of zoning requirements. Wide sidewalks adjacent to the site also promote walkability and use of transit.

**Outdoor Amenity Areas:** Fencing is proposed along the rear and interior lot lines for the privacy of residents. The yards of immediately abutting properties are currently used for access and surface parking. There is no potential to impact outdoor amenity areas of adjacent residential uses. Creating usable space at-grade on the subject site will complement adjacent amenity areas should the abutting properties be redeveloped.

**Loading Areas, Service Areas and Outdoor Storage:** The proposed development is exclusively residential and does not require loading facilities or outdoor storage. Garbage and recycling will be stored internal to the building. A service door located along the Gilmour Street frontage will allow movement of waste containers to the curb for collection.

**Lighting:** The proposed site lighting is appropriate for the use and will not result in spill over onto adjacent properties.

**Noise and Air Quality:** Any potential noise impacts relating to rooftop mechanical equipment will be properly mitigated through the use of screening and other noise attenuation measures.

**Sunlight:** Shadowing associated with the proposed building will not result in undesirable impacts of adjacent properties. Given the site orientation, the greatest potential for shadowing affects on adjacent properties occurs during morning hours. A shadow analysis has demonstrated that the net increase in shadowing resulting from a proposed six-storey massing in comparison to an as-of-right four-storey massing is minimal.

**Microclimate:** The height and massing of the proposed building is such that adverse effects related to wind, snow drift and temperature are not expected.

**Supporting Neighbourhood Services:** The subject site is within an established area with access to a variety of community services and amenities.

Considerable emphasis has been placed on achieving high quality urban design, particularly as the subject site is located within a Design Priority Area. The design achieves transition to adjacent properties as well as within the larger neighbourhood context. In an area characterized by a mix of uses, the proposal achieves a balance between existing low-profile development and existing and planned mid to high-profile development.

The design objective is to introduce additional residential density on currently underutilized portions of the property, while preserving the building profile along street frontages which is valued as part of the character of the community. This proposal supports residential intensification within the General Urban Area at a scale contingent on community context. The Official Plan recognizes that taller buildings can be appropriate where the use benefits from direct access to an arterial roadway and rapid transit in the vicinity, or where the surrounding area is characterized or planned as an area with taller buildings. New development must be integrated into existing areas such that it achieves compatibility and transition where necessary. The development fully conforms to all relevant policies of the Official Plan and upholds the key principles with respect to urban design and compatibility.

### **5.3 Centretown Secondary Plan & Community Design Plan**

The Centretown Secondary Plan in its current form was adopted in 2013 and provides the statutory framework for implementing key objectives of the Centretown Community Design Plan. The purpose of the Secondary Plan is to guide future growth and changes in the diverse, mixed-use community known as Centretown.

Centretown is divided into Character Areas shown on Annex 1 to the Secondary Plan. The subject site is within the Central Character Area which is situated at the core of the community and comprises an assortment of uses which make up its eclectic nature. It is envisioned that this area will continue to evolve through the development of low and mid-rise residential and mixed-use buildings in a manner that respects and complements the many historic buildings and streetscapes in the area.

### ***Principles and Objectives (Section 3.4)***

The Secondary Plan defines seven overarching principles to be considered in reviewing proposals for new development as well as improvements to the built and physical environment.

#### **1. Maintain and Respect the Character of Centretown's Neighbourhoods**

The proposal responds to this principle by introducing residential intensification in a manner that complements the surrounding area by drawing upon established patterns and rhythms of massing, design and materiality. The proposal entails retaining and reusing portions of the existing dwellings on the properties which contribute to the broader heritage conservation district. The architectural details of the new development build upon the distinct architectural styles of the original buildings, and the proposed building massing is such that the existing buildings will remain as the prominent features along the streetscape.

#### **2. Accommodate Residential Growth**

The proposal contributes to the overall intensification target of the community. This area of Centretown is viewed as an evolving area which is more suitable to accommodate residential growth than the established low-rise neighbourhoods to the east of Elgin Street and west of Kent Street. Growth is to occur through the development of predominantly mid-rise buildings.

#### **3. Accommodate a Diverse Population**

The proposed apartment building accommodates a mix of unit types and sizes to meet the needs of a range of residents. The unit mix ranges from studio to four-bedroom, with predominantly one and two-bedroom units. The development contributes to the supply and diversity of rental units in the community.

#### **4. Reinforce and Promote Commercial Activity**

Given the split designation, the residential building respects the land use policies of both the Residential Mixed Use and Residential areas. The increase in density will support local commercial uses.

#### **5. Enhance the Public Realm**

The proposed built form and landscaping treatment will enhance the public realm. Wide sidewalks are provided for pedestrian comfort. The preservation of the tree canopy, use of decorative fencing and provision of patios and landscaping will enhance the streetscape.

The setbacks of upper floors ensure the public realm is not overshadowed or otherwise diminished by the development.

