

**Subject: Application for Demolition and New Construction at 381 Kent Street, a
Property Designated under Part V of the *Ontario Heritage Act* as part of the
Centretown Heritage Conservation District**

File Number: ACS2024-PDB-RHU-0054

Report to Built Heritage Committee on 9 July 2024

And Planning and Housing Committee on 28 August 2024

and Council 4 September 2024

**Submitted on June 26, 2024 by Court Curry, Manager, Right of Way, Heritage, and
Urban Design Services, Planning, Development and Building Services**

Contact Person: Ashley Kotarba, Planner II, Heritage Planning Branch

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Ward: Somerset (14)

**Objet: Demande de démolition et de nouvelle construction au 381, rue Kent, une
propriété désignée en vertu de la partie V de la *Loi sur le patrimoine
de l'Ontario* et située dans le district de conservation du patrimoine
du centre-ville**

Dossier: ACS2024-PDB-RHU-0054

Rapport au Comité du patrimoine bâti

le 9 juillet 2024

**et au Comité de l'urbanisme et du logement 28 août 2024 et au Conseil le 4
septembre 2024**

**Soumis le 26 juin 2024 par Court Curry, Gestionnaire, Services des emprises, du
patrimoine, et du design urbain, Direction générale des services de la
planification, de l'aménagement et du bâtiment**

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Quartier: Somerset (14)

REPORT RECOMMENDATION(S)

That the Built Heritage Committee and Planning and Housing Committee recommend that Council:

- 1. Approve the application for demolition at 381 Kent Street;**
- 2. Approve the application for new construction at 381 Kent Street according to plans prepared by Neuf Architects, dated September 5, 2023, conditional upon;**
 - a. The applicant providing samples of all final exterior materials for approval by Heritage Staff prior to the issuance of the building permit.**
 - b. The applicant providing a copy of the building permit plans to heritage staff at the time of the submission of the building permit application. The submission shall clearly identify any changes from the approved heritage permit and include a list and explanation of proposed changes.**
- 3. Delegate the authority for minor design changes and clearance of conditions to the Program Manager, Heritage Planning Branch, Planning, Development and Building Services Department;**
- 4. Approve the issuance of a heritage permit with a three-year expiry from the date of issuances unless otherwise extended by Council.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité du patrimoine bâti et le Comité de la planification et du logement recommandent ce qui suit au Conseil :

- 1. Approuver la demande de démolition visant le 381, rue Kent.**
- 2. Approuver la demande de construction au 381, rue Kent, selon les plans préparés par Neuf Architects et datés du 5 septembre 2023, sous réserve des conditions suivantes :**
 - a. que le requérant soumette des échantillons de tous les matériaux de revêtement extérieur finaux à l'approbation du personnel responsable du patrimoine avant la délivrance du permis de construire;**

- b. que le requérant fournisse au personnel chargé du patrimoine, au moment de présenter sa demande de permis de construire, un exemplaire des plans associés au permis de construire; cette demande doit mentionner clairement tout changement par rapport au permis en matière de patrimoine approuvé, et comprendre une liste et une explication des modifications proposées.
3. Déléguer au gestionnaire de programme, Direction de la planification du patrimoine, Direction générale des services de la planification, de l'aménagement et du bâtiment, le pouvoir d'apporter des changements mineurs de conception et de vérifier le respect des conditions imposées.
4. Approuver la délivrance du permis en matière de patrimoine et fixer sa date d'expiration à trois ans après la date de délivrance, sauf si sa validité est prolongée par le Conseil municipal.

BACKGROUND

The property at 381 Kent Street is designated under Part V of the *Ontario Heritage Act* as part of the Centretown Heritage Conservation District (HCD). The subject property is on the western edge of the HCD and has three street frontages, on Kent, Gilmour, and James Streets. The property contains a large parking lot and a five-storey office building. The building was constructed 1972-1973 in the Post-Modern and Brutalist style, featuring a rhythmic window pattern, and arcaded ground floor. The property is considered a non-contributing property within the Centretown HCD, see Documents 1-3 for location map, site photos and heritage survey form.

