



168-174 Murray Street

Planning Rationale + Design Brief - Revision 2
Zoning By-law Amendment, Site Plan Control, and Heritage Permit
Updated - August 6, 2025



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1.0

Introduction

Fotenn Planning + Design (“Fotenn”) has been retained to prepare this Planning Rationale and Design Brief in support of Zoning By-law Amendment, Site Plan Control, and Heritage Permit applications to facilitate the proposed development on the property municipally known as 168-174 Murray Street in the City of Ottawa.

The subject site is located at 168-174 Murray Street between Cumberland Street to the east and Dalhousie Street to the west in the Lowertown neighbourhood in the City of Ottawa. The subject site currently contains two low-rise, detached buildings, one containing a one (1) bedroom residential unit, the other containing a 2 (two) bedroom unit. The proposed development includes the retention and conservation of these existing buildings and the addition of a four-storey, low-rise, residential apartment building containing 18 behind the maintained buildings. The development is proposed to contain a total of 20 units, where the proposed addition will contain thirteen (13) one-bedroom units, and five (5) two-bedroom units. A total of 157 square metres of amenity space is provided via the communal rear yard space. As permitted by the Zoning By-law, no residential parking is required for the site, however a total of 22 bicycle storage spaces are provided.

1.1 Required Applications

To facilitate the proposed development, Zoning By-law Amendment, Site Plan Control, and Heritage Permit applications are being submitted. The Minor Zoning By-law Amendment (ZBLA) proposes to amend the existing zoning applicable to the subject site to accommodate site-specific development details as discussed herein (section 4.7.2). The Site Plan Control process will address the detailed design of the site and buildings, including such aspects as site servicing, landscaping and building materiality. Finally, the Heritage Permit application addresses details related to heritage conservation proposed as part of the new development, which is located within the Lowertown West Heritage Conservation District.

To obtain a more complete understanding of the development proposal and the justification submitted to obtain the necessary planning approvals from the City of Ottawa, this Planning Rationale should be read in conjunction with the Cultural Heritage Impact Statement prepared by Commonwealth Historic Resources Inc. and the portfolio of drawings and reports prepared by the architecture and engineering consultants and other specialists as required by the City of Ottawa planning approval process.

1.2 Public Consultation Strategy

The City of Ottawa has developed a Public Notification and Consultation Policy for development applications. The following consultation steps will be undertaken, or have been undertaken, in accordance with the Policy and Planning Act notification requirements.

/ Pre-Application Consultation Meeting

- Pre-Application Consultation Meetings were held with City Staff and the applicant team on December 10, 2021, on July 26, 2023, and on April 11, 2024. The applicant team has maintained subsequent correspondence with City Staff leading up to application submission.

/ Notification of the Lowertown Community Association

- The Lowertown Community Association was notified of the proposed development for the subject site prior to a Zoning By-law Amendment application being submitted.
- A meeting was held with a member of the Lowertown Community Association and a member of the City's Heritage Staff on December 16, 2021, to discuss the proposed development prior to application submission.

- A 'heads up' notification to local registered community associations will be completed by City of Ottawa during the application process.
- / Notification of Ward Councillor, Councillor Stéphanie Plante
 - The Ward Councillor was notified of the proposed development for the subject site prior to the applications being submitted.
- / Community Information Session
 - If requested by the Ward Councillor, the applicant team will participate in a community information and comment session to discuss the proposed development.
 - It is anticipated that the Ward Councillor would provide notice to residents via the ward website and newsletter, Facebook, and Twitter.
- / Built Heritage Committee Meeting Advertisement and Report Circulation
 - Notification for the public meeting will be undertaken by the City of Ottawa.
- / Public Meeting for Heritage Permit Application.
 - The public meeting will take place at the City of Ottawa Built Heritage Committee.
- / Planning and Housing Committee Meeting Advertisement and Report Mail out to Public
 - Notification for the statutory public meeting will be undertaken by the City of Ottawa.
- / Statutory Public Meeting for Zoning By-law Amendment – Planning and Housing Committee
 - The statutory public meeting will take place at the City of Ottawa Planning and Housing Committee.

2.0

Subject Site & Surrounding Context

2.1 Subject Site

The subject site is comprised of two rectangular shaped lots located in the Lowertown neighbourhood and Rideau-Vanier Ward in the City of Ottawa (Figure 1). The subject site has a total area of approximately 653.71 square metres with 20.5 metres of frontage along the eastern side of Murray Street and a depth of approximately 32.4 metres. The site currently contains two (2) buildings; a two-storey detached brick building municipally addressed as 174 Murray Street, and a one and a half storey detached building municipally addressed as 168 Murray Street. Each of the existing buildings have been altered over time, including façade alterations to 168 Murray Street and later additions to both building to the rear. The remainder of the rear yard contains a landscaped outdoor area. The two existing building have been identified as contributing properties within the Lowertown West Heritage Conservation District (LWHCD).