6. Encourage Walking, Cycling and Transit Use

The proposal benefits from existing pedestrian and cycling facilities on O'Connor Street, as well as proximity to major transit stations. To promote use of these facilities and services, the development incorporates an oversupply of bicycle parking, active street frontages and transportation demand management measures. In accordance with minimum parking rates, a total of 29 vehicle parking are provided. As surplus vehicle parking is not provided, alternative forms of transportation are encouraged.

7. Promote Design Excellence

The proposal achieves a high-quality design which harmonizes with the community character through the use of building articulation and materiality. The retention of the most architecturally significant portions of the existing buildings contributes to the merit of this proposal.

**Heritage (Section 3.7)**

Section 3.7 of the Secondary Plan includes policies to ensure that new development is sensitive and complementary to the character of neighbouring heritage assets. The subject site is within the Centretown Heritage Conservation District which was designated under Part V of the *Ontario Heritage Act* in 1997. The heritage conservation district was created in recognition of the historic residential character of this area which developed mainly between 1890 and 1914.

The subject site is currently developed with three individual buildings, all of which are evaluated as Category 2 buildings and are viewed as contributing to the overall heritage character of the study area. The buildings are recognized as examples of turn of the century residential design. The building evaluations were completed in 1996 and are currently being revisited as part of a City-initiated study to prepare a comprehensive heritage inventory for Centretown. The existing buildings are not designated under Part IV of the *Ontario Heritage Act*, nor are any buildings in the immediate area.

To ensure heritage assets are appropriately considered and integrated, new development shall be in accordance with Section 6.5 of the Centretown Community Design Plan (CDP). The CDP encourages the restoration, reuse or integration of heritage structures, particularly Category 1 and 2 buildings. In general, when integrating heritage structures into new development, the new structure should be distinguishable yet sympathetic and not overpower the original building. Architectural elements, such as cornice lines, articulations, opening sizes, proportion, rhythm and materials should harmonize between buildings. The podium level of a new building is particularly important for its visual relationship to existing buildings.

The proposal is a successful integration of heritage buildings as the key elements of the earlier architectural design inform the design approach for the new building. Vertical and horizontal articulation, as well as the use of different materials, break up the building facades in a manner that respects the massing and design of the portions of the existing building fronting onto O'Connor Street. Vertical elements of the existing structures, such as the eaves line, are used as a benchmark for determining floor heights for the new development.

In terms of overall heritage context, the proposed development has regard for the adjacent streetscapes which comprises examples of both historic architectural styles and more contemporary designs. Through the use of compatible materials, front and corner yard setbacks, and architectural interest along facades, a compatible design is achieved. Notably, the predominant use of red brick along the podium is a direct response to surrounding development, while the use of glazing and lighter material on the upper floors minimizes the perceived scale of the building.

### ***Land Use and Site Development (Section 3.9)***

The Central Character Area is the core of Centretown and accommodates an assortment of uses. As such, there are various land use designations within this area. Approximately three-quarters of the subject site is within the Residential Mixed Use designation and the remaining quarter is within the Residential designation, as shown on Schedule H1. The CDP identifies O'Connor Street as one of the key streets with opportunity for renewal and redevelopment.

The Residential Mixed Use designation defines areas historically occupied by houses and other low-rise housing forms that have been partially converted to commercial uses or where such conversions are appropriate. It applies generally to the stretch of properties fronting on O'Connor Street within the Central Character Area, including the larger easterly portion of the subject site (being 278 and 280 O'Connor Street). This designation permits residential uses ranging from detached to apartment dwellings. This designation also contemplates small-scale commercial uses, such as medical facilities, personal services and daycares, where located in a residential building. Non-residential uses which attract a broader clientele should be more appropriately located on mainstreets.

The Residential designation is intended to reflect areas of uniform low-rise residential uses, such as those commonly observed within the outlying Residential Character Areas. This designation also applies to certain properties within the Central Character Area, particularly where fronting onto a local road. Permitted uses are restricted to low-rise residential uses. The smaller westerly portion of the site (being 374 Gilmour Street) is designated Residential. It is likely that land assembly with adjacent mixed-use properties was not anticipated.

These designations aim to maintain a predominant low to mid-rise residential character within the core of the central area (i.e. between mainstreets and mixed-use areas). The proposal will build upon the residential character of the area.

Building heights up to nine-storeys are envisioned within the Central Character Area. A nine-storey building height is largely permitted throughout the Residential Mixed Use designation, however, certain areas with significant heritage resources or streetscapes are limited to a maximum height of four storeys with the intent of preserving existing low-profile development and ensuring the heritage aspects of the community are protected. The proposal supports residential growth in manner more sensitive to the original streetscape than the redevelopment which occurred in the later half of the 1990s. The CDP acknowledges that a balance can be achieved in intensifying properties and preserving older buildings. Depending on the site context and characteristics of existing buildings, Category 1 or 2 heritage buildings may be integrated into new proposals, on a case-by-case basis. The proposal represents a successful integration of the existing buildings.

