



304 – 308 Donald Street

Planning Rationale & Urban Design Brief  
Minor Zoning By-Law Amendment & Site  
Plan Control Application  
REVISED September 20<sup>th</sup>, 2024

Prepared for Upscale Homes

Prepared by RJH Architecture + Planning (legally *Rosaline J. Hill Architect Inc.*)  
Architect, Urban Planner and Development Consultant  
414 Churchill Avenue. N,  
Ottawa, Ontario, K1Z 5C6  
613 853 2822  
[www.rjhill.ca](http://www.rjhill.ca)  
[www.rjhurbanplanning.ca](http://www.rjhurbanplanning.ca)

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# Introduction

## 1 Executive Summary

This Planning Rationale was prepared in support of a Site Plan Control and Minor Zoning By-Law Amendment Applications to facilitate the development of a 31-unit low-rise apartment building on 304 – 308 Donald Street (“Subject Site”), at the corner of Donald and Edith. The building will architecturally complement the neighbouring homes on both Donald Street and Edith Avenue with thoughtful façade articulation and active entrances facing both frontages. The alternating use of two colours of brick and flat panel siding along the street fronting facades, as well as some shifting plains, results in a rhythm that echoes the volumes and spacings of surrounding homes. The site has been carefully designed to preserve a large canopy tree in the rear yard, and new trees are proposed to be planted in the front and corner side yard. The design will result in a pleasant pedestrian environment along both Edith and Donald, with tree canopy and the installation of a new sidewalk along the entire Edith frontage. Rear yard parking will be largely shielded from view from the street, located behind an extension of the building façade. The proposed development will increase the residential density of the neighbourhood and provide dwelling units of a range of types and sizes.

The subject property is zoning R4UC in Area X as per Schedule 1A, legally Lots 191 and 192 of Plan 441. To proceed with this proposal, we require a minor rezoning to an R4UC[xxxx] with site-specific exceptions for:

- A 1.5% increase in permitted maximum lot area,
- A reduction to the minimum resident parking spaces by 2 spaces, and
- A reduction to the corner side yard setback by 1’ for a portion of the façade on Edith.

### 1.1 Subject Site

Figure 1. Street views of the Subject Site in its current condition.



View of the Subject Site from Donald Street.



View of the Subject Site from Edith Avenue.



The Subject Site includes two lots - one single-family home and one 4-unit apartment building. It has approximately 30m of frontage along Donald Street and 35m of frontage along Edith Avenue, and an approximate area of 1086m<sup>2</sup>.

## 1.2 Site Context

The Subject Site is located in the neighbourhood of Overbrook, in Ward 13 (Rideau-Rockcliffe). The Site is in an area bounded by Donald Street to the north, Columbus Avenue to the south, Edith Avenue to the west and Lola Street to the East. The surrounding context of the Subject Property to the east and west along the south side of Donald Street is predominantly characterized by low-rise residential uses.

Figure 2. Broader neighbourhood context of the Subject Site.

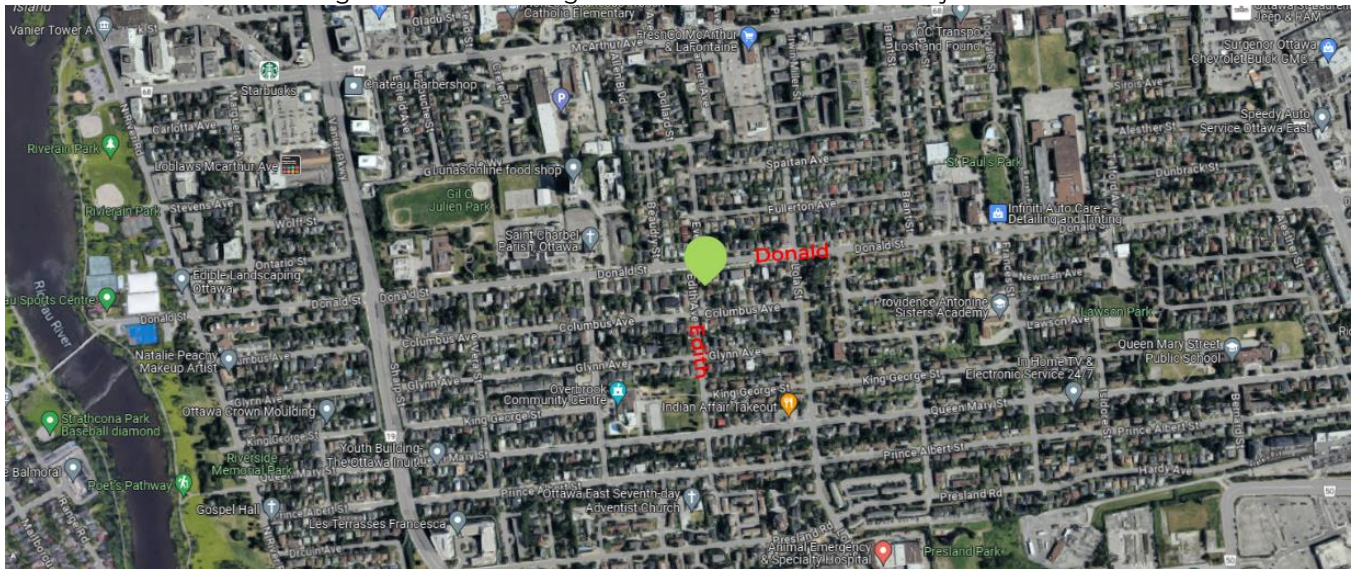


Figure 3. Land uses East, West, South and North from the Subject Site.



View 1: Looking East from the Subject Site along Donald Street.



View 2: Looking West from the Subject Site along Donald Street.



View 3: Looking South from the Subject Site along Edith Avenue.



View 4: Looking North from the Subject Site along Edith Avenue.



**View 1:** East of the Subject Site is a 3-storey low-rise apartment building similar to the one being proposed here, and slightly further up is the Donald Street Pharmacy and a hair salon, and across the street is a pet care center and a deli.

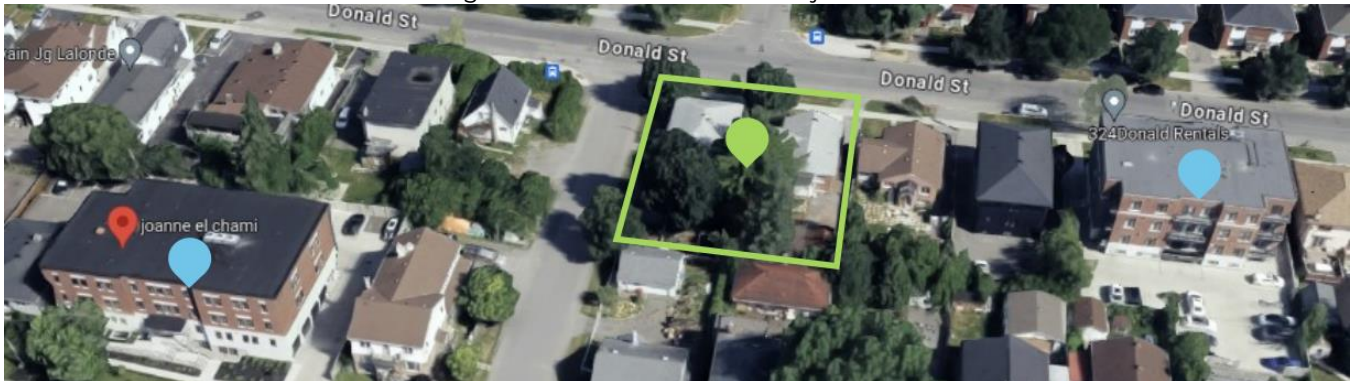
**View 2:** West of the Subject Site are low-rise residential buildings on one side of the street, and several places of worship on the other side.



