

4. **Application for new construction at 246 Gilmour Street, a property located in the Centretown Heritage Conservation District, designated under Part V of the *Ontario Heritage Act***

Demande de nouvelle construction visant le 246, rue Gilmour, une propriété située dans le district de conservation du patrimoine du centre-ville et désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario*

Committee recommendations

That Council:

1. **approve the application to construct a new building at 246 Gilmour Street according to plans submitted by Robertson Martin Architects, dated April 16, 2020 and received on April 17, 2020; conditional upon:**
 - a. **the applicant providing samples of the exterior cladding materials for approval by Heritage staff prior to the issuance of a building permit;**
2. **delegate authority for minor design changes to the General Manager, Planning, Infrastructure and Economic Development; and**
3. **approve the issuance of the heritage permit with a three-year expiry date from the date of issuance unless otherwise extended by Council.**

Recommandations du Comité

Que le Conseil :

1. **approuve la demande de construction d'un nouvel immeuble au 246, rue Gilmour, conformément aux plans soumis par la firme Robertson Martin Architects, datés du 16 avril 2020 et reçus le 17 avril 2020, sous réserve de la condition suivante :**
 - a. **que le requérant fournisse des échantillons des matériaux de revêtement extérieur, aux fins d'approbation par le personnel responsable du patrimoine, avant qu'on ne lui délivre permis**

de construire;

- 2. délègue au directeur général de Planification, Infrastructure et Développement économique le pouvoir d'effectuer des changements mineurs de conception;**
- 3. approuve la délivrance du permis en matière de patrimoine et de fixer sa date d'expiration à trois ans après la date de délivrance, sauf si le permis est prolongé par le Conseil municipal.**

Documentation/Documentation

1. Manager's report, Right of Way, Heritage and Urban Design Services, Planning, Infrastructure and Economic Development Department, dated April 20, 2020 (ACS2020-PIE-RHU-0014)

Rapport du Gestionnaire, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 20 avril 2020 (ACS2020-PIE-RHU-0014)

2. Extract of draft Minutes, Built Heritage Sub-committee, June 9, 2020

Extrait de l'ébauche du procès-verbal du Sous-comité du patrimoine bâti, le 9 juin 2020

3. Extract of draft Minutes, Planning Committee, June 25, 2020

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 25 juin 2020

**Report to
Rapport au:**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
June 9, 2020 / 9 juin 2020**

and / et

**Planning Committee / Comité de l'urbanisme
June 25, 2020 / 25 juin 2020**

**and Council / et au Conseil
July 8, 2020 / 8 juillet 2020**

**Submitted on April 20, 2020
Soumis le 20 avril 2020**

**Submitted by
Soumis par:
Court Curry,**

Manager / Gestionnaire,

**Right of Way, Heritage and Urban Design Services / Services des emprises, du
patrimoine et du design urbain**

**Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'Infrastructure et du développement économique**

**Contact Person
Personne ressource:**

Anne Fitzpatrick,

**Planner / Urbaniste, Development Review Services / Services d'Examen des
projets d'aménagement, Heritage Services Section / Section des Services du
Patrimoine**

613-580-2424, 25651, Anne.Fitzpatrick@ottawa.ca

Ward: SOMERSET (14)

File Number: ACS2020-PIE-RHU-0014

**SUBJECT: Application for new construction at 246 Gilmour Street, a property
located in the Centretown Heritage Conservation District, designated**

under Part V of the *Ontario Heritage Act*

OBJET: Demande de nouvelle construction visant le 246, rue Gilmour, une propriété située dans le district de conservation du patrimoine du centre-ville et désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario*

REPORT RECOMMENDATIONS

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council:

1. Approve the application to construct a new building at 246 Gilmour Street according to plans submitted by Robertson Martin Architects, dated April 16, 2020 and received on April 17, 2020; conditional upon:
 - a. The applicant providing samples of the exterior cladding materials for approval by Heritage staff prior to the issuance of a building permit;
2. Delegate authority for minor design changes to the General Manager, Planning, Infrastructure and Economic Development; and
3. Approve the issuance of the heritage permit with a three-year expiry date from the date of issuance unless otherwise extended by Council.