Proposals for new development are to have regard for the built form guidelines set out in the CDP. Section 6.4.2 describes built form objectives relating to mid-rise infill development in the community. Infill development should align with adjacent buildings and overall street setback and extend the length of the site on all street frontages. Both facades should be given equal consideration with an emphasis on the corner where these facades meet. Lower levels should be well articulated to introduce a more fine-grained rhythm to the street, and blank walls should be avoided. Ground floor units should be raised slightly to provide privacy yet have access from grade where appropriate to animate the street. Balconies should not project beyond the street wall. Heritage conservation district guidelines should also be considered.

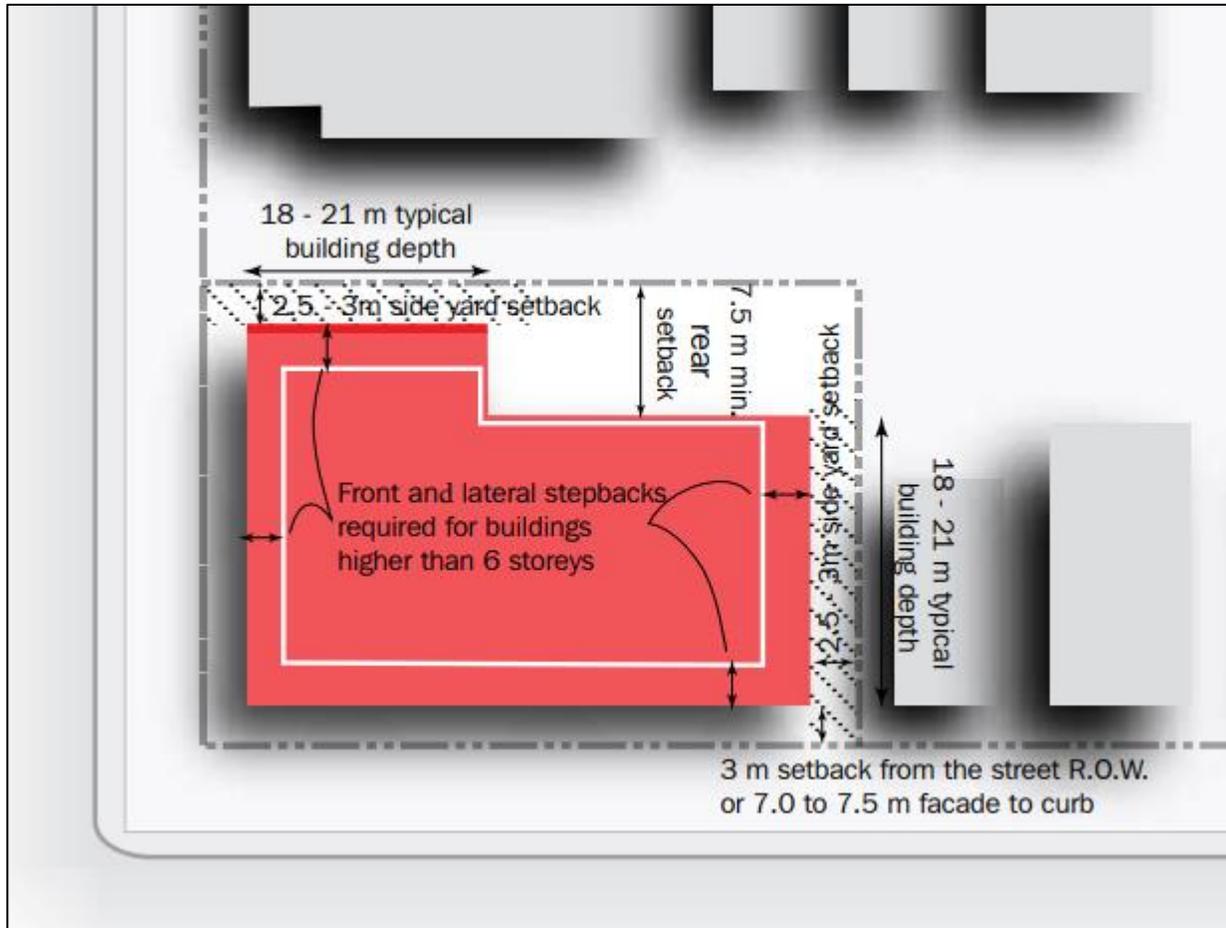


Figure 10: Typical Condition for Corner Parcel Infill (Centretown Community Design Plan, Section 6.4)

The proposed development effectively implements these built form guidelines. The design was developed based on the built form typologies presented in the CDP (Figure 10). For a corner lot condition, the above figure illustrates a building massing which frames the street and provides a landscaped area abutting the side lot lines.

The siting of the proposed building aligns with setback patterns along Gilmour and O'Connor Street. With setbacks at ground level ranging from 2.29m to 11.39m, streetscape improvements can be introduced along both frontages. A minimum setback of approximately 2.5m from both side lot lines are provided for a distance generally equal to the depth of the buildings on adjacent

lots. The portion of the existing dwelling at 280 O'Connor serves as a unique corner treatment. The development includes multiple entrances from grade with direct pedestrian access from either street frontage to facilitate activity at street level. The three-storey podium with recessed balconies creates a strong street edge along Gilmour Street. The O'Connor Street frontage is defined by the existing three-storey buildings. The overall design is sensitive to the heritage attributes of the neighbourhood.