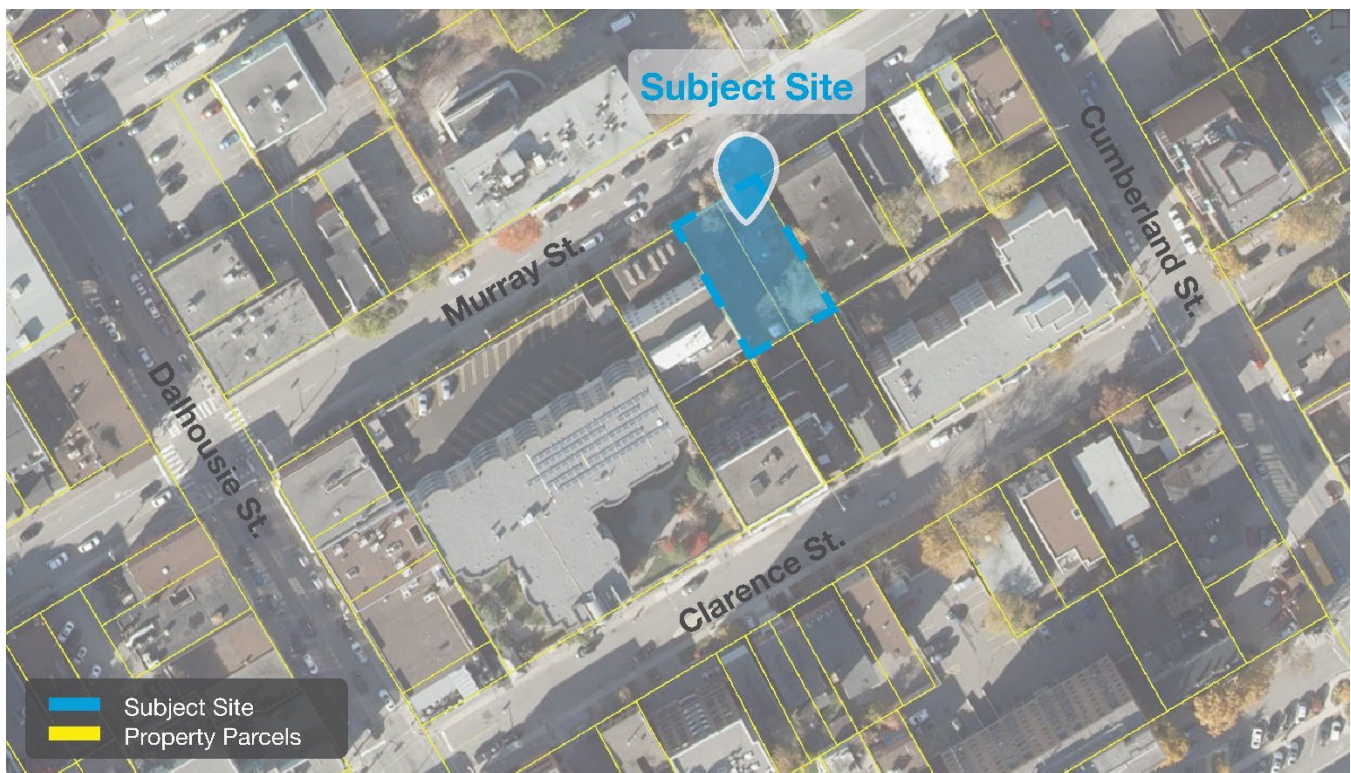


Figure 1: 168-174 Murray Street, subject site indicated

2.2 Surrounding Context

North: Immediately north of the subject site, across Murray Street, is a surface parking lot and a two-storey heritage building. Next to this, along Murray Street and with frontage on Cumberland Street is a converted church, St. Brigid's Centre for the Arts and accompanying restaurant. Further north of this, a mix of generally low-rise residential buildings including detached, semi-detached, townhouse, and low-rise apartment buildings. This condition continues through to King Edward Avenue, beyond which are lands along the Rideau River owned by the National Capital Commission (NCC). Northwest of the site are a cluster of institutional buildings, including the Embassy of the United Arab Emirates, Global

Affairs Canada and National Research Council of Canada along Sussex Drive. The Macdonald-Cartier Bridge is accessed via King Edward Avenue and provides access across the Ottawa River into Gatineau, Quebec.

East: Immediately east of the subject site is a mix of generally low-rise residential buildings and a three-storey apartment building. Further east, across Cumberland Street and extending to King Edward Avenue is a car rental centre, a church, and the Shepherds of Good Hope shelter complex. Across King Edward Avenue and stretching to the Rideau River is a neighbourhood comprised of low-rise residential buildings, including detached, semi-detached, townhouse, and low-rise apartment buildings. Across the Rideau River are the Kingsview Park and Vanier neighbourhoods of Ottawa, which include a mix of densities including low- to mid-rise residential, commercial, and institutional buildings.

West: Immediately west the subject site is the Montfort Residence, a retirement community comprised of a converted historic townhouse and five storey addition at the rear of the property. Further west is a three storey City of Ottawa owned and operated parking garage. Further west, along Dalhousie Street and through the ByWard Market neighbourhood, land uses are generally more varied where both stand alone residential and commercial buildings exist, as well as mixed-use buildings containing commercial and retail at-grade along street frontages and residential units above.

South: Immediately south of the subject site along Clarence Street is a six-storey hotel and low-rise residential buildings. Further south, with frontage on York Street are a mix of low-rise residential with commercial at-grade, and high-rise residential apartment buildings of six storeys to 14-storeys in height. Further south of this, and extending through the ByWard Market to Rideau Street, building heights generally increase in proximity to rapid transit and Downtown Ottawa.