RECOMMANDATIONS DU RAPPORT

Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil :

1. d'approuver la demande de construction d'un nouvel immeuble au 246, rue Gilmour, conformément aux plans soumis par la firme Robertson Martin Architects, datés du 16 avril 2020 et reçus le 17 avril 2020, sous réserve de la condition suivante :
 - a. que le requérant fournisse des échantillons des matériaux de revêtement extérieur, aux fins d'approbation par le personnel responsable du patrimoine, avant qu'on ne lui délivre permis de construire;
2. de déléguer au directeur général de Planification, Infrastructure et

Développement économique le pouvoir d'effectuer des changements mineurs de conception;

- 3. d'approuver la délivrance du permis en matière de patrimoine et de fixer sa date d'expiration à trois ans après la date de délivrance, sauf si le permis est prolongé par le Conseil municipal.**

BACKGROUND

The property at 246 Gilmour Street is a vacant, through-lot between Gilmour Street and Lewis Street, located east of Metcalfe Street (see Location Map and Photos in Documents 1 and 2). The former two-and-a-half storey house on the site was demolished in 2003. The property is located in the Centretown Heritage Conservation District (HCD), which was designated under Part V of the *Ontario Heritage Act* by the City of Ottawa in 1997.

The Centretown HCD was designated in 1997 for its cultural heritage value as a late 19th and early 20th century residential community within walking distance of Parliament Hill. It features a variety of building types including single-detached, semi-detached and row houses and small apartment buildings constructed in the late 19th and early 20th century and is unified by the dominance of red brick and wood (see Statement of Significance in Document 3).

This application is to permit the construction of a new building on a vacant lot. The proposed structure is a six-storey, flat roofed building, clad in red brick with a stone clad foundation. This report has been prepared because City Council approval is required for all applications for new construction in Heritage Conservation Districts.

This proposal also requires a Zoning By-law amendment and Site Plan Control, which have been submitted concurrently. The Zoning By-law amendment is anticipated to be considered by Planning Committee and Council, together with this report, at their upcoming meetings. A building permit under the *Building Code Act* will also be required.

DISCUSSION

Project Description

The proposal is for the construction of a new building on a vacant lot, created when a two-and-a-half storey house on the site was demolished in 2003. The proposed building is a six-storey, flat-roofed apartment building with a mix of unit sizes. The building is primarily clad in red brick with a stone clad foundation. The mechanical penthouse and

portions of the east and west façades will be clad in grey metal panels. There are balconies on the fourth storey and a rooftop terrace (see Site Plan, Elevations and Renderings in Documents 4, 5, and 6).

The primary façade on Gilmour Street has a step-back at the third storey articulated by a metal cornice and a matching cornice at the sixth storey. The windows are rectangular and arranged symmetrically with sills and lintels. There is brick detailing above the windows on the east and west façades. The primary entranceway is recessed on the east side of the building with a canopy. On the south façade, facing Lewis, there is a second entranceway and one parking space.

The proposed landscape alterations are to remove the existing trees on the site, which are primarily located along a fence on the eastern portion of the property. The existing trees have been identified as non-native, invasive and in poor condition. The proposed landscape plan includes several low plantings and shrubs (see Landscape Plan in Document 7).

This application will also require Site Plan Control and a Zoning By-law Amendment, to amend the zoning on the property from Residential Fourth Density to Residential Fifth Density and for relief from site specific zoning provisions including minimum lot width, area, interior-side yard and the heritage overlay. An earlier version of the design was reviewed by the Urban Design Review Panel (UDRP) on March 6, 2020 and the current proposal reflects changes made as a result of the Panel's comments.