The proposal is in keeping with the land use, design and general principles of the Secondary Plan. More specifically, the proposed six-storey built form is consistent with the vision for the Central Character Area. Although exceeding the maximum permitted height of four storeys identified in Schedule H2, the integration of the new development with portions of the existing buildings maintains and reinforces the overall intent of the Secondary Plan to recognize and preserve historic streetscapes. The development is an appropriate fit within the surrounding neighbourhood.



Figure 11: Streetview Rendering of Proposed Development (View from Gilmour Street, facing east) (M. David Blakely Architect Inc.)

## 6.0 SUPPORTING STUDIES

### *Transportation Impact Assessment*

A Transportation Impact Assessment (TIA) has been prepared by Novatech to address transportation-related considerations for the proposed development. The study area for this report includes the intersections of O'Connor Street/Gilmour Street, Bank Street/Gilmour Street, Metcalfe Street/Gilmour Street, and the site access. The TIA concludes that the 60-person trip generation trigger is not met. The report includes an assessment of Design Review Modules relating to circulation, parking, boundary streets, access and transportation demand management.

### *Cultural Heritage Impact Statement*

A Cultural Heritage Impact Statement has been prepared by Robertson Martin Architects to speak to the potential impacts of the proposal on the Centretown Heritage Conservation District. The design of the proposal is assessed as being compatible with the Heritage Conservation District and the immediate site context. The original parts of the dwellings on O'Connor Street being retained and rehabilitated will continue to contribute positively to the heritage character of the neighbourhood. The building on Gilmour Street to be removed is assessed as having a lower level of heritage significance relative to the other buildings on the site.

### *Environmental Noise Control Study*

Paterson Group conducted an Environmental Noise Control Study in relation to the proposed development to review noise levels associated with road traffic on O'Connor Street. The north, east and south elevations of the building are expected to be affected by road noise and will require warning clauses in lease agreements for units along these elevations. The proposed construction materials have been reviewed and are deemed sufficient to provide adequate noise protection for indoor-living areas. Noise mitigation measures are not required for the outdoor amenity areas to the rear of the building.

### *Phase I Environmental Site Assessment*

A Phase I Environmental Site Assessment (ESA) has been conducted by Paterson Group to investigate any potentially contaminating activities associated with past or current uses on or near the subject property. The Phase I ESA did not identify any potential environmental concerns or contaminants that may have affected the groundwater, soil and/or sediment on the subject property. Accordingly, it was concluded that no further assessment is required. The report also includes recommendations with respect to demolition and alteration activities relating to existing structures.

### *Geotechnical Investigation*

A Geotechnical Investigation has been carried out by Paterson Group to identify the general subsurface soil and groundwater conditions at the subject site and provide geotechnical recommendations for the design and construction of the project. It was determined that the subject site is considered satisfactory for the proposed development from a geotechnical perspective. It is recommended that design drawings for the proposed development be reviewed by the

geotechnical engineer as the design progresses to ensure that all considerations provided in the report have been implemented as intended.

### *Servicing and Stormwater Management Report*

The site servicing and stormwater management design for the proposed development has been prepared by Novatech. The report notes that there are existing municipal water, sanitary and storm services in Gilmour Street, which should be adequate to service the proposed development. The stormwater management design aims to reduce post-development flows up to and including the 100-year storm event.

## **7.0 CONCLUSION**

This report has been prepared in relation to concurrent applications for Official Plan Amendment, Zoning By-law Amendment and Site Plan Control which seek to permit the partial redevelopment of the properties known municipally as 278 O'Connor Street, 280 O'Connor Street and 347 Gilmour Street. These three contiguous properties are to be consolidated to accommodate the development of a six-storey apartment dwelling which is to be integrated with portions of the existing dwellings on those properties which front onto O'Connor Street.

The subject properties are currently individually developed with low-rise residential and mixed-use buildings which are characteristic of turn-of-the-century architectural design. For this reason, they are regarded as contributing to the historic character and streetscapes of Centretown. The design approach for the proposal is to create an integrated development which incorporates a new mid-rise building and significant portions of the original buildings. The proposal represents an increase of residential density from a current 105 units per hectare to 402 units per hectare while preserving the character of the original buildings. The existing buildings will be the focal point of the development and will continue to have a dominant presence in the streetscape.

The creation of opportunities for residential intensification within existing built-up areas is directly consistent with the policies of the Provincial Policy Statement. It is demonstrated that adequate infrastructure, public services and transportation networks are available to sustain the proposed residential intensification. The protection of cultural heritage resources is also a matter of provincial interest. Through the meaningful integration of new development with portions of the existing dwellings, the proposal achieves a balance of these interests by promoting a more efficient use of land while preserving the heritage character of the community.