**View 3:** South of the Subject Site down Edith Avenue is also predominantly low-rise residential buildings, including another 3-storey apartment building on Columbus Avenue. Further down Edith is the Overbrook Park and Community Center.

**View 4:** Directly north of the Subject are low-rise residential buildings. Farther up towards McArthur Avenue is a FreshCo.

Figure 4. Aerial view of the Subject Site.

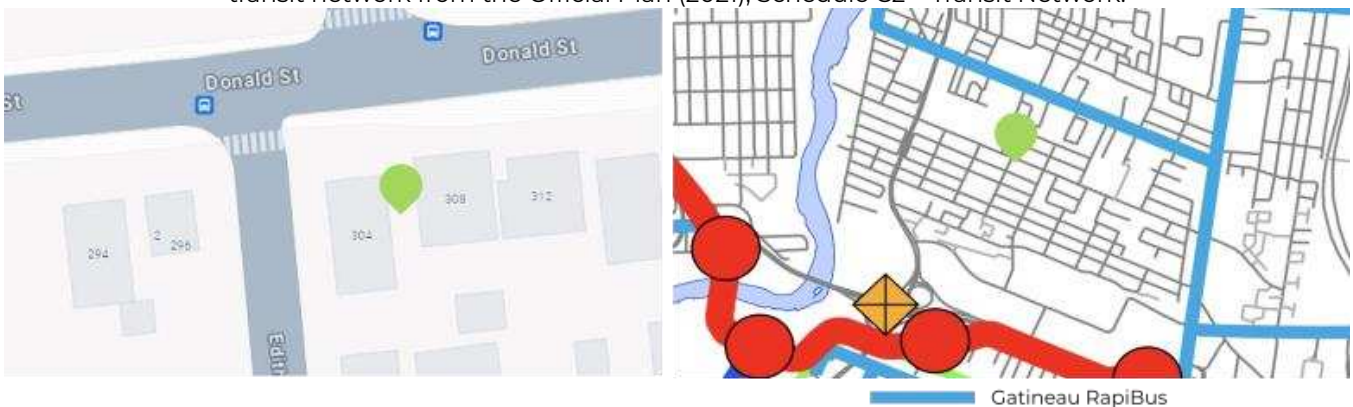


The surrounding context is composed of predominantly single-family homes, however there are a few low-rise apartment buildings nearby, including 3-storey buildings at 261 Columbus Avenue (left in image above) and 324 Donald Street (right in image above).

### 1.2.1 Public Transit & Active Transportation

The Subject Site is within a few feet of OC Transpo Route 19, which takes people downtown and/or to other major transit stations. The Subject Site is also in proximity to the Gatineau RapiBus.

Figure 5. Map of bus stops in the immediate vicinity of the Subject Site from Google Maps (left), and map of the transit network from the Official Plan (2021), Schedule C2 – Transit Network.





## 1.2.2 Road Network & Access

The Subject Site has frontage on Donald Street and Edith Avenue. Donald Street is designated as a Collector Road on Schedule C4 of the Official Plan. The Subject Site is also in proximity to McArthur Avenue, which is designated as an Arterial Road. A new driveway off Edith Avenue will provide vehicular access to the Subject Site.

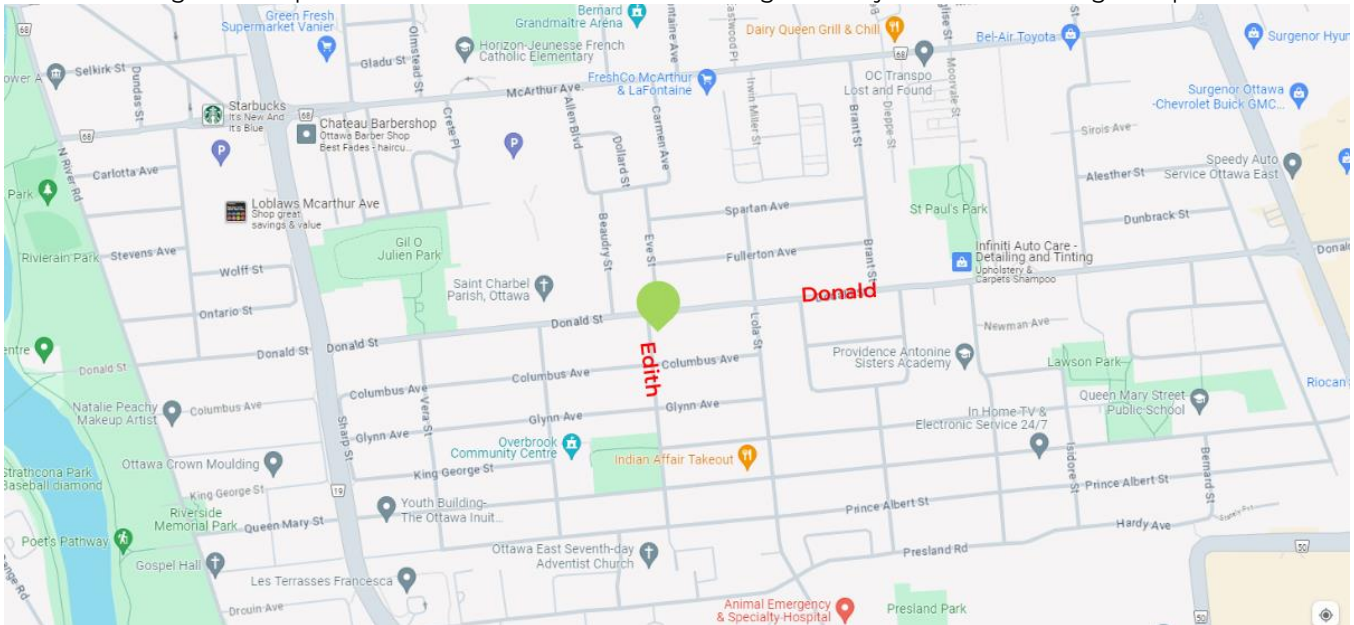
Figure 6. Map of the nearby road network from the Official Plan (2021) Schedule C4 – Urban Road Network.



## 1.2.3 Access to Services, Amenities & Recreation

To the east along Donald Street are low-rise residential uses, places of worship, parks, educational and institutional uses. The Vanier Parkway, Rideau River, Riverain Park, Riverside Memorial Park, the Rideau Sports Centre and the Adawe Crossing Bridge are located further to the west along Donald Street. To the south of the Subject Property are predominantly low-rise residential uses and the Overbrook Park and Community Centre. Further to the south of the Subject Property is an animal hospital and the Highway 417. To the north of the Subject Property across Donald Street is the Hardini Centre which contains a range of spaces for non-profits, community organizations, institutional and educational uses. Further to the north of the Subject Property is Gil O Julien Park, residential uses and the FreshCo and other amenities on MacArthur Avenue.

Figure 7. Map of services and amenities surrounding the Subject Site from Google Maps.



## 1.3 Consultation Strategy

### Pre-Application Consultation

On April 4, 2024 the RJH Team had a formal pre-application consultation meeting with City of Ottawa Staff as well as Overbrook Community Association representatives. The RJH Team received feedback with regards to planning, urban design, engineering, noise, transportation, forestry and community priorities. Some key themes that arose during this consultation was the need for an active entrance and façade articulation along Edith Avenue which was added to the design, extending the sidewalk along Edith Avenue, providing bicycle parking at a 1:1 ratio which has been incorporated, and tree planting which will occur along both frontages.

### Public Consultation

Neighbours were informed through the legislated public consultation requirements, which includes a sign posted on the site and the posting of the application on the City's DevApps website (upon submission). Immediate neighbours were also informed via letter drop on May 29<sup>th</sup>, 2024 describing the development proposal. A second letter drop to neighbours was completed on July 11, 2024 after we withdrew the Minor Variance Application and neighbours were informed that we were switching to re-zoning. At the request of the community association, on April 18<sup>th</sup>, 2024 City Councilor King was contacted by the RJH Team extending a meeting invitation discuss the project, but received no response.