Centretown Heritage Conservation District

The Centretown HCD was designated under Part V of the *Ontario Heritage Act* (OHA) in 1997. In 2022, a new HCD Plan, applying to both the Centretown HCD and the Minto Park HCD, was approved by Council following the conclusion of the Centretown Heritage Study. This HCD Plan replaces the original management guidelines for the Centretown HCD and is in full force and effect as of October 18, 2022.

The cultural heritage value of the Centretown HCD lies in its role as an early residential neighbourhood within the larger area of Centretown. The HCD features a mix of housing types including large architect-designed houses, high style and vernacular detached dwellings, row houses, apartment buildings, and small dwellings. Further, cultural heritage value is derived from its associated commercial corridors and institutions. For a complete description of the HCD's cultural heritage value, please refer to Document 4 - Statement of Cultural Heritage Value.

This report has been prepared following receipt of an OHA application to demolish the existing building and construct a nine-storey, 218-unit residential building. Under the OHA, applications for demolition and new construction in HCDs require the approval of City Council. In addition to approval under the OHA, the subject proposal requires Zoning By-law Amendment to rezone the property from Residential Fourth Density, Subzone UD, to Residential Fifth Density, Subzone Z.

DISCUSSION

Project Description

The heritage permit application is for the demolition of the building at 381 Kent Street, and the construction of a nine storey 218-unit residential building with commercial space at grade. The proposed building has an irregularly shaped plan and takes advantage of the three street frontages by having ground-oriented units on the two side streets, and a large setback and park at the corner of Kent and James Streets. The lower seven floors will be clad in red brick, with the upper two storeys in a light-colour aluminum panel. The building is highly articulated featuring inset balconies, cutouts, and a ground floor arcade. The site plan, elevations, and renderings of the proposed building are attached to this report as Documents 5, 6, and 7.

The subject application is accompanied by a Heritage Impact Assessment (HIA), attached as Document 8 that assesses the impact of the proposed demolition and new construction on the character of the Centretown HCD. The HIA addresses the relevant policies and guidelines set out in the HCD Plan.

Centretown and Minto Park HCD Plan

Applications for demolition and new construction in the Centretown HCD are reviewed for consistency with the Plan's Statement of Objectives, Statement of Cultural Heritage Value and identified heritage attributes. All proposed alterations must comply with the policies and guidelines established by the Plan. The following sections of the HCD plan set out guidelines and policies specifically relevant to the subject proposal:

- Section 5.0 – Demolition
- Section 9.0 – New Construction

The HCD plan categorizes all properties as contributing or non-contributing. The HCD Plan identifies the subject property as non-contributing.

Recommendation 1

The HCD Plan anticipates that non-contributing buildings in the heritage conservation

district may be demolished and replaced. Staff have no objection to the demolition of this structure, given its limited cultural heritage value.

Recommendation 2

Several positive design elements have been incorporated into the proposal to achieve compliance with the new construction guidelines outlined in Section 9 of the HCD Plan, thereby mitigating its impact on the HCD and contributing to its cultural heritage value. Some of the proposed building's design elements include:

- Its height and massing, which employs step backs at the third and eighth storeys so that the mid-rise scale of the building is in keeping with the surrounding context. In order to assist with transition to the lower scale buildings on James Street, the corners of the proposed building have been cut out to reduce the mass and provide relief.
- Its materiality, consisting primarily of red brick, with light-coloured aluminum panels on the upper two storeys. The use of brick relates to the character of Centretown with red brick being the primary cladding material found in the neighbourhood.
- Its architectural expression and shape of the building, being a modified H-shape. Historically, apartment buildings in Centretown were either in a U or H shape, with a central entrance in a courtyard. The proposed plan is a modified H-shaped building with a large courtyard, reflective of this historic style. Furthermore, an arcade is proposed along Kent Street, reminiscent of the arcade on the existing building to be demolished.
- Its large setback along Kent Street allowing for a park and courtyard in front of the building. Additionally, the setbacks along James and Gilmour Streets allow for new street trees, which will help to re-establish the tree canopy and mitigate the impact of the additional height on this site.