Recommendation 1

Centretown Heritage Conservation District Guidelines

The Centretown HCD Study has the following guidelines related to residential infill:

Residential Infill (Section VII.5.6)

Recommendations

1. All infill should be of contemporary design, distinguishable as being of its own time. However, it must be sympathetic to the heritage character of the area and designed to enhance these existing properties rather than calling attention to itself.

The new development meets the Centretown HCD guidelines as the design is contemporary, of its own time and sympathetic to the heritage character of the area.

Red brick, flat roofed buildings are typical of Centretown. This architectural typology is seen in a variety of early common building types that define the HCD including flat roofed semi-detached buildings (c. from 1876-1915), multi-unit rowhouses (c. 1876-1914) and the modest or H-Shaped walk-up apartment buildings (c. 1915-1950). The proposed new construction at 246 Gilmour Street is a modern interpretation of a typical Centretown red-brick flat-roofed building. Contemporary and distinguishable elements include the larger rectangular windows, the entranceway with metal columns and a straight canopy, and the metal panelling as a cladding accent. Sympathetic design elements that are inspired by the nearby heritage buildings include cornices, sills and lintels, brick detailing and the material palette of primarily brick and stone.

2. The form of new infill should reflect the character of existing buildings on adjoining and facing properties. The buildings should normally be three or four storeys in height, with massing and setbacks matching earlier rather than later patterns still evident in the immediate area.

This block of Gilmour Street currently has four buildings, two of which front onto Metcalfe and Elgin Street. The buildings have varied construction dates, heights and massing. To the west of the subject property, is a three-storey, brick apartment building built c. 1902-1912, which is a Category 2 building in the HCD. To the east is a surface parking lot for the Elgin Street Public School. Across Gilmour, to the north, is the Public Service Alliance of Canada Building, a landmark Modernist, elliptical, twelve-storey building, which was constructed c.1968. The High Commission of the Federal Republic of Nigeria, a three-storey building constructed c. 1970 is located to the south.

The proposed building at 246 Gilmour Street is six storeys in height, however, a step-back was included at the third storey. This step-back responds to the direction in the HCD Guidelines by reflecting the character of the three-storey flat-roofed building to the west and reducing the overall massing of the front façade. The proposed building is notably lower than the twelve-storey building across the street.

The proposed building complements the architectural character of Centretown. Its form and massing reflect buildings found throughout the HCD and identified in the Statement of Cultural Heritage Value. Although taller and narrower in its design, the rectangular flat-roof form of the building, reflects the character of the adjacent building at 285 Metcalfe, the Elgin Street Public School and the walk-up apartment buildings slightly to the north on Metcalfe Street. The scale of the building is appropriate to both to its immediate surroundings and the HCD as a whole (see Streetscape Elevation Document 8).

3. Single family homes, rowhouses, and townhouse developments should reflect the rhythm of early lot development, with gables, balconies, or other features providing an appropriate scale. Small multiple-unit residential developments should reflect the U-shaped and H-shaped patterns of earlier examples, with emphasis on the entrances.

The proposed building at 246 Gilmour is somewhat irregular in plan because of the recessed entrance and internally accommodated parking space. However, the overall appearance of the building is of a rectangular building in both plan and form, which is characteristic of Centretown. Small notches in the east and west façades of the building, clad in lighter metal panels, have been added. The notches will provide additional space and light to the adjacent properties and is a reference to the H-shaped patterns of earlier apartment buildings in Centretown.

The recessed entrance is not typical of Centretown but is proposed to accommodate a change in grade, servicing requirements and accessibility. To mitigate this impact, emphasis has been placed on creating a well-defined entranceway with columns and a flat canopy that serves as a modern interpretation of more typical Centretown porches.

The proposed building references the H-shaped pattern identified in the HCD Guidelines and the recessed entrance has been designed to be compatible with the character of Centretown.

4. Brick veneer should be the primary finish material in most areas, to maintain continuity with existing buildings. Trim materials would commonly be wood or metal; the details at cornices, eaves and entrances should be substantial and well detailed. Colours should be rich and sympathetic to existing patterns. Lighting should be discreet and can be used to highlight architectural features.