## 1.4 Development Proposal

The proposed development for the Subject Site is a 3-storey 31-dwelling unit low-rise apartment building. 8 parking spaces are being provided for residents, and 2 parking spaces are being provided for visitors, accessed from Edith Avenue and located in the rear yard.

A Minor Zoning By-Law Amendment Application is required in order for this project to proceed. Site-specific exceptions to the R4UC Zone of the Subject Site are necessary to provide relief from zoning provisions to; reduce the required number of parking spaces for residents, increase the maximum allowed lot area, and reduce the minimum required corner side yard setback.

A detailed Site Plan Control Application is required to facilitate the development on the Subject Site and is being filed as part of this submission. The proposed development will require the demolition of the existing buildings, modifications to side grading, drainage and landscaping.

Figure 8. Proposed Site Plan.

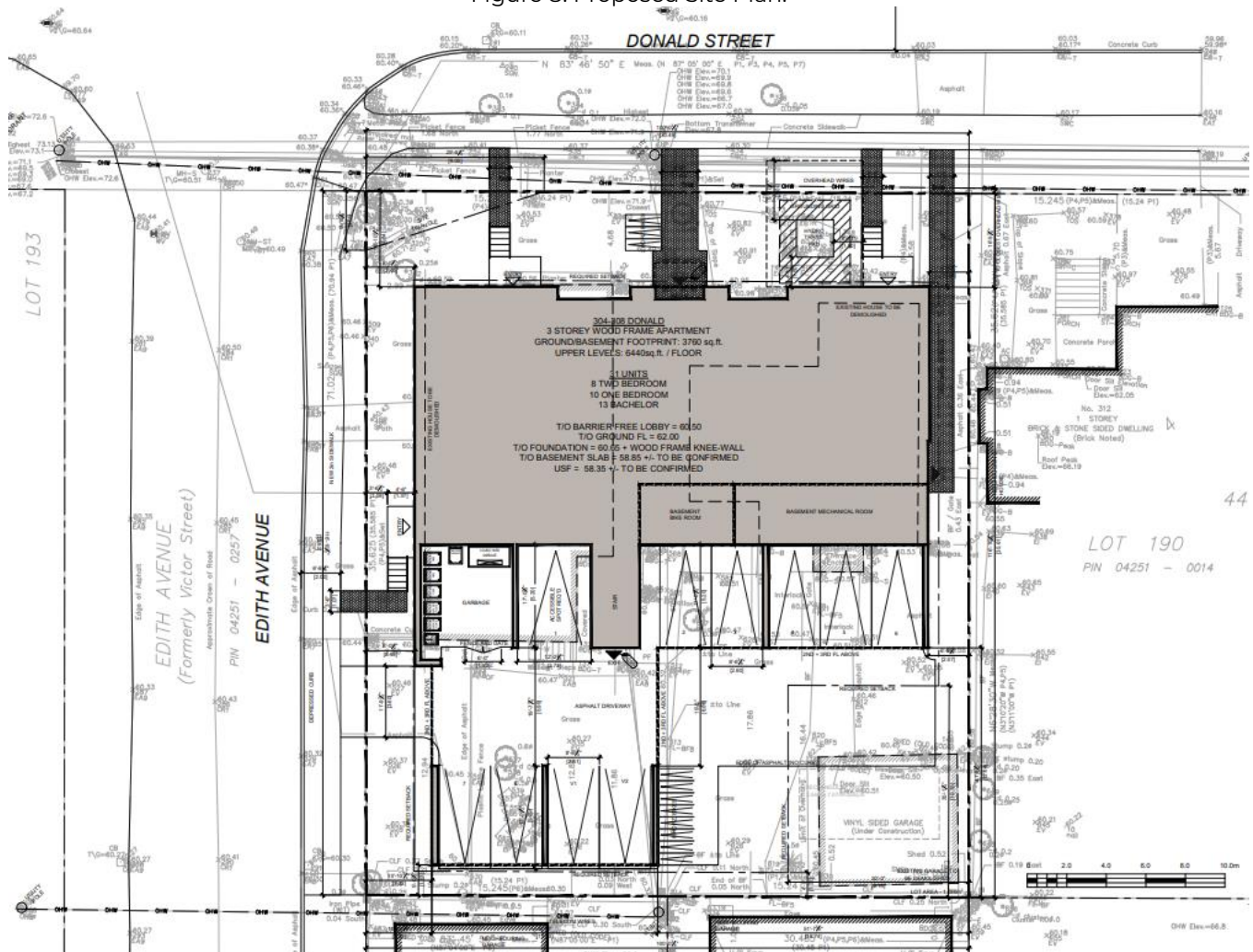




Figure 9. 3D model of the proposed development.



### 1.4.1 Proposed Site-Specific Changes to the R4UC Zone

#### Minimum Parking Spaces for Residents

The By-Law Section 101, Table 101, Row R11 requires a minimum of 10 parking spaces for residents, and 2 parking spaces for visitors. We are requesting a reduction to the minimum required parking spaces for residents to 8 spaces, and will be providing the 2 required visitor parking spaces. This reduction in resident parking will allow us to design the façade along Edith Avenue with architectural articulation so that it fits in better with the surrounding neighbourhood. The Subject Site is within a few feet of OC Transpo Route 19, which takes people downtown as well as to other major transit stations. It should also be noted that 31 bicycle parking spaces will be provided on-site (achieving a 1:1 bike parking ratio). 8 bike parking spaces will be located in the rear yard at grade, 3 in the front yard at grade and 12-20 in an indoor bike room (12 per City of Ottawa bike parking space sizes, 20 per CycleSafe's Quad High Density Bike Rack).

#### Maximum Lot Area

We are requesting an increase to the maximum permitted lot area to 1086m<sup>2</sup> whereas the By-Law Section 162, Table 162B, Endnote 12 prohibits areas greater than 1070m<sup>2</sup>. The consolidation of 304 and 308 Donald Street results in an area that is 16m<sup>2</sup> greater than the maximum permitted, amounting to a marginal increase of 1.5%. This increase will be imperceptible from the street, and does not result in a significantly larger building.