The design of the proposed building is compliant and consistent with the policies and guidelines of HCD Plan section 9.0 – New Construction. The proposed building is built to an appropriate scale and setback for the area's historic context and character, is clad in compatible materials, and includes design elements that reflect the broader character of the area and its immediate context.

Standards and Guidelines for the Conservation of Historic Places in Canada

City Council adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada ("Standards and Guidelines") in 2008. This document

establishes a consistent set of conservation principles and guidelines for projects involving heritage resources. The Centretown and Minto Park Heritage Conservation District Plan was based on the principles included in the Standards and Guidelines. As such, applications in the HCD are reviewed using the policies and guidelines in the HCD Plan which are more contextually specific than the Standards and Guidelines.

Heritage Impact Assessment

Section 4.5.2 (2) of the City of Ottawa Official Plan requires that a Heritage Impact Assessment (HIA) be submitted where a proposed development has the potential to adversely affect a heritage resource. A Heritage Impact Assessment was prepared for this proposal by Commonwealth Historic Resource Management and is attached as Document 8. Heritage staff have reviewed the document and have determined that it meets the requirements of the City's Guidelines for HIAs.

The HIA concludes that:

The new development at 381 Kent Street is a well thought out design that supports the objectives, the policies, and guidelines of the Centretown Heritage Conservation District Plan. It reintroduces a pedestrian oriented public realm, that is setback enough to allow for the re-introduction of street trees and provides a public realm that is well proportioned in relation to height of the new building. The design offers a sympathetic approach to integrating a contemporary expression that respects the existing community values and will help stabilize the quality of the pedestrian experience along this section of Kent Street.

Heritage staff generally concur with the findings of the HIA.

Conclusion

Staff have reviewed the application for demolition and new construction at 381 Kent Street against the policies and guidelines of the Centretown and Minto Park HCD Plan. Considering that the proposal contributes to achieving the broader city goal of intensification, and that the design of the proposed building is compliant and consistent with the policies and guidelines of the HCD Plan, staff have no objections to its approval.

Recommendation 3

Delegate authority for minor design changes to the Program Manager, Heritage Planning Branch, Planning, Development and Building Services Department.

Minor design changes may emerge during the working drawing phase of a project. This recommendation is included to allow Planning, Development and Building Services

Department to approve these changes should they arise as well as providing authority for the Program Manager, Heritage Planning to clear any conditions on the heritage permit.

Recommendation 4

Issue the heritage permit with a three-year expiry date from the date of issuance.

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A three-year expiry date is recommended to ensure that the project is completed in a timely fashion.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2020.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendations.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

CONSULTATION

Application materials were posted on the City's Development Application website on May 31, 2024.

Heritage Ottawa was notified of this application and offered the opportunity to provide comments.

The Centretown Community Association was notified of the application on June 3, 2024.

Neighbours within 30 metres of the property were notified of this application and offered an opportunity to comment at the Built Heritage Committee meeting.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with the report.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on September 5, 2024

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Site Photos

Document 3 Heritage Survey Form

Document 4 Statement of Cultural Heritage Value, Centretown Heritage Conservation District

Document 5 Site Plan

Document 6 Elevations

Document 7 Renderings


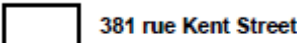

Document 8 Heritage Impact Assessment

DISPOSITION

Office of the City Clerk, Council and Committee Services, to notify the property owner and the Ontario Heritage Trust, 10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

Document 1 Location Map



		LOCATION MAP / PLAN DE LOCALISATION HERITAGE / PATRIMOINE	
D09-01-KENT381	24-0580-D		
I:\CO\2024\Heritage\Kent_381			
<small>©Parcel data is owned by Termet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY. ©Les données de parcelles appartiennent à Termet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. Ceci n'est PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2024 / 05 / 29			