In keeping with the direction of the Provincial Policy Statement, the City of Ottawa Official Plan recognizes that lands designated General Urban Area will continue to mature and evolve through intensification and infill, at a scale contingent on proximity to major roads and transit, and the area's existing character and planned function. The Official Plan defines certain areas where mid and high-rise buildings may be appropriate within the General Urban Area. The subject site is considered an appropriate location for increased building height given that it has frontage on an arterial road and is located within an 800m walking distance of a major LRT station. Being located within an area characterized by taller buildings, and which is planned to accommodate development of similar scale, further speaks to the appropriateness of the proposed development within the surrounding context. Immediately adjacent properties are developed with a range of residential, mixed-use and commercial uses in low, medium and high-profile forms. The proposed development supports key principles of urban design which complement the character of the

neighbourhood and achieve compatibility with the adjacent built form. It is demonstrated that the proposal conforms to the policy direction set out in Volume 1 of the Official Plan.

The purpose of the amendment to the Centretown Secondary Plan is to introduce a site-specific policy which would have the effect of allowing a mid-rise built form on the subject site. While a predominate mid-rise built form is envisioned for the Central Character Area, certain areas are restricted to a maximum building height of four-storeys with the intent of ensuring historic buildings, streetscapes and neighbourhoods are preserved as the area evolves. It is believed that this policy is partly in response to the development which occurred between the 1950s to 1990s and which achieved considerable increase in density through complete demolition and redevelopment with higher-intensity mid and high-rise buildings, often with little regard to the existing character of the community. Unlike these developments, the proposal achieves intensification in a manner that meaningfully retains both historical development and the pedestrian scale of the streetscape.

The proposal has regard for the design guidelines of the Centretown Community Design Plan to ensure heritage assets are appropriately considered and integrated. The building design is informed by key architectural elements of the original dwellings on the subject site and other dwellings of similar style within the streetscape and ensures that they remain the pre-eminent architectural influence.

The amendment to the Secondary Plan will also address permitted use relating to the small portion of the site designated Residential. Uses permitted in the Residential designation are limited to low-rise residential dwelling types in order to maintain a uniform built form within established neighbourhoods. Given that the balance of the site is designated Residential Mixed Use which permits all forms of residential uses, including mid-rise apartment dwellings, allowing a mid-rise apartment building on the portion of the site designated as Residential as part of a greater property assembly is not out of keeping with the intent of the Secondary Plan nor the pattern of development along the street.

Despite the policies of the Secondary Plan which support low-rise development on the subject site, the proposed six-storey built form is an appropriate fit within the neighbourhood. The integration of the new development with portions of the existing buildings maintains the overall intent of the Secondary Plan to recognize and preserve historic streetscapes, as well as accommodate residential growth with the Central Character Area.

The purpose of the concurrent amendment to the Zoning By-law is to introduce customized zoning for the subject site to accommodate the proposed mid-rise development. The amendment seeks to rezone the site from the current R4T[479] to a site-specific R5B[xxxx] zone with a maximum building height of 22m. A site-specific exception will modify certain performance standards relating to yard setbacks and driveway width. The exception will further exempt the property from the provisions of Section 60 of the Zoning By-law relating to new development within the Heritage Overlay.

With the objective of preserving existing development within the heritage conservation district, the amendment is structured to allow for the functional integration of the new development. The proposed amendment will set out certain customized performance standards to achieve a built form which frames both street frontages and provides for a private interior yard abutting the rear

and interior lot lines. This built form is consistent with typical built form typologies illustrated in the Centretown Community Design Plan.

The proposed zoning standards uphold the intent of the Zoning By-law to regulate residential development in a manner that achieves compatibility with existing land use patterns. The sensitive approach to building design is compatible with adjacent mid-rise development, respectful of adjacent low-rise development, and reinforces desirable streetscape patterns.

The proposed partial redevelopment of the subject site supports good planning principles. It is demonstrated that impacts on the surrounding area have been assessed comprehensively and compatibility is achieved with adjacent uses and building forms. The proposal successfully bridges the disconnect that often occurs where intensification is contemplated in areas with existing heritage attributes.

The proposal is consistent with provincial and municipal planning direction which encourages residential intensification within built up areas where it is supported by adequate transit and transportation facilities and compatible with the existing or planned function of an area. The proposal contributes to the growth of Centretown in a manner that respects its valued heritage character. The development meets functionality, compatibility and urban design criteria and represents good land use planning.

## NOVATECH

Prepared By:



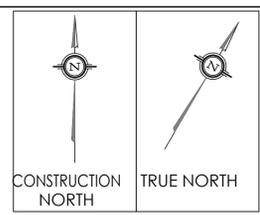
**Kayla Blakely, B.E.S. (PI)**  
Planner

Reviewed By:



**Gregory A. Mignon, RPP, MCIP**  
Director, Planning and Development

Appendix A  
Site Plan & Building Elevations



KEY PLAN: N.T.S.