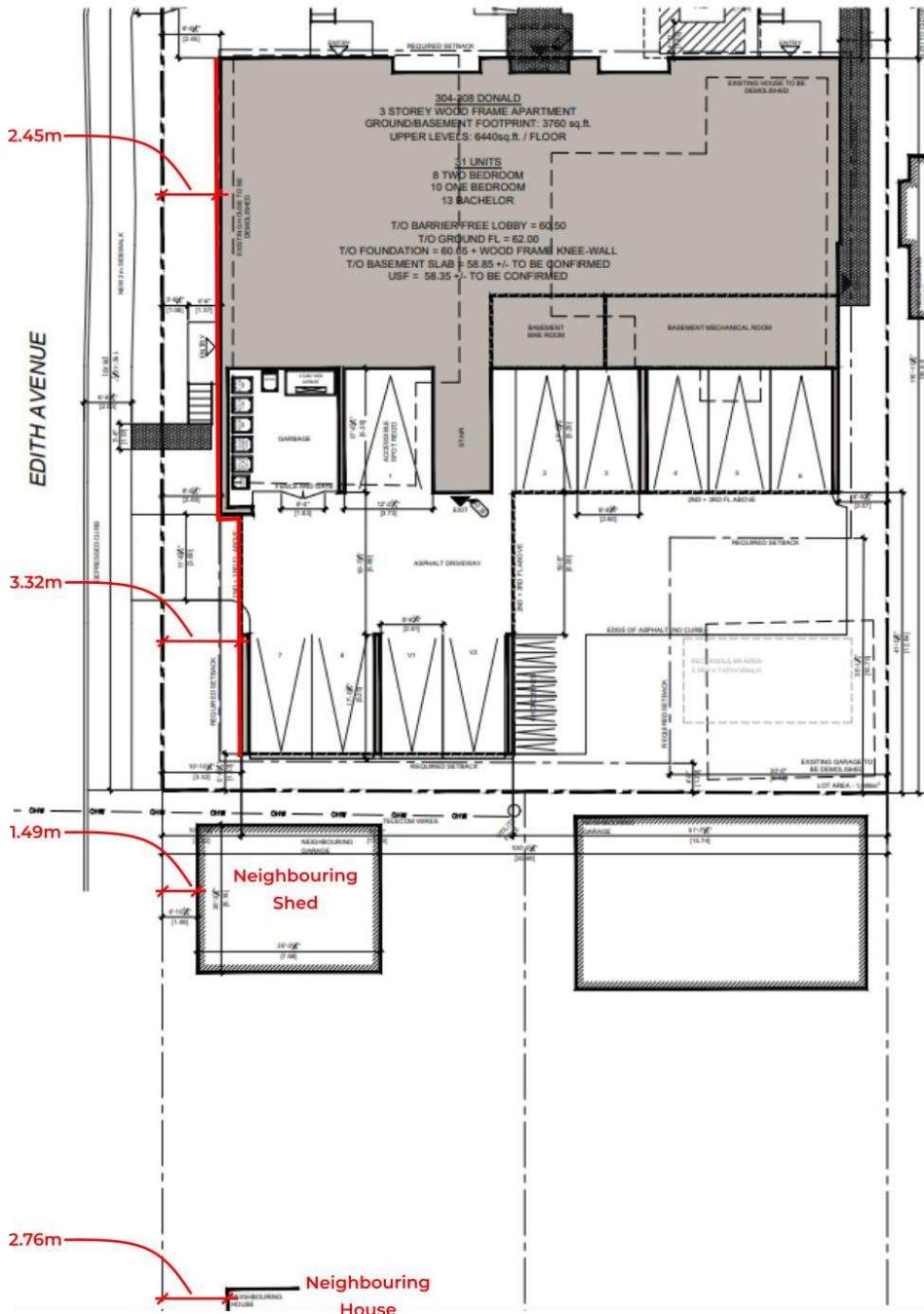
#### Minimum Corner Side Yard Setback

We are requesting a reduction to the minimum required corner side yard setback from 2.76m (matching the immediate neighbour to the south as per By-Law Section 123, Policy 4b) to 2.45m. The neighbouring property to the south includes a 25' x 20' garage (well exceeding



the minimum threshold of 100ft<sup>2</sup> for it to be considered a building under the Ontario Building Code) with a corner side yard setback of 1.49m (see Figure 9). As a result, the proposed change will not look out of place on the context of the immediate properties, since there is a large garage on the neighbouring property even closer to the lot line. The proposed reduction in setback is very minor, since the difference between the required corner side yard setback and the one proposed is less than 1'. However, this additional space does contribute significantly inside the building to the quality of the units. It should also be noted that around a third of this façade is setback a further 0.9m (3.32m from the lot line).

Figure 10. Proposed corner side yard setback and neighbouring buildings.



## 2 Project Statistics

**Table 1. Project Statistics.**

<b>Zone/Subzone</b>	<b>R4-UC, Low-Rise Apartment Building (9+ units), By-Law 2008-250</b>	
<b>Zone Provisions</b>	<b>By-Law Requirement</b>	<b>Provided</b>
<b>Principal Land Use(s)</b> <i>Table 162A</i>	9-unit+ Apartment	31-unit Apartment
<b>Lot Width</b> <i>Table 162A, Table 162B Endnote 11</i>	15m min., 38m max.	30.49m
<b>Lot Area (min)</b> <i>Table 162A</i>	450m <sup>2</sup> min.	1086m <sup>2</sup>
<b>Lot Area (max)</b> <i>Table 162B Endnote 12</i>	1070m <sup>2</sup> max.	1086m <sup>2</sup>
<b>Building Height</b> <i>Table 162A</i>	11m max.	11m
<b>Front Yard Setback</b> <i>Table 162A</i>	4.5m min.	4.84m
<b>Corner Side Yard Setback</b> <i>Section 123(4b)</i>	2.76m min.	2.45m
<b>Interior Side Yard Setback</b> <i>Table 162A</i>	1.5m min.	1.98m
<b>Interior Yard Area</b> <i>Section 144(6)</i>	30% of lot depth (10.68m) by 30% of lot width (9.15m)	12.63m by 15.74m
<b>Rear Setback on a Corner Lot</b> <i>Section 144(5b)</i>	1.2m min.	1.5m
<b>Two Bedroom Units</b> <i>Section 161(16b)</i>	25%	8 (25.8%)
<b>Resident Parking Spaces</b> <i>Section 101(3a)</i>	10 (9 Regular, 1 Accessible)	8 (7 Regular, 1 Accessible)
<b>Visitor Parking Spaces</b> <i>Table 102</i>	2	2
<b>Driveway Width</b> <i>Section 107(1a.i)</i>	3.6m min.	3.6m
<b>Bicycle Parking Rates</b> <i>Table 111A(b.i)</i>	16 min. spaces	31
<b>Bicycle Pkg Permitted in a Landscaped Area</b> <i>Section 111(7)</i>	Greater of 50% of required or 15	11
<b>Amenity Space</b> <i>Table 137</i>	None	None
<b>Soft Landscaping in the Front Yard</b> <i>Table 161</i>	40% min.	66%
<b>Soft Landscaping in the Rear Yard</b> <i>Section 161(15b.iii)</i>	50% min.	50%

### 3 Official Plan Designation

The Subject Site is in the Inner Urban Transect, within the Evolving Neighbourhood Overlay, and fronting onto Donald Street which is a designated Minor Corridor.

Figure 11. Excerpt from the Official Plan (2021), Schedule B2 – Inner Urban Transect.



## Relevant Policy

### 4 Provincial Policy Statement

The 2020 Provincial Policy Statement (PPS) provides policy direction on land use planning and development matters of provincial interest. All decisions affecting planning matters “shall be consistent with” policies issued under Section 3 of the Planning Act.

Section 1.3 of the PPS sets out policies for settlement areas. Policy 1.1.3.2 states:

“Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) efficiently use land and resources;
- b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
- e) support active transportation;
- f) are transit-supportive, where transit is planned, exists or may be developed;”

The Minor Zoning By-law Amendment and Site Plan Control applications will facilitate the development of a low-rise apartment building on the Site. The proposed development is consistent with Policy 1.1.3.2. as it represents an efficient use of an existing fully serviced property and existing municipal infrastructure. The development will include the construction of a sidewalk along Edith Avenue to promote walking for residents and community members. The proposed development is transit-supporting, being located with a few feet of transit stops along bus route 19 of the transit network at the intersection of Edith Avenue and Donald Street.

Policy 1.1.3.3 states:

*“Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.”*

The Subject Site is underutilized and can accommodate intensification and redevelopment. The proposed development is situated in an appropriate location to establish transit-supportive development. The proposed low-rise apartment building on the Subject Site will increase the City’s housing supply and provide a range of housing options within proximity to an existing bus route and within steps of transit stops.

Section 1.4 of the PPS sets out policies for housing. Policy 1.4.3 states:

*“Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:*

- b) permitting and facilitating:*
  - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and*
  - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;*
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed;*



- e) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations;

The proposed low-rise apartment building on the Subject Site is an example of residential intensification directed to an area where appropriate levels of infrastructure and public service facilities exist to support the needs of the community. The proposed development will make efficient use of underutilized land and be supportive of active transportation and transit in an area. The Subject Site is in an area where low-rise intensification is appropriate and supports the use of transit along an existing bus route.