The proposed cladding for 246 Gilmour Street is red brick, with a stone clad foundation. The cladding reflects the typical material palette of Centretown and maintains continuity with the adjacent building at 285 Metcalfe Street. The grey metal panelling on the east and west façade has been used to articulate those façades and reduce the overall massing of the building. The metal cornices on the third and sixth storey are well detailed and add definition to the building. The rectangular windows are evenly spaced to create the sense of symmetry in the building.

The following additional guidelines from Section V11.5 Building Conservation and Infill Guidelines also applies to this application:

5. Because of the relatively high number of demolitions, many streetscapes are now interrupted by vacant lots. It is important to encourage infill development, and to promote design which is sympathetic to existing types and which re-establishes streetscape continuity.

The proposed new building will improve the streetscape continuity of Gilmour Street by filling a vacant lot in the HCD. The proposed building fits in well with the architectural character of Centretown.

Centretown Secondary Plan and Centretown Community Design Plan

Both the Centretown Secondary Plan and Centretown Community Design Plan (CDP) address the protection of heritage buildings. The Centretown Community Design Plan has guidelines for new buildings in the HCD, including: using step-backs to appropriately transition with adjacent building heights, using compatible materials, minimizing the use and height of blank walls and modulating façades through the use of vertical breaks and step-backs in a manner that is compatible with the surrounding heritage structures.

The proposal meets the guidelines of the Centretown CDP. The step-back on the third storey is an appropriate transition to the heritage building to the west. The red brick cladding is a compatible material that reflects the character of the Centretown HCD. The use and height of blank walls is minimized, and the façades are modulated through the use of metal panelling as a vertical break and the indentation on the west side.

Standards and Guidelines for the Conservation of Historic Places in Canada

City Council adopted the Parks Canada “Standards and Guidelines for the Conservation of Historic Places in Canada” in 2008. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources. Heritage staff consider this document when evaluating applications under the *Ontario Heritage Act*. The following Standards are applicable to this proposal:

Standard 1: Conserve the heritage value of an historic place.

Standard 11: Conserve the heritage value and character-defining-elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

The proposed building through its height, massing, articulation and step-back is

compatible with the established character and heritage attributes of the Centretown HCD. The construction of this new building on a vacant lot will fill in a gap in the urban fabric of this part of the HCD. The new building is visually and physically compatible with the character of the Centretown HCD but distinguishable as a contemporary structure.

Cultural Heritage Impact Statement

Section 4.6.1 of the City of Ottawa Official Plan requires that a Cultural Heritage Impact Statement (CHIS) be submitted where a proposed new construction, “has the potential to adversely affect the heritage conservation district.” A Cultural Heritage Impact Statement (CHIS) was prepared for this proposal by LaLande + Doyle Architects Inc. Heritage staff have reviewed the document and determined it meets the requirements of the council-approved “Guidelines for Cultural Heritage Impact Statements”. The complete CHIS is attached as Document 9. The CHIS conclude that the proposed building, while different in character from its surrounding heritage fabric, can subtly fit in within its environment in a suitable manner. Heritage Staff generally concur with the findings of the CHIS.

Conclusion

Staff recommend approval of the new building at 246 Gilmour Street as it meets the applicable heritage guidelines including the Centretown HCD Study and the Parks Canada Standards and Guidelines. To ensure the selected materials are compatible with character of the Centretown HCD, staff recommend that issuance of the heritage permit be conditional upon approval of the exterior cladding materials prior to the issuance of a building permit.

Recommendation 2

Minor design changes to a building may emerge during the working drawing phase of the project and through the site plan process. As is common practice for heritage applications, this recommendation is included to delegate the authority to the General Manager, Planning, Infrastructure and Economic Development to undertake these changes.

Recommendation 3

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 this 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 of 2014 and 2020.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Heritage Ottawa was notified of the application on May 7, 2020 and their comments are provided in Document 10.

The Centretown Citizens Community Association was notified on May 7, 2020.