**City of Ottawa Zoning By-law 2008-250**  
**Zoning Information: R5B (Residential Fifth Density Zone, Subzone B)**  
**Proposed Apartment Dwelling, Mid-rise**

Zoning Mechanism	Required	Provided
R5B Provisions (Sections 163 & 164)		
Min. Lot Area	675m <sup>2</sup>	1614m <sup>2</sup>
Min. Lot Width	22.5m	33.23m
Max. Building Height	Varies	21.5m
Min. Front Yard Setback		
Existing Portion of Building	3m	3.92m
Proposed Portion of Building		floors=11.13m 5th floor = 12.66m 6th floor = 13.92m
Min. Corner Side Yard Setback		
Existing Portion of Building	3m	0.79m*
Proposed Portion of Building		2.29m
Min. Rear Yard Setback		
Existing Portion of Building	7.5m	N/A
Proposed Portion of Building		1st-3rd Floors = 2.57m 4th-6th Floors = 3.48m
Min. Interior Side Yard Setback		
Existing Portion of Building	7.5m	0.28m*
Proposed Portion of Building		2.5m
Min. Landscaped Area	30%	36.53%
Parking Provisions (Sections 101, 102 & 111)		
Min. Parking Spaces (Area X)		29 Spaces
Resident = #units - 12 x 0.5 spaces/unit, minus 10		
65-12=53x0.5=26.5-2.65=23.85	24 spaces	
Min. Visitor Parking Spaces (Area X)		
Visitor = #units - 12, multiplied by 0.1 spaces/unit		
65-12=53x0.1=5.3	5 spaces	
Min. Bicycle Parking Spaces	31 spaces	57 Spaces
Amenity Area Provisions (Section 137)		
Min. Total Amenity Area	390m <sup>2</sup>	941.41m <sup>2</sup>
Min. Communal Amenity Area	195m <sup>2</sup>	367.05m <sup>2</sup>

\* Existing Non-complying Condition

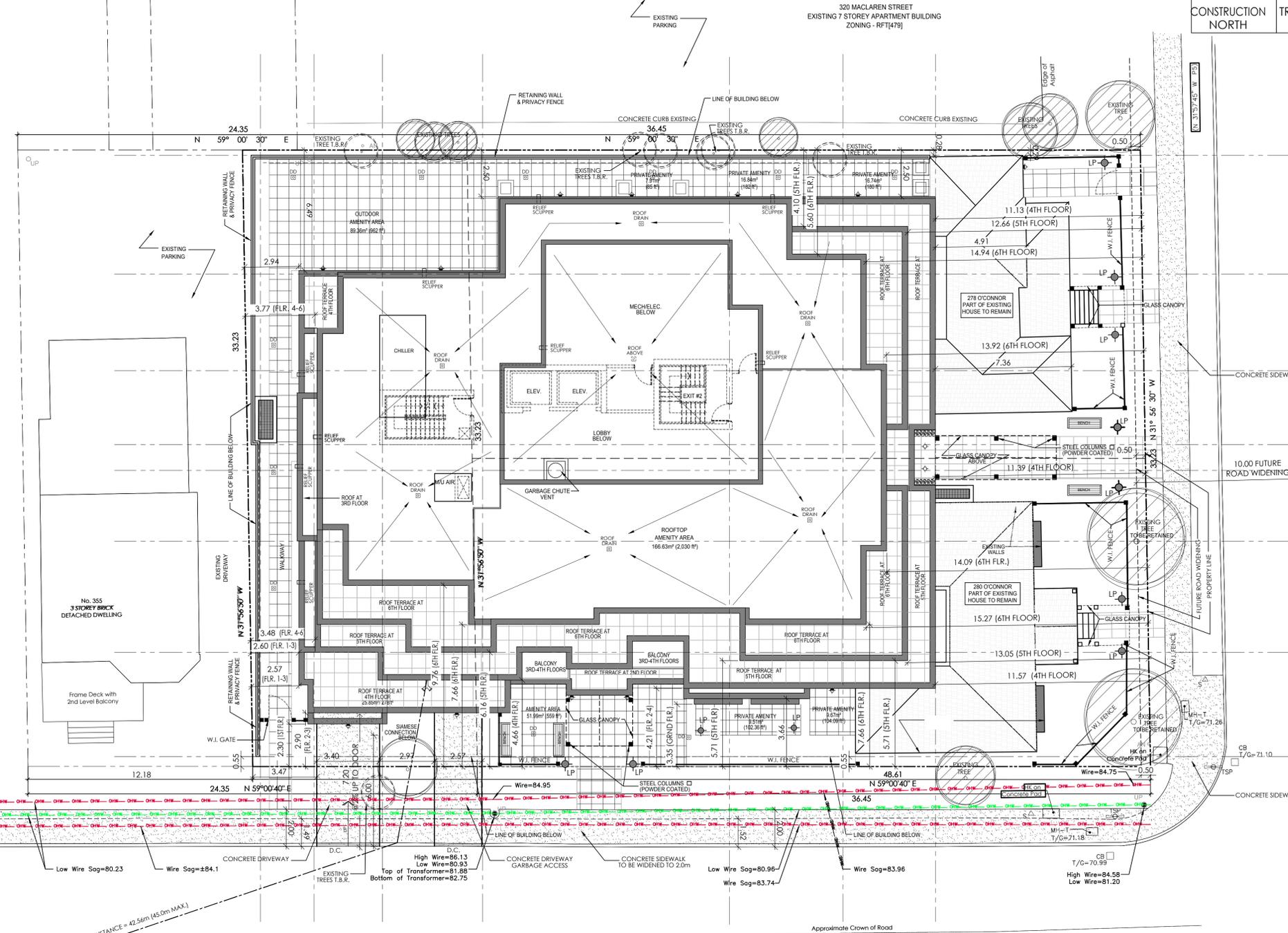
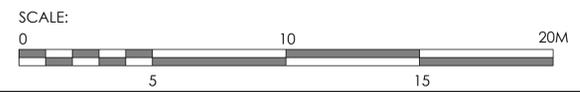
**BUILDING INFORMATION**  
**6 STOREY APARTMENT BUILDING**