Section 1.6.6 of the PPS sets out policies for Sewer, Water and Stormwater. Policy 1.6.6.2 of the PPS states:

*“Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.”*

The proposed development on the Subject Site represents intensification from the current use. The proposed development of a low-rise apartment building has been designed to align with and optimize existing municipal infrastructure capacity and avoid the requirement for servicing upgrades on the Subject Site.

Section 1.6.7 of the PPS sets out policies for transportation systems. Policy 1.6.7.4 states:

*“A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.”*

The proposed development of a low-rise apartment building with reduced vehicle parking on the Subject Site will introduce a level of density that promotes the viability of active transportation and transit use and may contribute to minimizing the required length and number of vehicle trips for residents. In addition, the sidewalk extension along Edith Avenue will contribute to the active transportation network.

Section 1.6.8 of the PPS sets out policies for transportation and infrastructure corridors. Policy 1.6.8.3 states:

*“New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities.”*

The Subject Site abuts Donald Street designated as an existing Collector and Minor Corridor. McArthur Avenue is located to the north and St. Laurent Boulevard is located to the east of the Subject Site and are each designated an Arterial Road and Mainstreet Corridor on Schedules C4 and B2 of the Official Plan. Transit stops along route 19 of the transit network are within walking distance of the Subject Site. The proposed development of a low-rise apartment building on the Subject Site will be transit-supportive, compatible with the existing use of the Donald Street corridor and will be designed to create no negative impacts on the existing or planned function of adjacent transportation corridors.

The Minor Zoning By-Law Amendment and Site Plan Control Applications are consistent with the policies of the Provincial Policy Statement.

## 5 Strategic Directions & Growth Management (Official Plan)

### 5.1 Land Use Designation

The Subject Site is designated “Minor Corridor” in the Inner Urban Transect, within the Evolving Neighbourhood Overlay as per Schedule B2 of the Official Plan (see Figure 10).

#### 5.1.1 The Inner Urban Transect and Minor Corridors

Section 5.2 of the Official Plan (2021) sets our general policies and guidance for proposed development within the Inner Urban Transect and Minor Corridors.

Section 5.2.1, Policy 4 of the Official Plan states that:

*“4) The Inner Urban Transect shall continue to develop as a mixed-use environment, where:*

- a) Hubs and a network of Mainstreets and Minor Corridors provide residents with a full range of services within a walking distance from home, in order to support the growth of 15-minute neighbourhoods;*
- e) Increases in existing residential densities are supported to sustain the full range of services noted in Policy a).”*

The proposed development is designed to establish increased residential densities on the Subject Site that will promote opportunities to access a variety of services, activities and recreational spaces within a 15-minute walking distance of home (see Figure 7). The proposed development of a low-rise apartment building on the Subject Site complements the desirable characteristics of abutting properties along Donald Street and Edith Avenue, is appropriate for the existing community context and is consistent with the policies of the adopted Official Plan for Minor Corridors in the Inner Urban Transect.

Section 5.2.3, Policy 3 of the Official Plan states that:

*“Along Minor Corridors, permitted building heights are as follows, subject to appropriate height transitions and setbacks:*

- a) Generally, not less than 2 storeys and up to 4 storeys, except where a secondary plan or area-specific policy specifies different heights;*
- b) The wall heights directly adjacent to a street of such buildings shall be proportionate to the width of the abutting right of way, and consistent with the objectives in the urban design section on Mid-rise built form in Subsection 4.6.6, Policy 7)”*

The proposed 3-storey residential apartment building on the Subject Site is consistent with permitted building heights in the Minor Corridor designation within the Inner Urban Transect. The Subject Site is currently underutilized and is suitable for intensification. Policies of the Official Plan are supportive of increased densities through intensification and redevelopment in the urban area that will be predominantly low-rise and where appropriate transition can be provided to the surrounding area. The proposed 11m wall height is also appropriate given the 11.2m width of the Donald Street right of way.

Section 5.2.3, Policy 4 of the Official Plan states that:

*“All buildings along Mainstreets and Minor Corridors shall have active entrances facing the Mainstreet or Minor Corridor, regardless of use.”*

The proposed development is designed with the principal entrance facing Donald Street (the Minor Corridor), as well as two other active entrances on this frontage. An active entrance is also proposed fronting on Edith Avenue.

Section 6.2 of the Official Plan sets out functional policies related to urban designations that are to be applied to each Transect on a site-specific basis.

Section 6.2.1, Policy 1 of the Official Plan states that:

*“The Corridor designation applies to any lot abutting the Corridor, subject to:*

- a) Generally, a maximum depth of:*
  - ii. In the case of Minor Corridors, a maximum depth of 120 metres from the centreline of the street identified as a Minor Corridor.”*

The Subject Site is located entirely within 120m of the centreline of Donald Street, designated as a Minor Corridor within the Inner Urban Transect.

Section 6.2.1, Policy 2 of the Official Plan states that:

*“Development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor, subject to building setbacks where appropriate. Further, development:*

- a) *Shall ensure appropriate transitions in height, use of land, site design and development character through the site, to where the Corridor designation meets abutting designations;*

The Subject Site is surrounded by low-rise residential dwellings immediately to the east, west and south. Existing multi-unit low-rise apartment buildings are located further to the west of the Subject Site. Surrounding properties to the east and west are designated Minor Corridor and are suitable for future low-rise intensification. Lands to the south of the Subject Site are designated Neighbourhood in the Official Plan and contain 2- and 3-storey, single-detached dwellings and provides a gentle transition to existing 2-storey uses. The proposed development of a low-rise 3-storey apartment building represents appropriate intensification of the Subject Property with a compatible built form that has been designed to complement the existing scale of established land uses within the existing site context.

Section 6.2.1, Policy 4 of the Official Plan states that:

*“Unless otherwise indicated in an approved secondary plan, the following applies to development of lands with frontage on both a Corridor and a parallel street or side street:*

- a) Development shall address the Corridor as directed by the general policies governing Mainstreet Corridors Minor Corridors, particularly where large parcels or consolidations of multiple smaller parcels are to be redeveloped; and*
- b) Vehicular access shall generally be provided from the parallel street or side street.”*

The proposed development addresses the Minor Corridor designated policies through providing an increase in residential densities in support of the development of 15-minute neighbourhoods and the transition to more sustainable modes of transportation, maintaining appropriate wall heights, and the design of primary entrances fronting onto Donald Street. Vehicular access to the rear parking area is provided from Edith Avenue, the side street off of Donald Street.

Section 6.2.2, Policy 2 of the Official Plan states that:

*“In the Minor Corridor designation, this Plan shall permit a mix of uses which support residential uses and the evolution of a neighbourhood towards 15-minute neighbourhoods. Development may:*

- a) Include residential-only and commercial-only buildings;*

The proposed development is a residential-only building designed to establish increased residential densities on the Subject Site that will promote the creation of a 15-minute neighbourhood.



## 5.1.2 Evolving Neighbourhood Overlay

Section 5.6 of the Official Plan sets out the general policies for Overlays that complement underlying designations and provide built form guidance in evolving areas.

Section 5.6.1, Policy 1 states that:

*“The Evolving Overlay will apply to areas that are in a location or at stage of evolution that create the opportunity to achieve an urban form in terms of use, density, built form and site design. These areas are proximate to the boundaries of Hubs and Corridors as shown in the B-series of schedules of this Plan. The Evolving Overlay will be applied generally to the properties that have a lot line along a Minor Corridor; lands 150 meters from the boundary of a Hub or Mainstreet designation; and to lands within a 400-metre radius of a rapid transit station. The Overlay is intended to provide opportunities that allow the City to reach the goals of its Growth Management Framework for intensification through the Zoning By-law, by providing:*

- a) Guidance for a gradual change in character based on proximity to Hubs and Corridors,*
- b) Allowance for new building forms and typologies, such as missing middle housing;*
- c) Direction to built form and site design that support an evolution towards more urban built form patterns and applicable transportation mode share goals;”*

The Subject Site is located entirely within the Evolving Neighbourhood Overlay as per Schedule B2 of the Official Plan (see Figure 10). The proposed 3-storey apartment building represents appropriate and sensitive development within the surrounding context while supporting the gradual change in neighbourhood character as it transitions to a 15-minute neighbourhood. Providing increased residential density along the transit network alongside reduced parking, the proposed development also supports the transition to more sustainable modes of transportation.