The plans were posted on the City's DevApps website on May 3, 2020.

Neighbours within 30 metres of the subject property were notified of the application and meeting dates and offered the opportunity to provide written or verbal comments.

COMMENTS BY THE WARD COUNCILLOR

Councillor McKenney provided the following comments:

"I am supportive of this development and the proposed mix of unit sizes. This project is a good example of gentle intensification and will be a welcome addition to the neighbourhood. The red brick and stone exterior of the building are compatible with the adjacent buildings and the heritage context."

LEGAL IMPLICATIONS

Within 90 days, Council may approve the application, refuse the application or issue the permit with terms and conditions attached. If a decision has not been made within 90 days of the application, the application is deemed to be approved. Should Council refuse the application, or issue the permit with terms and conditions attached, the owner of the property has the right to appeal such action to the Local Planning Appeal Tribunal.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations of

this report.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications with the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priority:

- **Thriving Communities:** Promote safety, culture, social and physical well-being for our residents.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on July 19, 2020.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Current Conditions

Document 3 Statement of Heritage Character

Document 4 Site Plan

Document 5 Elevations

Document 6 Renderings

Document 7 Landscape Plan

Document 8 Streetscape Elevation

Document 9 Cultural Heritage Impact Statement (issued separately)

Document 10 Heritage Ottawa Comments (issued separately)

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-GILM246	20-0346-L		
I:\CO\2020\Heritage\Gilmour_246			
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY.</small>			
<small>©Les données de parcelles appartiennent à Teranet 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 / REVISION - 2020 / 04 / 30		 <small>NOT TO SCALE</small>	

Document 2 – Current Conditions

View of the subject property, which is currently a vacant lot. The property to the east (left) is a parking lot and the building to the west (right) is 285 Metcalfe Street, a category 2 building in the Centretown HCD.



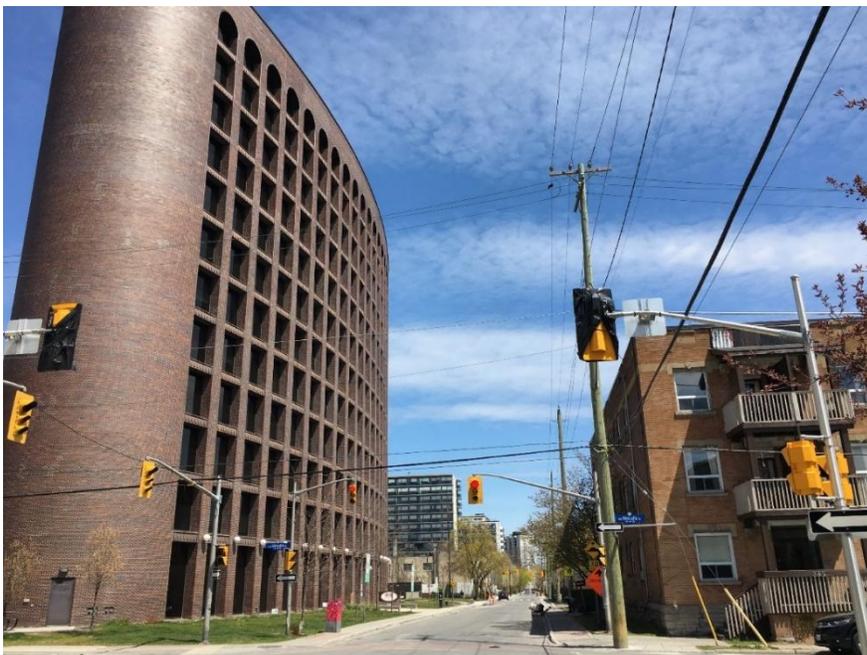
View looking at the subject property looking north.



View looking west on Gilmour Street. The building to the left (south) is Elgin Street Public School and to the north (right) is the PSAC building.



View looking east on Gilmour Street across Metcalfe Street. The building to the north (left) is the PSAC building and the building to the south (right) is 285 Metcalfe Street the category 2 heritage building.