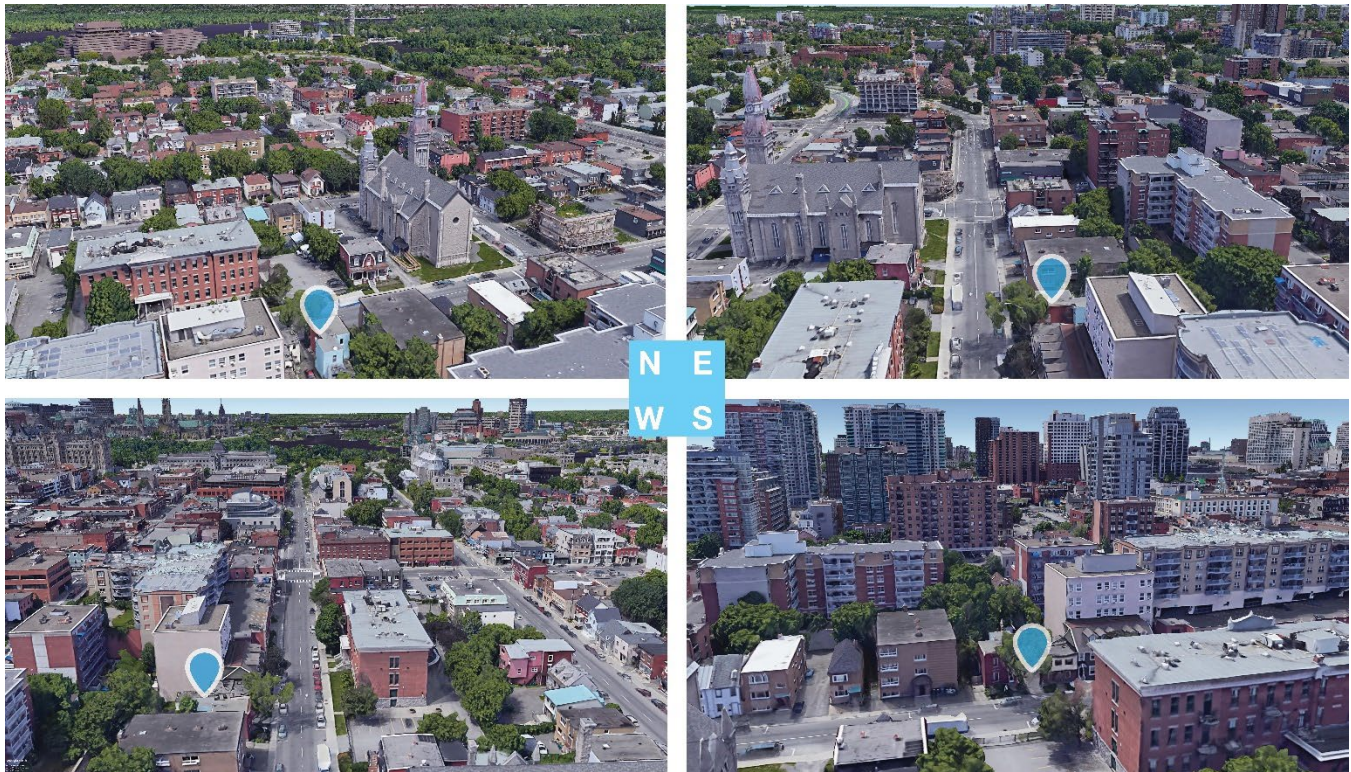


Figure 2: Site context (clockwise from top left) looking north, east, south and west

2.3 Road Network

The subject site is located along Murray Street, which is designated an Arterial Road on Schedule C5 (*Downtown Core Road Network*) of the Ottawa Official Plan (Figure 3). Dalhousie Street west of the subject site is designated a Collector Road from Boteler Street through to Besserer Street. Nearby streets, including Boteler Street west of Dalhousie Street, King Edward Avenue, Sussex Drive, St. Patrick Street, and Rideau Street, are all designated Arterial roads.

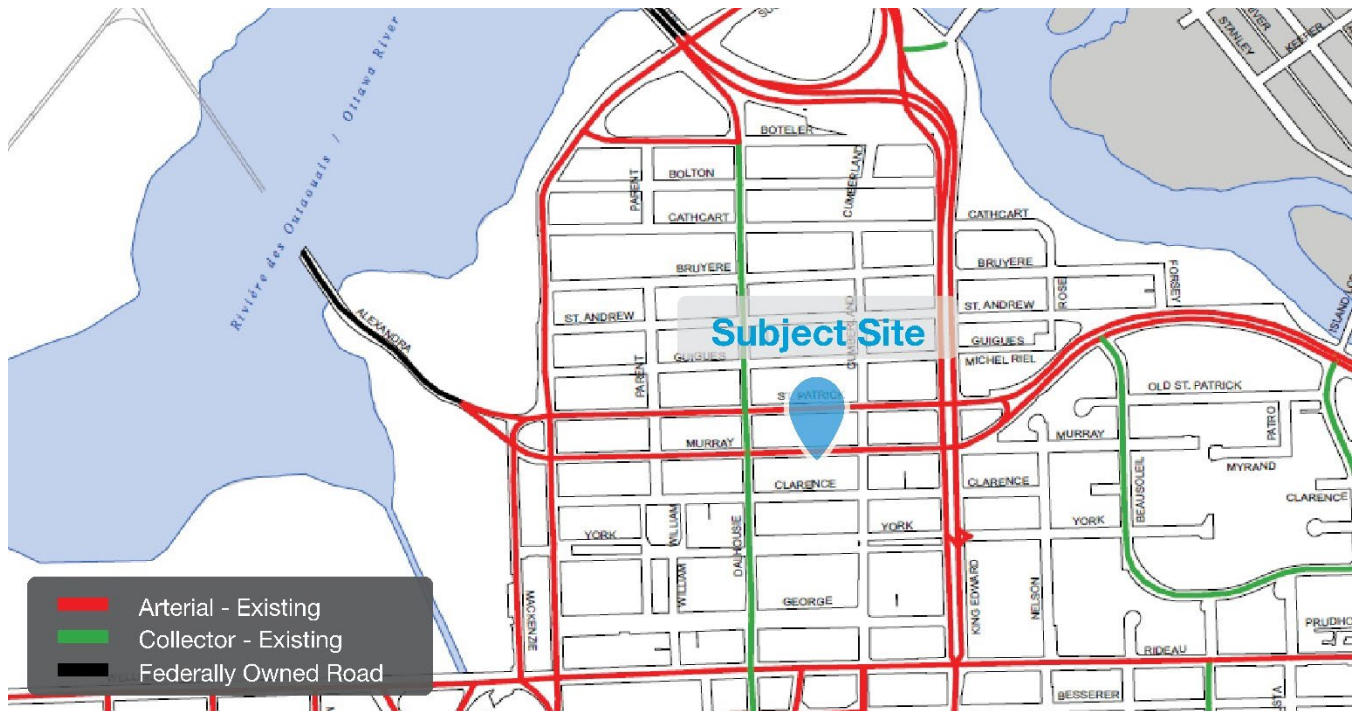


Figure 3: Schedule C5, *Downtown Core Road Network*, City of Ottawa Official Plan subject site indicated

Collector roads are networks which serve neighbourhood travel between local and Arterial roads, providing vehicle connections and accesses to adjacent lands. Arterial roads are intended to function as major corridors in the urban communities, accommodating a variety of transit modes including vehicle, pedestrian, bicycle, and public transportation. Arterial roads are designed in a manner which meets the needs of these users through the provision, where appropriate, of sidewalks, cycling lanes, and transit stops. The subject site is well served by the existing road network due to its frontage along an Arterial road, which provides connections to Collector and other Arterial roads along multiple nearby streets and into the greater urban road network of the City of Ottawa.

2.4 Transit and Active Transportation Network

The subject site is well-connected with respect to bus rapid transit, cycling, and the pedestrian network as indicated on Schedule D (*Rapid Transit Network*) of the Official Plan. The subject site is located within 600 metres of the Rideau Light Rail Transit (LRT) Station (Figure 4). Further, the subject site is located approximately 220 metres west of King Edward Avenue and is located on Murray Street, both designated Transit Priority Corridors. Similarly, OC Transpo serves the site with Route 9 running adjacent to the site along Dalhousie Street, and Route 6 running along Murray Street (Figure 5). An OC Transpo bus stop is located within close proximity to the subject site on Murray Street. This route connects the subject site to the greater transportation network, through to the Greenboro Station. The subject site is served by routes which connect through the ByWard Market, Lowertown, Sandy Hill, and Downtown Core neighbourhoods.