Section 5.6.1, Policy 6 of the Official Plan states that:

*“Zoning By-law development standards and development on lands with an Evolving Overlay should generally include built form and site design attributes that meet most of the urban characteristics described in Table 6 in Section 5, and where suburban attributes are retained, that these do not structurally impede the achievement of a fully urban site design over time.”*

The proposed development includes built form attributes that meet the urban characteristics outlined in Table 6 associated with *“shallow front yard setbacks”, “principal entrances at grade with direct relationship to public realm”, and “minimum of two functional storeys”*.

## 5.2 Strategic Directions

Section 2.1 of the Official Plan sets out the broad strategic directions for the city, based on policy directions towards becoming the most liveable mid-sized North American city.

Big Policy Move 1 is to:

*“Achieve, by the end of the planning period, more growth by intensification than by greenfield development.”*

The Official Plan aims to increase the share of future growth within Ottawa existing built-up areas by 60% by 2046 by increasing the variety of low-rise housing options close to corridors and promoting the evolution of 15-minute neighbourhoods. The proposed 3-storey apartment building represents appropriate intensification abutting a Minor Corridor. The proposal for the Subject Site will contribute to this policy objective by establishing a greater diversity of unit types in the neighbourhood in proximity to transit.

Big Policy Move 2 is to:

*“By 2046, the majority of trips in the city will be made by sustainable transportation.”*

The proposed development contributes to the objectives of Big Policy Move 2 by providing intensification in proximity to transit in support of the transition to a 15-minute neighbourhood. In addition, we are proposing to reduce the number of vehicle parking spaces provided, while nearly doubling the amount of bicycle parking spaces from what is required by zoning, to achieve a 1:1 bike parking ratio. A sidewalk along Edith Avenue will be constructed, extending the pedestrian network in the immediate neighbourhood. The proposal is further contributing to the pedestrian environment by planting 9 trees in the front and corner side yard that will provide shade on the street.

Big Policy Move 4 is to:

*“Embed environmental, climate and health resiliency and energy into the framework of our planning policies.”*

The proposed development will contribute to the city’s 40% urban forest canopy cover through both tree planting and preservation. A total of 8 trees will be planted on the Subject Site (3 in the front yard overlooking Donald Street, and 5 in the corner side yard overlooking Edith Avenue) (see Figure 12). In addition, the design of the site has ensured the preservation of the large rear yard canopy tree. In total, the 40-year tree canopy cover for site is projected to be 33%. The proposed building also aims to achieve 25% energy efficiency greater than what is required by Building Code.



available or can easily be provided for new development to accommodate the creation of jobs, housing and increased transit use.

Section 3.2, Policy 3 of the Official Plan identified “Corridors” as one of the target areas designated for residential intensification in the City of Ottawa. Donald Street is designated as a Minor Corridor within the Inner Urban Transect as per Schedule B2. The proposed development of a low-rise residential apartment building on the Subject Site is consistent with growth objectives of the Official Plan.

Section 3.2, Policy 10, Table 3B for Neighbourhoods and Minor Corridors of the Official Plan sets out residential density targets that apply to Minor Corridors, and states that the residential density targets are 60 to 80 dwellings per net hectare. With a proposed 31 dwelling units on a lot 1086m<sup>2</sup>, the Subject Site would comprise 285 dwelling units per net hectare, well exceeding the target density.

## 5.4 City-Wide Policies

Section 4 of the Official Plan sets out city-wide policies to be considered where all new development is proposed.

Section 4.1.2, Policy 1 of the Official Plan sets out the framework for establishing 15-minute neighbourhoods across the City and states that:

*“In general, this Plan equates a walking time of:*

- a) 5 minutes to be equivalent to a radius of 300 metres, or 400 metres on the pedestrian network;*
- b) 10 minutes to be equivalent to a radius of 600 metres, or 800 metres on the pedestrian network; and*
- c) 15 minutes to be equivalent to a radius of 900 metres or 1,200 metres on the pedestrian network.”*

The Subject Site is located fully within less than 300m of transit stops along bus route 19 at the intersection of Donald Street and Edith Avenue. In addition, the Subject Site is within a 900m network distance representing a 12-minute walk from frequent bus route 14 at the intersection of McArthur Avenue and Lafontaine Avenue.

Section 4.1.2, Policy 6 of the Official Plan states that:

*“New developments will provide direct connections to the existing or planned network of public sidewalks, pathways and cycling facilities.”*

The proposed development provides direct connections to the existing and planned network of public sidewalks via pathways from entranceways, as well as extending the sidewalk



abutting the side on Edith Avenue. In addition, a 1:1 bicycle parking ratio is being provided with bike storage facilities on-site.

Section 4.2.1, Policy 9 of the Official Plan states that:

*“Proponents of development shall provide an adequate number of bicycle parking facilities as follows:*

- a) Long-term bicycle parking facilities shall be secure, sheltered and usable by all types of cyclists. Where located inside buildings, long-term bicycle parking facilities shall provide safe, accessible, direct and convenient access to the exterior.”*

One bicycle parking is provided for every dwelling of the apartment building. Eight of them will be provided outside at grade and in the rear yard, three of them outside at grade in the front yard, and 20 will be provided in an indoor bike room (12 per City of Ottawa bike parking space sizes, 20 per CycleSafe’s Quad High Density Bike Rack).

The proposed Minor Zoning By-Law Amendment and Site Plan Control Applications conform to the policies of the City of Ottawa Official Plan (2021).

## 6 The Transportation Master Plan

The Transportation Master Plan (2023) sets out the policies that guide the development of the City’s transportation network and mobility goals.

Policy 1-3 of the TMP to *Mitigate the Effects of Extreme Heat on Transportation Users* states that:

*From a transportation perspective, people walking, cycling, and using transit are at greater risk of being impacted by climate change. (...) Increasing the coverage of canopy trees and ‘built’ shade infrastructure in urban environments has a well-documented ability to mitigate heat-related risks.*

The proposed development will contribute mitigating the effects of extreme heat on transportation users through the retention of four existing trees in the city’s right-of-way, and by planting an additional eight trees in the front and corner side yards to provide shade on the street.

Policy 2-2 of the TMP to *Promote Healthy Communities Through Transportation Planning* states that:

*One of the primary ways in which the transportation system can support public health goals is by encouraging active transportation as a form of physical activity.*

The proposed development encourages the use of active transportation by extending the sidewalk along Edith Avenue, and further enhancing the pedestrian environment through the retention and planting of shade trees along Edith Avenue and Donald Street.

Policy 5-2 of the TMP to *Prioritize Modes of Travel That are Space-Efficient* states that: *As Ottawa continues to grow and intensify, the transportation network will need to move more people and goods using the space available today. (...) the City will need to accommodate this growth through more space-efficient modes including walking, cycling, and transit to maximize the capacity of the network.*

The proposed development prioritizes modes of travel that are space-efficient such as walking by establishing a sidewalk along Edith Avenue as well as contributing to a positive pedestrian experience through retention and planting of street trees. In addition, each unit in the proposed building will be provided a bicycle parking space, while a reduction in vehicle parking is being requested. The proposed development is also located within close proximity to the public transit network, a few feet from OC Transpo Route 19, which takes people downtown and/or to other major transit stations.