FLOOR	UNIT TYPE	UNITS
GROUND FLOOR -	5- 1 BEDROOM	6 UNITS
1- STUDIO		
SECOND FLOOR -	8- 1 BEDROOM	12 UNITS
4- 2 BEDROOM		
THIRD FLOOR -	8- 1 BEDROOM	12 UNITS
4- 2 BEDROOM		
FOURTH FLOOR -	8- 1 BEDROOM	12 UNITS
4- 2 BEDROOM		
FIFTH FLOOR -	7- 1 BEDROOM	10 UNITS
3- 2 BEDROOM		
SIXTH FLOOR -	8- 2 BEDROOM	8 UNITS
		60 UNITS TOTAL

**EXISTING HOUSES**  
 3- 1 BEDROOM  
 1- 2 BEDROOM  
 1- 4 BEDROOM  
 5- UNITS TOTAL

REFER TO SP-1a FOR DEMOLITION SITE PLAN  
 SITE PLAN TO BE READ IN CONJUNCTION WITH  
 - LANDSCAPE PLAN PREPARED BY:  
 NOVATECH ENGINEERING CONSULTANTS LIMITED  
 SUITE 200- 240 MICHAEL COWPLAND DRIVE  
 OTTAWA ON K2M 1P6  
 - SITE SERVICING, GRADING & STORM WATER  
 MANAGEMENT PLANS PREPARED BY:  
 NOVATECH ENGINEERING CONSULTANTS LIMITED  
 SUITE 200- 240 MICHAEL COWPLAND DRIVE  
 OTTAWA ON K2M 1P6

SITE INFORMATION DERIVED FROM  
 TOPOGRAPHIC PLAN OF SURVEY OF  
 LOTS 12 AND 13 (WEST O'CONNOR STREET)  
 AND LOT 43 AND PART OF LOT 42 (NORTH GILMOUR STREET)  
 REGISTERED PLAN 15558, CITY OF OTTAWA  
 PREPARED BY, FARLEY, SMITH & DENIS SURVEYING LTD., FEB.  
 4th, 2019



GILMOUR ST.

SITE PLAN  
 SCALE= 1:125

- LEGEND:**
- POT LIGHT
  - LAMP POST
  - WALL SCONCE
  - UTILITY POLE
  - TRAFFIC SIGNAL POLE
  - SIGN
  - FIRE HYDRANT

**GENERAL NOTES:**

1. THE CONTRACTOR IS RESPONSIBLE FOR CHECKING AND VERIFYING ALL DIMENSIONS. ANY DISCREPANCY MUST BE REPORTED TO M. DAVID BLAKELY ARCHITECT INC.
2. ALL WORK AND MATERIALS TO BE IN COMPLIANCE WITH ALL CODES, REGULATIONS, & BY-LAWS.
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**M. David Blakely Architect Inc.**  
 2200 Prince of Wales Dr., Suite 101  
 Ottawa, Ontario K2E 6Z9  
 Phone (613) 226-8811 Fax (613) 226-7942

**PROJECT:**  
 6 STOREY APARTMENT BUILDING  
 280 O'CONNOR ST.  
 OTTAWA, ONTARIO

**CLIENT:**  
 AK GLOBAL MANAGEMENT INC.  
 680 Eagleson Road, P.O. Box 45011  
 Ottawa, Ontario K2M 2G9

**DRAWING TITLE:**  
 SITE PLAN

**DATE:** JULY, 2019  
**SCALE:** 1 : 125  
**CHECKED:** MDB

**SHEET NO. / REV. NO.:**  
 SP-1  
 RXX



EAST ELEVATION - O'CONNOR ST.  
SCALE= 1:125

LIST OF MATERIALS

- 1- BRICK (SIMILAR TO EXISTING BUILDINGS)
- 2- BRICK (BLACK)
- 3- URBAN ACCENT PANELS
- 4- ALUMINUM PANEL
- 5- WINDOW - CLEAR-LOW 'E' THERMOPANE  
EXTRUDED ALUMINUM FRAMES
- 6- W.I. RAILING
- 7- GLASS CANOPY ON STEEL FRAME (SQUARE-POWDER  
COATED)
- 8- GLASS GUARD
- 9- JULIET BALCONY