Figure 4: Schedule C2, *Transit Network*, City of Ottawa Official Plan, subject site indicated

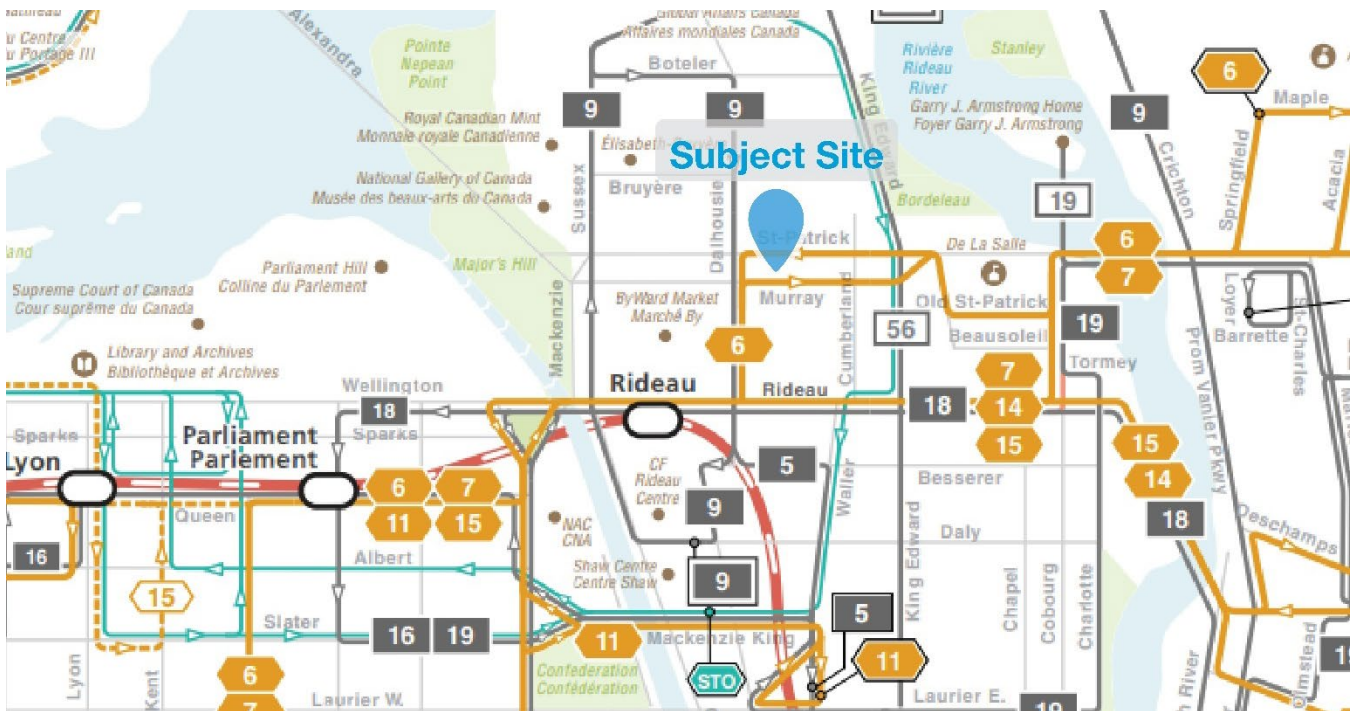


Figure 5: OCTranspo Network Map (as of April 7, 2025), subject site indicated

The subject site is served by the City of Ottawa's Active Transportation network, per Schedule C3 (*Active Transportation Network*) of the Official Plan (Figure 6). In addition, dedicated bicycle lanes are located along Mackenzie Avenue, Sussex Drive, Murray Street, St. Patrick Street, and Cumberland Street, each providing access to the greater cycling network. The subject site further benefits from close proximity to Multi-use Pathways along either side of the Rideau River, and east along the Ottawa River. These cycling accesses allow bicycle connections to various other routes throughout the city and rapid transit, promoting multi-modal transportation. Sidewalks are present along both sides of Murray Street, providing a pedestrian-oriented public realm.



Figure 6: Schedule C3, *Active Transportation Network*, City of Ottawa Official Plan, subject site indicated

Proposed Development and Design Brief

3.1 Project Overview

The proposed development includes the retention and restoration of the two (2) existing heritage buildings at 168 and 174 Murray Street and development of a four-storey, low-rise, residential apartment building. The proposed development will contain a total of 20 units, where the two (2) existing units are proposed to be maintained in the existing buildings, and 18 new units, with a mix of thirteen (13) one-bedroom units, and five (5) two-bedroom units. A total of 157 square metres of amenity space is provided via communal rear yard space. As permitted by the Zoning By-law, no residential parking is required for the site, however a total of 22 stacked bicycle storage spaces are provided indoors.