Policy 5-3 of the TMP to *Encourage Sustainable Transportation Through Community Planning and Design* states that:

*Exhibit 9. These elements contribute to the perceived safety and enjoyment of walking. An overarching objective is to create a sense of place and character in neighbourhoods by fostering human-scaled design and creating “Healthy Streets” that are welcoming places to be, rather than simply move through. These objectives and key elements apply to both new and existing communities.*

**Exhibit 9. Elements that Contribute to the Quality of the Pedestrian Environment.**

The proposed development encourages sustainable transportation use through community planning and design by contributing to the development healthy, welcoming streets through the design of the proposed development and its positive impact on the surrounding public realm. The proposed development:

- Has appropriate height and massing that fits into the surrounding neighbourhood (1),
- Contribute to increasing passive supervision in the neighbourhood by increasing the residential density and providing high-quality outdoor spaces in the front and corner side yards (2),

- Will retain and establish street trees that provide shade (3),
- Establish a 2m wide sidewalk along Edith Avenue (5),
- Provide active frontages on both Edith Avenue and Donald Street through high quality architectural design and materials, façade articulation and landscaping (8),
- Contribute to the presence of other people walking by increasing the residential density, extending the sidewalk along Edith Avenue and enhancing the quality of the pedestrian environment through shade trees (10), and
- Only one driveway is proposed, and the proposed surface parking lot is well-concealed from view from the street with a wall (11).

Policy 6-2 of the TMP to *Improve and Expand the Pedestrian Network* states that: *Sidewalks are critical to pedestrian comfort, safety, and accessibility and are therefore an important building block of walkable neighbourhoods.*

The proposed development will contribute to the improvement and expansion of the pedestrian network through the establishment of a sidewalk along Edith Avenue as well as the retention and planting of shade trees along Edith Avenue and Donald Street.

Policy 7-9 of the TMP to *Require Adequate, Secure Bicycle Parking in New Developments* states that:

*Bike ownership is a prerequisite to utilitarian cycling in Ottawa. However, people are less likely to purchase a bicycle if they have no place to store it. Bicycle storage is of particular concern for people living in apartments and condos. Floor space is limited, modifications to units are difficult, and transporting a bicycle to and from a unit can be a major deterrent. (...)*

*Ottawa's minimum bike parking rates should support long-term cycling mode share targets and associated bike ownership levels. The current rate of 0.5 bike parking spaces per unit in multi-residential buildings is not expected to be adequate based on experience in other cities.*

The proposed development exceeds the required 0.5 bike parking spaces per unit by providing a 1:1 bicycle parking ratio. In addition, the majority of those bike parking spaces are provided in a secured bike room in the building.

## 7 The Climate Change Master Plan

The Climate Change Master Plan (2020) sets out the policies and framework by which the City will mitigate and adapt to climate change in the coming decades.

Section 4 of the Climate Change Master Plan, *Mitigation* discusses community GHG emissions, and states that:

*In 2018, 90 per cent of Ottawa's [community] emissions came from the building and transportation sectors. (...)*

*In order to align with the IPCC target to limit global average temperature increases to 1.5°C, a new long-term commitment to reduce community emissions 100 per cent by 2050 is required.*

The proposed development contributes to the emissions reduction goals set out in the Climate Change Master Plan with regards to both building and transportation. Multi-unit residential buildings save energy through shared walls, floors and ceilings, and the client aims to achieve an additional 25% energy efficiency above what is required by the Ontario Building Code. In terms of transportation, we are reducing the number of parking spaces that are required and are instead providing a 1:1 bicycle parking space ratio.

Section 5 of the Climate Change Master Plan, *Adaptation and Resiliency* discusses the impacts and changes Ottawa is projected to experience as a result of climate change, and states that:

*Ottawa is experiencing warmer, wetter and more unpredictable weather. On average, summers are getting hotter and winters less cold. While total annual precipitation has increased on average, precipitation varies greatly in terms of both where and when it falls.*

The proposed development contributes to the City's general capacity to deal with increases in temperature by mitigating the impacts of urban heat island through the retention and planting of trees on-site. The proposal will retain a very large rear yard canopy tree, as well as retain and plant shade trees along Edith Avenue and Donald Street. In addition, the proposed development contributes to resilience increases in precipitation and on-site to flooding by meeting and exceeding the soft landscaping requirements (50% soft in the rear yard, 66% in the front yard and 81% in the corner side yard).



## 8 Urban Design Brief

### 8.1 Design Directives

#### 8.1.1 Official Plan (2021)

Section 4.6 of the Official Plan sets out policies related to Urban Design and is intended to promote design excellence in Design Priority areas, encourage innovation in site planning and building design, support the objectives of Corridors, Hubs and neighbourhoods and enable integration of new development with existing communities.

Section 4.6.5, Policy 2 of the Official Plan states that:

*“Development in Hubs and along Corridors shall respond to context, transect area and overlay policies. The development should generally be located to frame the adjacent street, park or greenspace, and should provide an appropriate setback within the street context, with clearly visible main entrances from public sidewalks. Visual impacts associated with above grade utilities should be mitigated.”*

The proposed development has been designed to frame Donald Street and Edith Avenue with an appropriate building setback, materials and façade articulation that defines building entrances and maintains the general low-rise character of the surrounding community. The main building entrance is provided off Donald Street to access the residential lobby from the sidewalk. Additional entrances to residential units provide semi-private spaces along Donald Street and Edith Avenue and establish material breaks that help the building to read as separate structures, improving the interface with the public realm. The building is adequately set back from the street. The building is adequately set back from existing overhead hydro wires along Donald Street and the façade design implements a rhythm of the entrances and materials to minimize the potential visual impacts of hydro poles.

Section 4.6.5, Policy 3 of the Official Plan states that:

*“Development shall minimize conflict between vehicles and pedestrians and improve the attractiveness of the public realm by internalizing all servicing, loading areas, mechanical equipment and utilities into the design of the building, and by accommodating space on the site for trees, where possible. Shared service areas, and accesses should be used to limit interruptions along sidewalks. Where underground parking is not viable, surface parking must be visually screened from the public realm.”*

Direct pedestrian access to the Subject Site is provided from the principal building entrance to the public sidewalk along Donald Street, as well as two other dedicated entrances fronting on Donald Street and one on Edith Avenue (see Figure 8). Soft landscaping and trees are provided along Donald Street and in the rear yard for building residents (see Figure 12). Building residents may access the Subject Site via automobile from a driveway off Edith Avenue. A parking area is located at the rear of the Subject Site and screened from view of

the public realm along Eith Avenue with architectural articulation and landscaping. The proposed development has been designed with all mechanical equipment internal to the building and on the rooftop. A single driveway access reduces potential conflicts and improves the safety, accessibility, and movement of pedestrians and vehicles to and from the Subject Site.

Section 4.6.6, Policy 6 of the Official Plan states that:

*“Low-rise buildings shall be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate. Buildings shall integrate architecturally to complement the surrounding context.”*

The proposed development has been designed to compliment the existing low-rise scale of the surrounding community along Donald Street and Edith Avenue in accordance with policies of the adopted Official Plan development along Minor Corridors in the Inner Urban Transect. Soft landscaping is provided within the building setbacks in the front, rear and corner side yard. The principal building entrance is provided at-grade off Donald Street. Semi-private porch entrances to residential units are provided along Donald Street and Edith Avenue to improve the interface with the public realm. The building is designed to integrate with materials and architectural details that are common to the existing context such as stone and brick while also providing subtle contemporary additions to the façade design through use of visual breaks using large windows and panel siding to ensure future compatibility as the corridor matures.