Nearby walk-up apartments on Metcalfe Street



Document 3 – Statement of Heritage Character

Centretown has always been a predominantly residential area, functionally linked to Parliament Hill and the structures of government. Over the past century, it has housed many individuals important to Canada's development as a nation.

The built fabric of this area is overwhelmingly residential. It is dominated by dwellings from the 1890-1914 period, built to accommodate an expanding civil service within walking distance of Parliament Hill and government offices. There is a wide variety of housing types from this period, mixed in scale and level of sophistication. It had an early suburban quality, laid out and built up by speculative developers with repetitive groupings.

There is a sprinkling of pre-1890 buildings on the north and south perimeters, which predate any major development. There are also apartment buildings constructed and redeveloped during the 1914-1918 period in response to the need to house additional parliamentary, military, civil service and support personnel. In the recent 1960-1990 period, the predominantly low-scale environment has been punctuated by high-rise residential development.

Over the past century, this area has functioned as soft support for the administrative and commercial activity linked to Parliament Hill. In addition to residences, it has accommodated club facilities, organizational headquarters, institutions, professional offices and transportation services, all associated with Ottawa's role as national capital. Conversely, many of the facilities that complement Centretown's existence as a residential community have traditionally been situated in the blocks between Laurier and Wellington, closer to Parliament Hill.

Centretown has one major commercial artery, Bank Street. This street predates the community of Centretown both as a commercial route and as the major transportation corridor between Parliament Hill and outlying areas to the south. Bank Street has always serviced the entire area, with secondary commercial corridors along Elgin, Somerset and Gladstone in select locations and time periods. The Bank Street commercial corridor broadens onto associated side streets in periods of intense pressure, then narrows back to the street itself with commercial activity in decline.

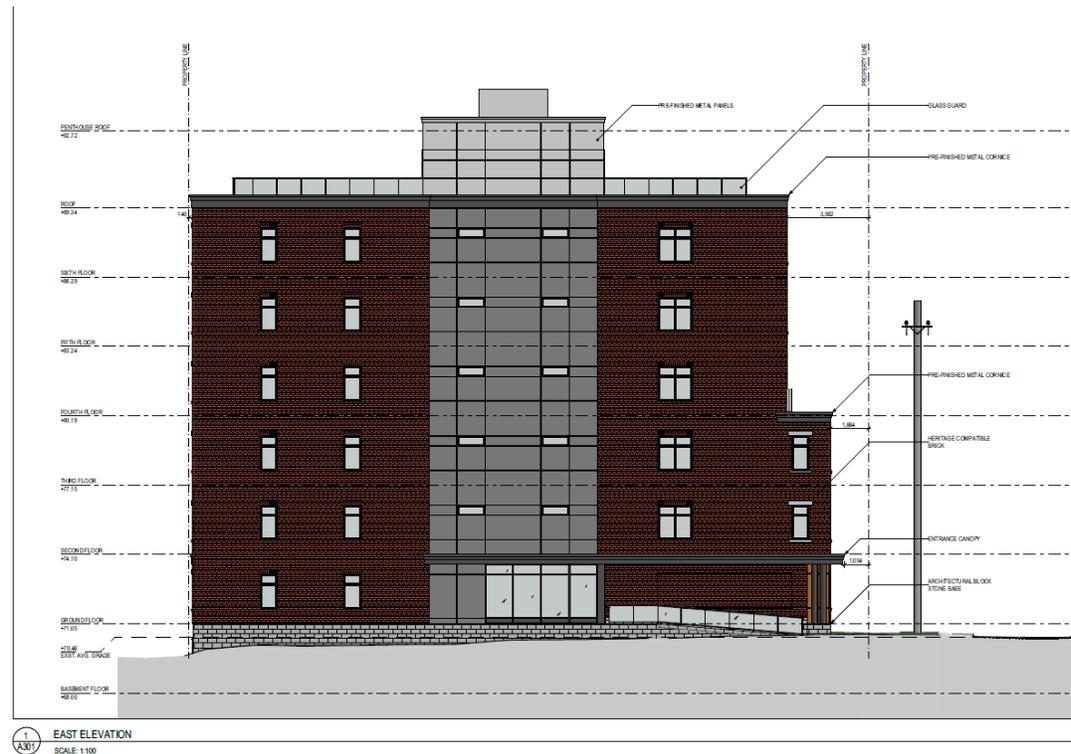
Centretown itself has always been an access route to Parliament Hill. There is a long-standing pattern of north/south movement through the area by outsiders. Over the years, this pattern has been supported by livery locations, streetcar routes and automobile traffic corridors. Long distance travellers have traditionally arrived on the