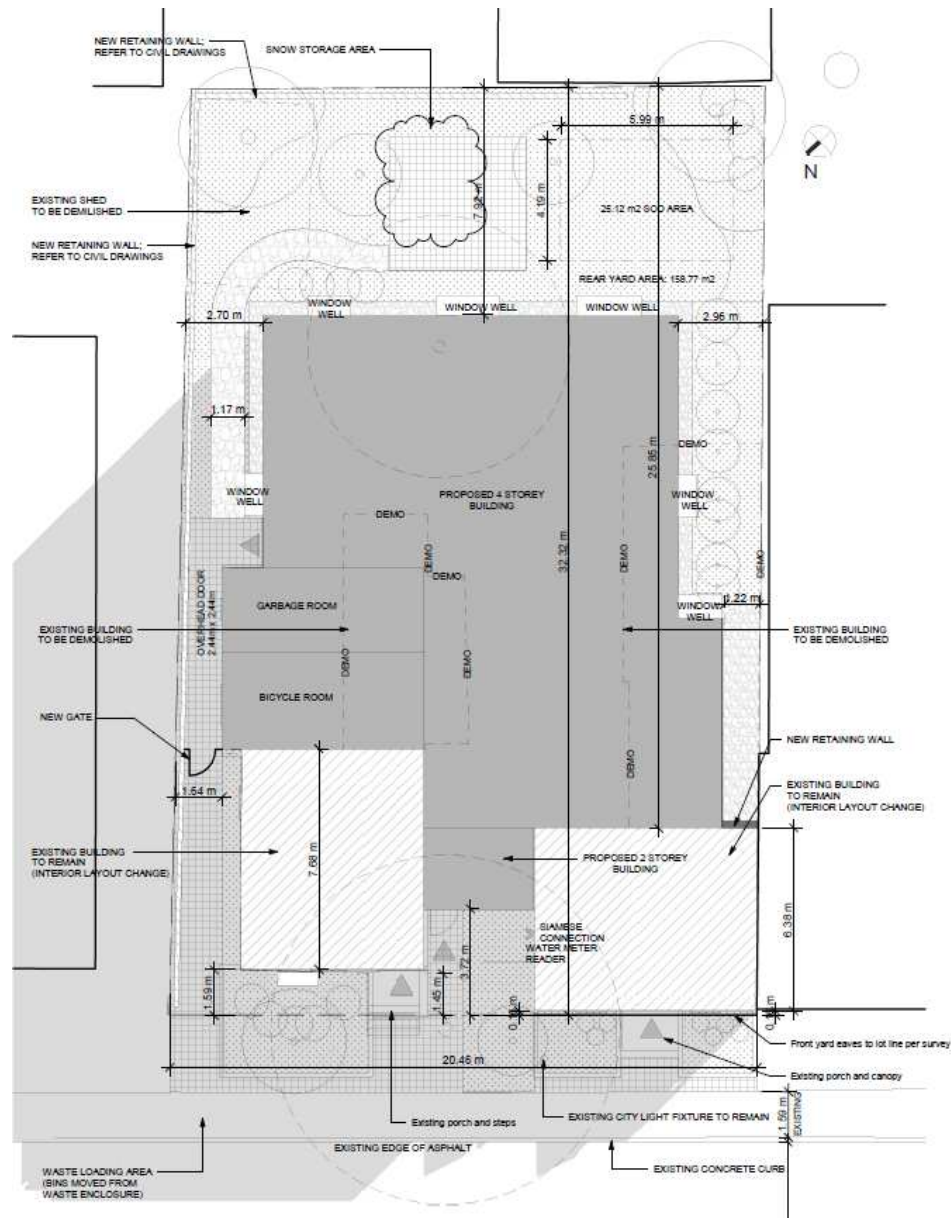


Figure 7: Site Plan of Proposed Development

3.2 Massing and Scale

The primary intent for the proposed development is to provide additional housing options and a new mix of unit types in a desirable neighbourhood which is well served by rapid transit and neighbourhood amenities. Zoning currently permits a four-storey apartment building on the subject site. The massing of the proposed apartment building has been carefully selected and refined to reduce its presence on Murray Street to ensure visual emphasis remains on the retained heritage buildings, all while conforming to the general intent of the Zoning By-law. In determining the massing of the proposed development, three-dimensional modeling was used to capture street views and to understand the nature of the development.



Figure 8: Rendering of proposed development, looking southwest

The four-storey scale of the proposed addition is sensitive to the visual context of the area. It is a contemporary expression, clad in traditional brick and properly set back from the streetscape. The proposed development achieves the intention of small-scale development and relies on the existing buildings and the recessed entrance between the buildings to interpret and maintain the existing lot divisions. In combination with the retention and restoration of the existing buildings there is a clear distinction and integration between existing and new. The increased height, decreased side yard setback, and front and side yard projections related to the addition will require relief from the Heritage Overlay provisions in Zoning By-law.

3.3 Building Design

The proposed development is designed to suit the context and to contribute to the neighbourhood by using quality design and detailing while maintaining visual emphasis on the heritage buildings along the Murray Street frontage. The architectural features compliment and take cues from features of the existing heritage buildings, including cornice details, window composition, beige brick cladding, decorative brickwork, and entrance setback reminiscent of colonial, covered carriageways.



Figure 9: Elevations of the proposed development

The retention and restoration of the one and a half storey side gable worker's cottage (168 Murray) and the two-storey brick building (174 Murray) is a defining feature and major asset to the project. The new apartment will incorporate natural materials including beige brick veneer along the front and side façades, complimenting the restored cladding of the two heritage buildings. Windows will be painted, metal clad. The rear roof slope of 168 Murray will be closed with a flat roof extending back from the ridge and the flat roof of 174 Murray Street will remain. The accessible entrance to the apartment has been designed to welcome residents into a safe and material rich space. Demolition will be limited to the removal of the rear additions of both buildings and the removal of the second storey at 168 Murray Street and restored with a one and a half storey side gable.

3.4 Public Realm

The existing heritage buildings are proposed to occupy the majority of frontage along Murray Street. As such, their relationship to the public realm will remain largely unchanged. The two-storey building to the east will remain residential, and the existing entrances will remain as the primary entrance for these units. These existing buildings will retain their residential uses. The buildings will be joined together with a lobby that includes a front entrance accommodating an amenity space and stairwell access, designed with floor-to-ceiling windows that will provide natural light and a welcoming entry point to the building.



Figure 10: Pedestrian level view of the proposed development, looking south



Figure 11: Pedestrian level view of the proposed development, looking southeast

3.5 Heritage

The development proposal includes the retention and rehabilitation of the two existing heritage homes, and the construction of a four-storey infill apartment building in the rear yard. The rear wings of both buildings and an accessory shed will be demolished to accommodate the eighteen (18) unit apartment building. The separate street entrances to both houses will be maintained. A recessed entrance foyer to the new apartments between the two retained homes is reminiscent of carriageways between buildings, defining access to the rear yard and establishing a hierarchy. The glazed treatment of this entrance is intended to display the squared timber of the cottage and maintains the consistent setbacks characteristic of the streetscape. The height of the proposed addition is set well back allowing both extant historic buildings to stand proud. The adjacent development (166-162 Murray) incorporates a six-storey addition set back from the two-and-a-half side gable. The four-storey height of the proposed addition respects the neighbouring buildings.