## **8.1.2 Urban Design Guidelines for Low-Rise Infill Housing (2023)**

- 1.1 Ground floor: Contribute to an inviting, safe, and accessible streetscape by emphasizing the ground floor and street façade of infill buildings. Locate principal entries, windows, porches, and key internal uses at or close to street level.*
- 2.2 Building massing and scale: the massing and scale of infill buildings should consider the surrounding neighbourhood in terms of building setbacks, building width and length, and the relationship between buildings and the public realm. New infill housing should utilize architectural treatment and articulation to replicate the predominant scale and built form of the surrounding neighbourhood.*
- 3 Low-rise, multi-unit buildings are popular with families with children and pet owners. Developments with well-designed and located shared amenity areas, such as children’s play spaces, facilities for pets and other shared elements like communal gardens, allow residents to experience and share in their collective property.*

The proposed development meets the intent of the Guidelines to provide appropriate infill that responds to the surrounding neighbourhood. The proposed development has been designed such that the front and corner elevations are visually broken up through architectural detail, with multiple active entrances and shifting planes to be more sensitive

to existing buildings in the surrounding context. The ground floor of the proposed development contributes to an active streetscape with the integration of active entrances as well as architectural articulation. In response to the demand for more multi-unit buildings that cater to the needs of families with children and/or pets, shared space is provided in the rear yard. In addition, the building fronts onto landscaped area in the front and corner side yards, as well as front porches which provide semi-private outdoor space.

### **8.1.3 Urban Design Directions Provided by City Staff**

Provide façade articulation along Edith Avenue and active entrance(s) along Edith Avenue. Consider reducing the number of parking spaces and inseting the Edith Avenue frontage back to accommodate the street and to break-up the long façade along the street.

We have added an active entrance on the building fronting on Edith Avenue and pushed the south end of the façade fronting Edith back from the street by an additional 3', in order to add interest and greater complexity to this façade. This additional setback also results in part of the façade being compliant with the required corner side yard setback. In addition, this has allowed us to push the parking back further from sight and eliminate some of the sidewalk views into the parking area. We are requesting a reduction in parking by 2 spaces in order to prioritize these design elements.

Use high-quality materials prevalent in the area.

The nearby buildings include a range of building materials, including brick and siding. The proposed development is designed with two colours of brick as well as low-maintenance high-quality flat panel siding.

Consider indoor and outdoor amenity area given the number and sizes of units proposed.

No amenity area is required under zoning, and none is being provided as part the proposed development. There is shared landscaped space in the front and corner side yard as well as landscaping in the rear interior yard area, totalling nearly 200m<sup>2</sup> of space. In addition, front porches are being provided facing both Donald Street and Edith Avenue that offer semi-private outdoor space for residents.

Consider providing bicycle parking at a 1:1 ratio to justify a reduction in vehicular parking.

16 bicycle parking spaces are required under zoning. We are providing 31 bicycle parking spaces on-site: 8 in the rear yard at-grade, 3 in the front yard at-grade and 20 in an indoor bike room (12 per City of Ottawa bike parking space sizes, 20 per CycleSafe's Quad High Density Bike Rack). This amounts to 1 bike parking space for each dwelling unit. The reduction in vehicular parking has been generally supported by the community association and immediate neighbours.

## 8.2 Planned Functions of Adjacent Properties

There are currently no development applications planned for the adjacent properties. The permitted building envelopes of the neighbouring parcels should they be redeveloped to the maximum permitted densities are illustrated below. The neighbouring properties also fall under the R4UC zone, and as a result are subject to the same performance standards as the Subject Site. The proposed development responds to the existing and planned scale envisioned for the surrounding context through appropriate building massing, setbacks and façade articulation along Donald Street and Edith Avenue.

Figure 13. Proposed development and surrounding max. permitted building envelopes (yellow).



## 8.3 Design Research

### 8.3.1 Design Evolution

Figure 14. Design evolution of the Subject Site. First iteration (left), revised iteration (right).



In the first iteration, the façade along Edith Avenue had no articulation or entrance facing the street. After consulting with city staff and community association representatives, an active entrance was added to the Edith façade, and part of it was setback an additional 3' from the street to break up the perceived volume, allow more space for tree planting, and increase articulation. In the revised design, the alternating use of brick and flat panel siding along the street fronting facades, has been complimented with the 3' indent and additional entrances,



to result in a rhythm that echoes the volumes and spacings of surrounding homes. The parking is further concealed from view. Trees and other landscaping have been added, and a sidewalk along Edith Avenue as well. See Figure 9 for the revised design.

### 8.3.2 Massing of the Proposed Development in the Existing Context & Built Form Transition Between the Proposed Development and the Surrounding Area

Figure 15. Built form transition between proposed development and surrounding area.



The proposed development represents an appropriate transition in height that meets the intent of the Official Plan for development along Minor Corridors in Neighbourhoods for buildings to be not less than 2 and not greater than 4 storeys. The proposed low-rise apartment building complements larger buildings on the street and is appropriate at this stage of a community in transition. The proposed building also complements smaller homes abutting the Subject Site by referencing their width and scale in the façade through use of strong vertical divides (using indentation together with material changes) and horizontal divisions (stone base, brick with trim, cornice). The proposed 3-storey building provides an appropriate scale of development that is compatible with existing low-rise buildings to the east, west and south (see Figure 4) of the Subject Site.

### 8.3.3 Response to Abutting Public Realm Conditions Beyond the Boundaries of the Site

Our client will be establishing a sidewalk along Edith Avenue which will contribute positively to the public realm just beyond the site. In addition, shade trees will be planted on frontages facing both Donald Street and Edith Avenue which will elevate the pedestrian experience. The proposed development improves pedestrian access and interfaces well with the public realm.

### **8.3.4 Approach to Sustainable Design**

The building will be developed to achieve energy efficiency that is 25% above Ontario Building Code requirements. In addition, there is significant greenspace and soft landscaping proposed on the site.

### **8.3.5 Approach to Bird-Safe Design as it Relates to the City's Bird-Safe Design Guidelines**

The building design demonstrates bird-safe features such as no large corner windows and windows divided into smaller sections.

## **Conclusion**

This Planning Rationale has been prepared in support of Minor Zoning By-law Amendment and Site Plan Applications to facilitate the development of a 3-storey low-rise apartment building on the Subject Site. The Subject Site is designated Minor Corridor within the Inner Urban Transect on Schedule B2 of the City of Ottawa Official Plan. The Subject Property is zoned Residential Fourth Density, Subzone UC in the City of Ottawa's Zoning By-law 2008-250.

The purpose of this application is to facilitate the proposed development of a low-rise residential apartment building through establishing site-specific zoning provisions for the Subject Site including reductions to required parking, an increased maximum permitted lot area and a reduction to the corner side yard setback. Approval of the proposed development will permit a total of 31 residential dwelling units. A total of 8 residential parking spaces, 2 visitor parking spaces and 31 bicycle parking spaces are proposed on the Subject Site.

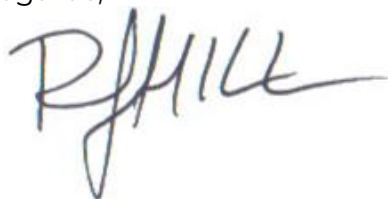
The proposed low-rise development is appropriate to support growth objectives and residential intensification targets within the urban area of the City of Ottawa. The proposed Minor Zoning By-law Amendment and Site Plan Control applications will have no negative impacts to natural heritage and features, natural resources, or cultural heritage resources. The requested Minor Zoning By-law Amendment and Site Plan Control applications are consistent with the policies of the Provincial Policy Statement.

The proposed development of a low-rise residential apartment building conforms with the general intent of policies of the City of Ottawa's Official Plan. This Planning Rationale demonstrates the proposed development is consistent with the intent and policies of the Minor Corridor designation within the Inner Urban Transect and Evolving Neighbourhood Overlay of the Official Plan and is compatible with surrounding land uses. Site-specific zoning

is proposed for the Subject Site to bring the proposed development into conformity with the City of Ottawa Zoning By-law.

The proposed Minor Zoning By-law Amendment and Site Plan Control applications are appropriate for the Subject Property and represent good land use planning.

Regards,

A handwritten signature in black ink, appearing to read 'R Hill', with a long horizontal flourish extending to the right.

Rosaline Hill  
*BES, BArch, RPP, OAA,*  
*MRAIC, OPPI, MCIP*