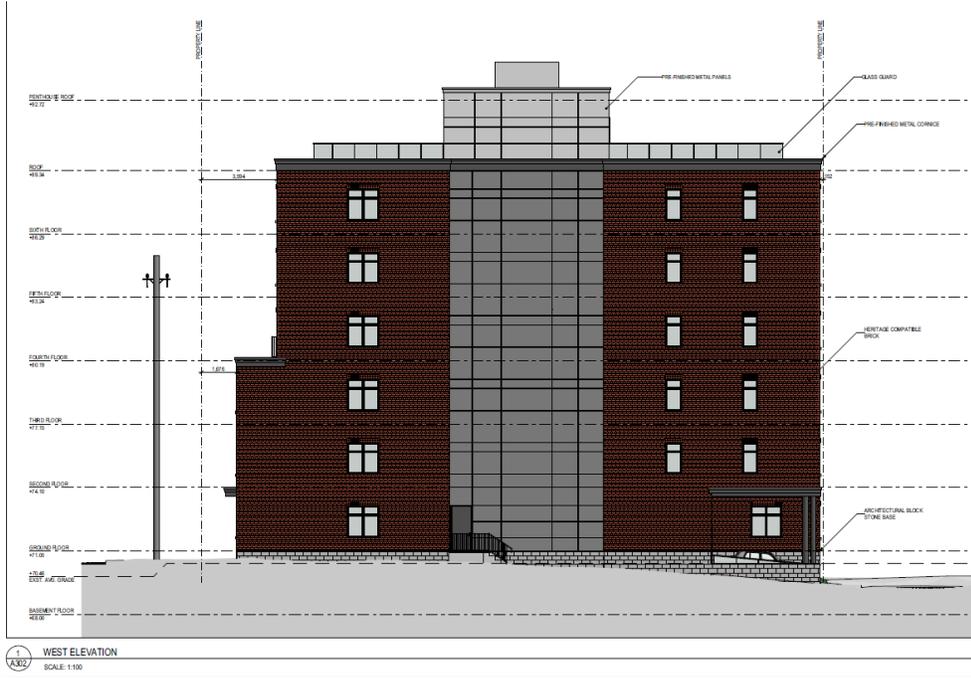
transportation corridor that marks the south boundary of the area- originally the Canadian Atlantic Railway and later its replacement, the Queensway. Travel within Centretown occurs east/west radiating from Bank Street.

As the federal government's residential quarter, planning initiatives in Centretown have been influenced by both federal and municipal authorities. Federal intervention in this area has established some of its unusual qualities such as the formal emphasis on the Metcalfe Street axis, early enhancement of its residential quality, and a number of its parks and services. The streetscapes have traditionally been enhanced by extensive public tree planting and other hard and soft landscape features, many of which have been in decline since the period of extensive tree removal in the 1930s and 40s. However, the scale and texture of the heritage streetscape are still discernable.

This area is unique both as an early residential suburb and as the temporary and permanent home of many of those who have governed and shaped the nation.