SOUTH ELEVATION - GILMOUR ST.  
SCALE= 1:125

**M. David Blakely  
Architect Inc.**  
2200 Prince of Wales Dr. - Suite 101  
Ottawa, Ontario K2E 6Z9  
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SEAL

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4.	16/07/19	FOR CONSULTANTS	JB
3.	20/06/19	FOR REVIEW	JB
2.	27/12/18	FOR REVIEW	JB
1.	07/12/18	FOR REVIEW	JB

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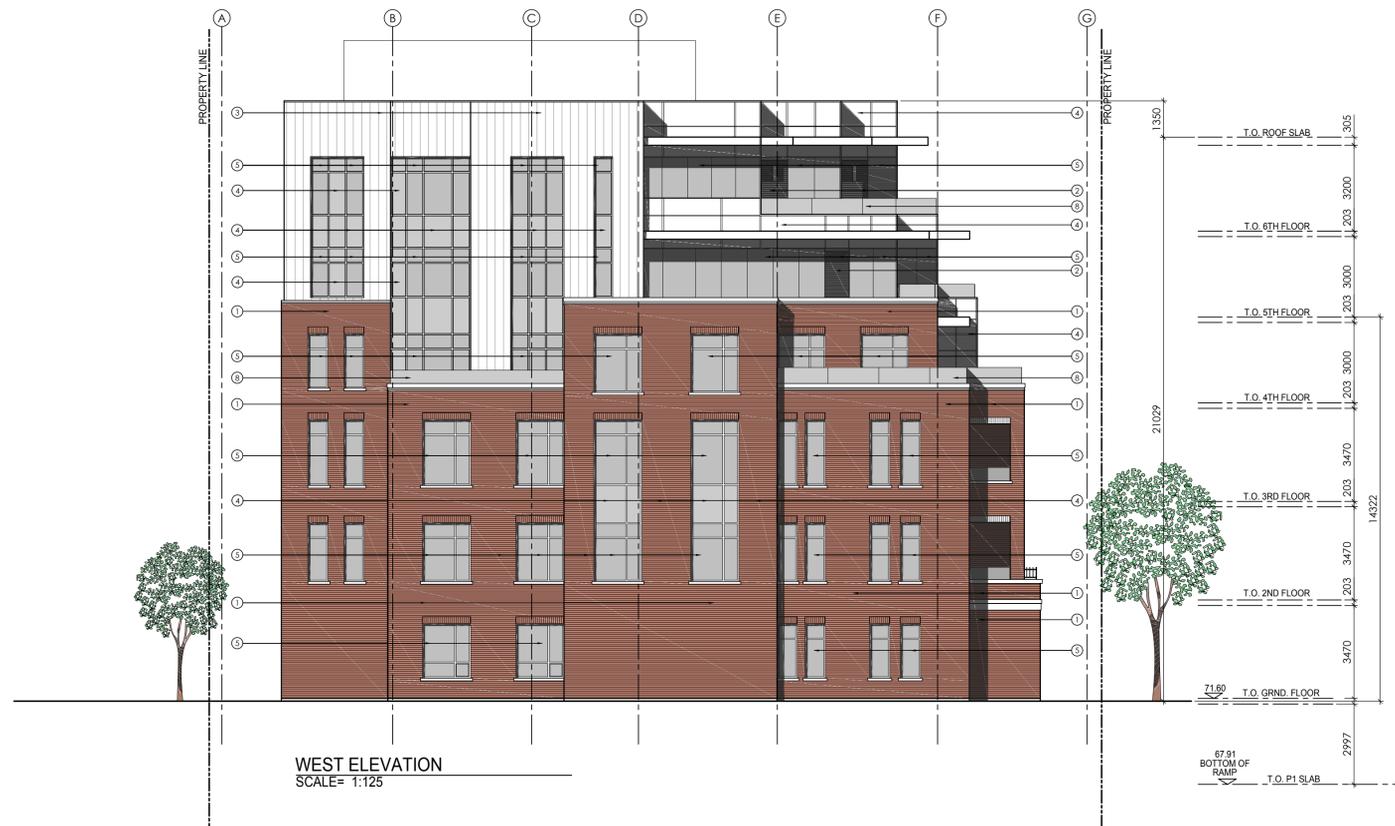
PROJECT:  
**6 STOREY APARTMENT BUILDING  
280 O'CONNOR ST.  
OTTAWA, ONTARIO**

CLIENT:  
**AK GLOBAL MANAGEMENT INC.  
680 Eagleson Road, P.O. Box 45011  
Ottawa, Ontario K2M 2G9**

DRAWING TITLE:  
**EAST & SOUTH ELEVATIONS**

DATE: DEC. 2018  
SCALE: 1 : 100  
SHEET NO. REV NO.: **E1**

DRAWN BY: JB  
CHECKED: MDB



LIST OF MATERIALS

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680 Eagleson Road, P.O. Box 45011  
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**NORTH & WEST ELEVATIONS**

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