Document 2 Site Photos



381 Kent Street. June 2024



North façade of 381 Kent Street. June 2024




381 Kent Street, southwest corner. Google July 2023



381 Kent Street, from James Street. Google October 2020

Document 3 Heritage Survey Form

Image	
ID	2925488000001028342
PIN	041190081
Multi-parcel split	
ADDRESS_NUMBER	381
ROAD_NAME	KENT
SUFFIX	ST
DIR	
Character Area	West of Bank
Building Name (original/official)	
Year of construction	
Year of construction is:	
Source(s) of Construction Year	
Period of Development	1951-1976
Heritage recognition	Part of Centretown HCD (Part V)
Architect/Designer/Bullder	
Source of attributed architect	
Massing	Low Rise (1-5 storeys)

Roof Shape	Flat
other roof shape:	
Cladding	Concrete - cast Glass - curtain wall
Other/Specific Cladding	
Style	Brutalism Post-Modernism Vernacular
other style	
Centretown type	
Building Typology	Auto-Oriented Commercial Office Building Parking lot
other typology	
Conversion	
Property Features	Other
other property features	Large parking lot surrounding building
Design: This property demonstrates a high degree of	
Design: This property's style, type or expression is	
Design comments	Arcaded streetfront
History: see Historic Context Statement for analysis of relevant historic context	
History: Associated theme, event, person, group, and/or architect will be identified and addressed if a detailed assessment is undertaken	
Context: How does this property contribute to the character of this sub-area?	
Context: This property is a component of a	

Context comments: see historic context statement for description of Centretown and area attributes	
Inventory Classification:	NC - No Classification
Final Inventory Category:	Non-contributing

Document 4 Statement of Cultural Heritage Value, Centretown Heritage Conservation District

Both Centretown and Minto Park, as part of the City of Ottawa are built on unceded Algonquin Anishinabe territory. The peoples of the Algonquin Anishinabe Nation have lived on this territory for millennia. Their culture and presence have nurtured and continue to nurture this land.

The cultural heritage value of the Centretown and Minto Park Heritage Conservation Districts lies in their role as early residential neighbourhoods within the larger area of Centretown with a mix of housing types including large architect-designed houses for the wealthy, primarily located along Metcalfe Street leading to the Victoria Memorial Museum (now known as the Canadian Museum of Nature), high style and vernacular detached dwellings, row houses, and apartment buildings constructed for the middle class, and small working class dwellings. In addition, its value is derived from its associated commercial corridors and institutions.

The development of the Districts, primarily built from the 1870s until 1914, are closely linked to Parliament Hill and its functions. Their proximity to Parliament Hill and pleasant neighbourhood character resulted in them being the home of a number of prominent Canadians throughout their long history.

The development of the Districts, primarily built from the 1870s until 1914, are closely linked to Parliament Hill and its functions. Their proximity to Parliament Hill and pleasant neighbourhood character resulted in them being the home of a number of prominent Canadians throughout their long history.

For many years, a large proportion of the Districts' inhabitants worked either on Parliament Hill or in shops and offices nearby, establishing strong links between the areas that are evident today in the street layout and land uses.

As a neighbourhood with a wide range of housing types, Centretown has been the home of a cross-section of Ottawa society, including prominent politicians, and lumber barons, as well as diplomats, civil servants, students, labourers and small business owners. Noted for its transitory population, Centretown has traditionally been the Ottawa neighbourhood of choice for members of Parliament. Among them former prime ministers William Lyon MacKenzie King, Joe Clark and Kim Campbell. The neighbourhood was also home to lumber baron J.R. Booth, hardware merchant Thomas Birkett, ethnologist and folklorist Marius Barbeau and author Timothy Findley.

Prominent 19th and 20th century residents included Sir Clifford Sifton, whose policies led to the settling of the West and Duncan Campbell Scott, a poet and civil servant.

Both men were involved in the establishment of the residential school system that removed First Nations children from their homes and families and sent them to boarding schools where they were forbidden from speaking their language and were the victims of abuse and neglect. Generations of First Nations children were sent to residential schools, the difficult legacy of which continues today.

The houses around Minto Park were particularly desirable as they faced the park, with its attractive pathways and amenities. They demonstrate a wide range of styles and types, typical of the larger Centretown area.