The brick clad house at 174 Murray, constructed in 1908, will be retained in its existing form and detailing with focused repairs to the brickwork and detailed restoration of features such as the arched transom over the entrance and bowing of the brick veneer at the second storey, replacement of deteriorated sills, repairs to the foundation and leveling of floors.

The small worker's cottage at 168 Murray Street was constructed pre-1861 and will be retained, the second storey will be removed, dormers replaced and wood shingle or standing seam metal roof will be reintroduced. A new side gable roof and gabled dormers and exterior finishes will be restored, wood siding replaces the vinyl siding on the front façade and squared timber log will be exposed. Doors and windows will be replaced, and the building set on a new foundation

3.6 Sustainability

The proposed development provides additional housing types and options, where unit sizes are typically more compact in the Downtown Core. The proposed development is located in an area which is highly walkable, with many easily accessible cycling routes, and well-served by public transit. As such, no residential or visitor vehicle parking is provided at the subject site, however greater bicycle parking spaces are provided than is required by the Zoning By-law, encouraging walkability and utilization of the City's bicycle routes. These features of the proposed development encourage a more sustainable lifestyle and are generally more environmentally friendly. Finally, the retention of the existing units minimizes the creation of construction waste, reducing the amount of demolition to just the more recent additions. The renovation and new addition will be required to adhere to current Building Code requirements that consider more sustainable approaches.

Policy & Regulatory Review

4.1 Provincial Planning Statement (2024)

Adopted on October 20, 2024, the Provincial Planning Statement (PPS) is a policy document issued under the Planning Act which provides direction on matters of provincial interest related to land use planning and development. All decisions on planning matters “shall be consistent with” the PPS. Generally, the PPS recognizes that “land use must be carefully managed to accommodate appropriate development to meet the full range of current and future needs, while achieving efficient development patterns”.

Policy 4 of Section 2.1 (Planning for People and Homes) requires planning authorities to support the achievement of complete communities by, among others, accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, and parks and open spaces. Section 2.2 (Housing) expands on this direction, requiring planning authorities to provide for a range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by, among others:

- / Permitting and facilitating all housing options required to meet the social, health, economic and well-being requirements of current and future residents;
- / Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation;
- / Requiring transit-supportive development and prioritizing intensification in proximity to transit, including corridors.

Section 2.3 continues the previous PPS policy that settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in “strategic growth areas,” which include lands along transit corridors. Within settlement areas generally, land use patterns should be based on densities and a mix of land uses which:

- / Efficiently use land and resources;
- / Optimize existing and planned infrastructure and public service facilities;
- / Support active transportation; and
- / Are transit-supportive.

Policy 1 of Section 3.3 states that planning authorities shall plan for and protect corridors and rights-of-way for infrastructure, including transportation corridors.

Policy 2 of Section 3.6 states that municipal water and sanitary servicing are the preferred form of servicing for settlement areas, continuing the policy direction from the current PPS.

Policy 1 of Section 4.6 (Cultural Heritage and Archaeology) identifies that protected heritage properties which may contain built heritage resources or cultural heritage landscapes shall be conserved. Policy 3 notes that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.

The proposed development is consistent with the above noted policies of the PPS (2024). More specifically, the proposed development responds to policies that direct development to areas the municipality has identified for intensification and redevelopment. Further to this, it implements a coherent development and land use pattern while accommodating an appropriate range and mix of residential types to meet long-term needs of the municipality.

By providing more bicycle parking spaces than what is required in the Zoning By-law, and through the removal of parking spaces, the proposed development supports multi-modal, active transportation. As a site located in a well-established urban neighbourhood and within close proximity to the multi-modal transportation options, the proposed redevelopment advances provincial goals of healthy, liveable and safe communities that efficiently utilizes existing

infrastructure, improves the range and mix of housing types, supports transit use, and conserves built cultural heritage resources.

The design of the new building, especially those portions directly interacting with the retained heritage buildings encompass materials and design choices that are appropriate and complimentary, ensuring the adjacent heritage buildings remain distinguishable on the subject site while also maintaining the original orientation to the street and relationship to other heritage buildings in the surrounding area. This establishes a strong functionality for the site while ensuring the height, form, and massing of the new building do not detract from the existing heritage attributes.

4.2 City of Ottawa Official Plan (approved November 4, 2022)

The Official Plan for the City of Ottawa provides a framework for the way that the City will develop until 2046 when it is expected that the City's population will surpass 1.4 million people. The Official Plan directs the manner that the City will accommodate this growth over time and set out the policies to guide the development and growth of the City.

The Official Plan provides guidance for development across the Ottawa region, highlighting specific desired features, such as 15-minute neighbourhoods, and other intensification targets aimed at improving the walkability and sustainability of existing built-up areas. The Official Plan encourages infill and intensification through the development of various housing types, such as missing middle housing, within existing neighbourhoods in the City's urban areas.

4.2.1 Downtown Core Transect and ByWard Market Special District

The subject site is located within the proposed Downtown Core Transect area, and designated part of the ByWard Market Special District, as shown in Schedule B1 (Figure 12).