Document 5 – Elevations



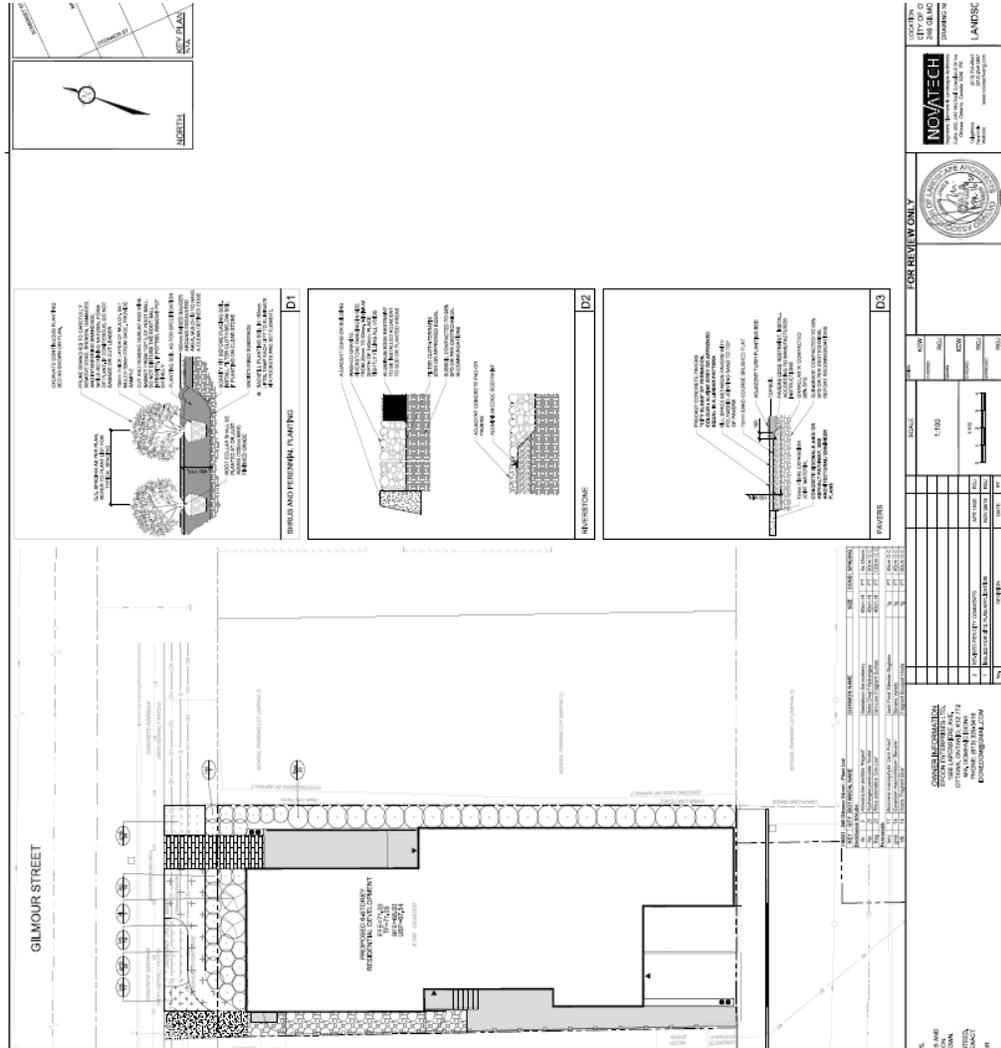


Document 6 – Renderings





Document 7- Landscape Plan



Document 8 – Streetscape Elevation



ELGIN STREET
310 ELGIN
2 STOREY BRICK
INSTITUTIONAL
246 GILMOUR
PROPOSED 6 STOREY
BRICK AND METAL
RESIDENTIAL
285-289 METCALFE
3 STOREY BRICK
RESIDENTIAL
METCALFE
AVENUE

GILMOUR STREET - SOUTH STREETScape



12 STOREY EXTENT NOT SHOWN
METCALFE
AVENUE
APPROX.
SITE
LOCATION
233 GILMOUR
12 STOREY BRICK
OFFICE
205-211 GILMOUR
2 STOREY BRICK
COMMERCIAL
ELGIN
STREET

GILMOUR STREET - NORTH STREETScape