As an early Ottawa neighbourhood, Centretown was also the home of a number of local institutions that served the neighbourhood and the city as a whole. These included, the Protestant Orphan's Home (demolished 1935) which was replaced by the Elgin Theatre in 1937, many churches, and Elgin Street Public School. Other clubs and institutions were also located in the HCDs. The City's Central Library, a Carnegie Library was located to the north of the Centretown HCD at the corner of Metcalfe Street and Laurier Avenue, across the street from the YMCA. The area was also the site of four theatres, the Phoenix (originally Rialto), the Elgin, the Somerset, and the Imperial theatres (the former occupant of Barrymore's) theatres.

Throughout its history, new arrivals have gravitated to Centretown, as a downtown neighbourhood with a range of housing options. By the end of the 19th century, there was an established Chinese community in Centretown, with Dominion Chalmers Church, 355 Cooper Street, offering Christian instruction in Chinese as early as 1893. There was also a significant Jewish community in Centretown in the early 20th century, with many members of the community operating small businesses such as fruit stores and tailor shops on Bank and Elgin Streets.

A significant population of single women also lived in Centretown starting in the early 20th century. Many young women moved to the area when the civil service expanded to respond to the crisis of the First World War, often working in positions previously occupied by men. Others left farms in the Ottawa Valley where there were no opportunities for young women, often becoming domestic servants or working in shops. Many of these women remained in Centretown, living in boarding houses, single rooms or in the modern apartment buildings found throughout Centretown.

In addition to its links to Ottawa's role as the national capital, Centretown has heritage value for its association with important themes in local history. The neighbourhood has a long association with early community activism and affordable housing. Minto Park itself was created following a petition from residents of Lewis and Gilmour Streets to the City of Ottawa Board of Park Management. The City purchased the land from J.R Booth

and created Minto Square. In the 1960s and 70s rapid change and development occurred in Centretown with low rise residential buildings being replaced with concrete slab high rises or office buildings. The Centretown Citizens Ottawa Corporation (CCOC) was formed in 1974 as an off-shoot of the Centretown Citizens Community Association, with the goal of maintaining Centretown's residential character by creating affordable stable rental housing. The CCOC now owns almost 1600 units. There are also several examples of housing co-ops including the Shefford, 300 Cooper Street, an early 20th century apartment building, and the Abiwin Co-op, 299 Somerset Street West, which incorporates several historic buildings.

Over time, many residents chose to stay in the area because of its mixed character and eventually Centretown became associated with a diverse range of people. Ottawa's Gay Village was established here and many early events in the city's gay rights movement happened in the neighbourhood. Centretown continues to be the site of many of Ottawa's LGBTQ2S activities.

Minto Park has played a role for many years as a rallying point for protests and marches on Parliament Hill because its central location and open spaces made it relatively simple to organize large numbers of people prior to marching on Parliament Hill. The politicization of the space increased when it became the site of the City's memorial to the École Polytechnique shootings and has remained a place to protest violence against women and hold vigils.

Centretown's cultural heritage value is also associated with national institutions and headquarters and foreign legations that reflect Ottawa's role as the nation's capital. Some of these include the Nigerian High Commission, the Hungarian Embassy, the Ukrainian Embassy, the Museum of Nature, the Public Service Alliance of Canada (PSAC) Headquarters and the Royal Society of Canada. Other smaller organizations and lobby groups have offices throughout Centretown, and even when they have no street presence, they contribute to the character of Centretown as a neighbourhood influenced by the proximity of Parliament Hill.

The Museum of Nature plays a special role in the Centretown area and the Centretown HCD in particular, as a beloved and much-visited landmark. The green spaces around it are a valuable urban amenity and feature outside displays associated with the Museum. Originally the site of the Stewart Estate, the Museum remains a focal point of the south end of the neighbourhood. Currently flanked by structures built as single detached dwellings, the low-rise character of McLeod and O'Connor Streets provides an attractive setting for the Museum that enhances its status as a landmark in the neighbourhood.