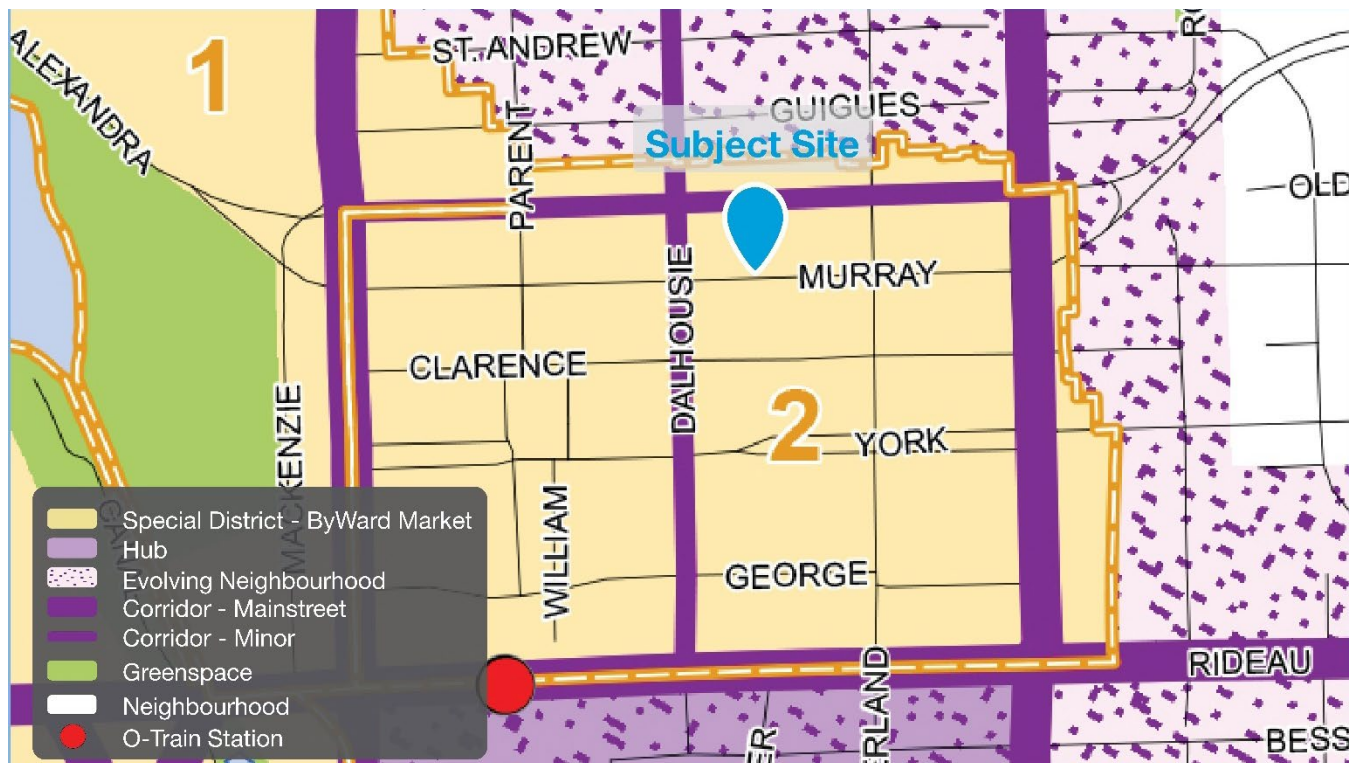


Figure 12: Schedule B1, *Downtown Core Transect*, subject site indicated

The Official Plan recognizes the **Downtown Core** as the historic, geographical, physical, cultural, symbolic and employment hub of the National Capital Region. This transect area contains a mature built environment whose urban characteristics of high-density, mixed uses and sustainable transportation orientation are to be maintained and enhanced. The Downtown Core's established and intended built form is urban, and all development shall maintain and enhance the urban pattern of built form and site design (**Policy 5.1.1.1**). The Downtown Core shall continue to develop as healthy 15-minute neighbourhoods within a highly mixed-use environment (**Policy 5.1.1.2**). The Downtown Core is planned for higher-density, urban development forms where no onsite parking is required to be provided (**Policy 5.1.1.6**) and new automobile-oriented land uses, and development forms are prohibited (**Policy 5.1.2.1**).

The **ByWard Market Special District** sub-designation applies to the subject site, and each area within the designation will express their character based on their roles and functions. East of Dalhousie Street and south of St. Patrick Street, the planned function combines a higher density of development and buildings mainly focused on residential but welcoming mixed-land use with active frontages at the street level. Opportunities to extend the street animation and foot traffic-generating uses eastward to King Edward Avenue will be pursued (**Policy 2**).

Development throughout the ByWard Market Special District within and outside of heritage conservation districts will be sensitive to existing character through the use of architectural styles, expression and building materials that respect and reinforce the existing physical character, and may be the same as, and integrate with, those of the more prominent built elements of the Special District (**Policy 5**). Furthermore, development will have consistent front yard setbacks with the existing buildings within the associated streetscape; and should consider the articulation of the historic lot divisions in the façade of the new buildings be considered when development takes place across several property lines so that the buildings read as a combination of smaller elements (**Policy 5**).

The proposed development conforms to policies for the Downtown Core Transect and ByWard Market Special District of the Official Plan. The proposed development provides a dense, urban built form through intensification of an area within the Downtown Core. Existing cultural heritage assets are maintained while new residential densities are introduced, supporting the Official Plan goals related to 15-minute neighbourhoods. The proposed development provides a built form and site design which conforms to the building height and active frontage policies of the Official Plan.

4.2.2 Growth Management Framework

Section 3 of the Official Plan establishes policies to support intensification. Ottawa's population is projected to grow by 40 per cent between 2018 and 2046 with 51% of that growth targeted to occur through intensification within the built-up areas of the City. This overall intensification target is anticipated to be achieved through a gradual increase in intensification over the life of the Official Plan (stepping from 40% in 2018 up to 60% by 2046).

Section 3.2 of the Official Plan outlines policies that support intensification. Policy 13 states where development occurs on properties designated under the Ontario Heritage Act, intensification targets and minimum density requirements are encouraged to be met through context-sensitive infill that conserves cultural heritage attributes. This development shall respect Statements of Cultural Heritage Value and be consistent with applicable Heritage Conservation District guidelines.

Policy 14 states an amendment or minor variance to the Zoning By-law shall be required for any increase in height within the height categories, provided the proposed increase is in the same height category. An increase in height to permit a building in a taller height category requires an amendment to this Plan or secondary plan where applicable, in addition to the amendment to the Zoning By-law.

The redevelopment of the existing heritage properties to add a low-rise, four-storey apartment building to the rear of the site supports intensification policies of the Official Plan while also providing context-sensitive infill that conserves the sites' cultural heritage attributes. Omnibus 2, adopted in October 2024 and is described in Section 4.2.4 below,

removes the requirement to amend maximum permitted heights through an adopted secondary plan or area-specific policy.

4.2.3 Cultural Heritage and Archaeology

Section 4.5 of the Official Plan establishes guidance on conserving cultural heritage resources and honouring Ottawa's diverse cultural communities, which forms an integral part of the City's planning and decision-making.

Subsection 4.5.2 manage built and cultural heritage resources through the development process:

- / Policy 2: Where development or an application under the Ontario Heritage Act is proposed on, adjacent to, across the street from or within 30 metres of a protected heritage property, the City will require a Heritage Impact Assessment, if there is potential to adversely impact the heritage resource. The HIA will be completed according to the Council approved guidelines for HIAs, as amended from time to time.
- / Policy 3: Heritage designation is, in part, intended to ensure contextually appropriate development and is not intended to discourage intensification or limit housing choice. Elements of the built form, including height, scale and massing, of such development shall ensure that the defined cultural heritage value and attributes of the property or HCD will be conserved, while balancing the intensification objectives outlined throughout this Plan.
- / Policy 5: When a development involves the retention of all or part of designated building or structure and its integration into a larger development, the building or structure shall be retained in its original place during the construction process.

A Heritage Impact Assessment, prepared by Commonwealth Historic Resource Management and dated March 2025, supports the proposed retention of the existing heritage properties and new addition to the rear of the site, and is included in the resubmission package.

4.2.4 Urban Design

Section 4.6 of the Official Plan contemplates an urban design framework to outline the City's urban design program. The subject site is located within the ByWard Market Special District and identified on Table 5 as a Tier 1 Area within the City's Design Priority Areas (DPA). Tier 1 areas link to Ottawa's international image as the capital of Canada. These areas support high pedestrian volumes and are popular destinations for tourists and residents from across the region. These areas also include National Historic Sites and other significant sites of cultural heritage value.

Subsection 4.6.1 identifies Design Priority Areas (DPAs) as defining the image of Ottawa as the capital of Canada, as a city of vibrant neighbourhoods and as a hub of economic activity, subject to the following:

- a) DPAs may be identified or modified by City Council through the designation of new Special Districts, the creation of new or updates to existing City plans or policies.

As the subject site is four storeys or less, the proposal is not subject to review by the Urban Design Review Panel (UDRP).

Subsection 4.6.2 provides direction for development to protect and enhance key views associated with national symbols:

- / Policy 1: The visual integrity and symbolic primacy of the Parliament Buildings and other national symbols, as seen from Confederation Boulevard, the main approach routes to the Parliamentary Precinct and from other key viewpoints and view sequences is protected. The area to which view protection applies can be extended through development or supplementary planning processes, to apply to lands where the City determines that height and foreground controls are necessary in accordance with the intent of Schedule C6A, Schedule C6B, Schedule C6C and the National Capital Commission's Canada's Capital Views Protection, or its successor document. The following applies within areas designated on Schedule C6A:

- a) Development shall not visually obstruct the foreground of views of the Parliament Buildings and other national symbols, as seen from the key viewpoints and view sequences indicated on Schedule C6A

/ Policy 2: Views of the Parliament Buildings shall be protected from two locations in the Beechwood National Cemetery: The Tommy Douglas Memorial and Poet's Hill, as identified on Schedule C6A (Figure 13). New buildings or structures should be located to complement or enhance the view of these national symbols and shall not visually block the foreground view or visually change the background silhouette of the Parliament Buildings when viewed from the identified locations. For each property in the viewshed, planning applications shall not be supported that would permit a proposed building to obstruct the view unless it is demonstrated that the view is already impacted and would not be further impacted by the proposal. This includes fences, signs and trees and other elements that could obstruct views.

The subject site is located within the viewshed on Schedule C6A - Views, Viewsheds, and View Sequences of the Parliament and other National Symbols (Figure 13, Figure 14).

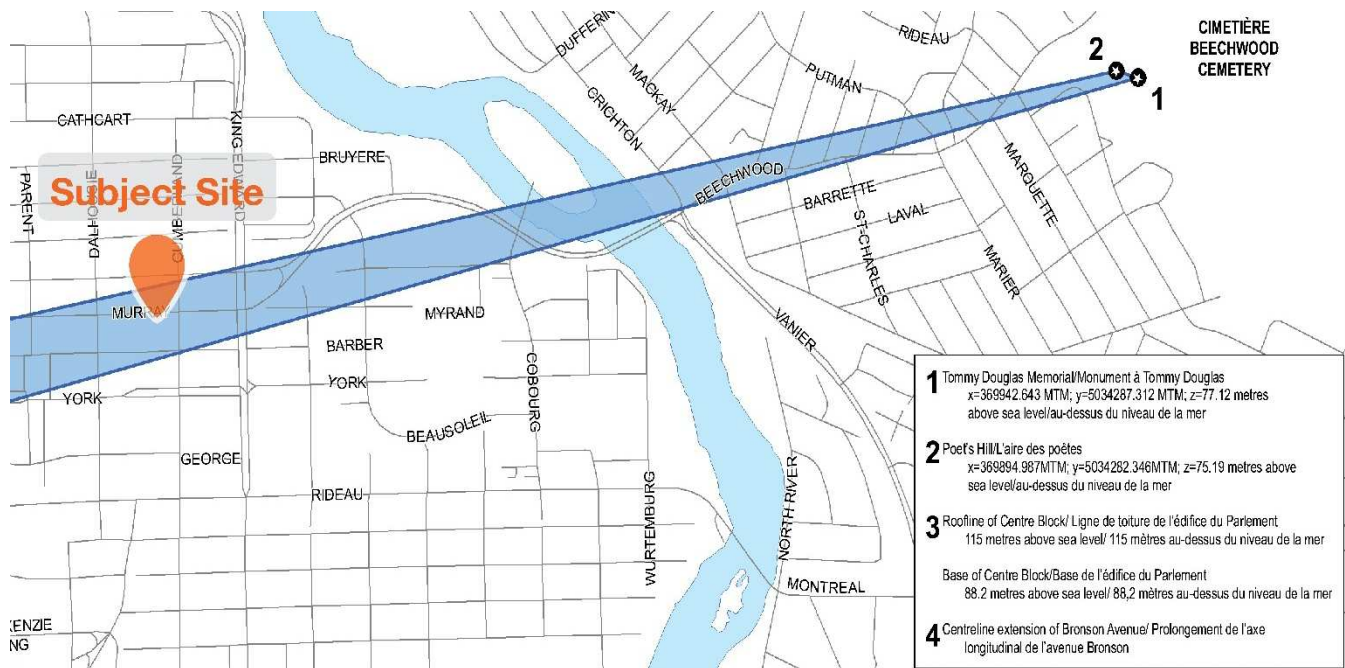


Figure 13: Excerpt from Schedule C6A - Views, Viewsheds, and View Sequences of the Parliament and other National Symbols, Subject site indicated.

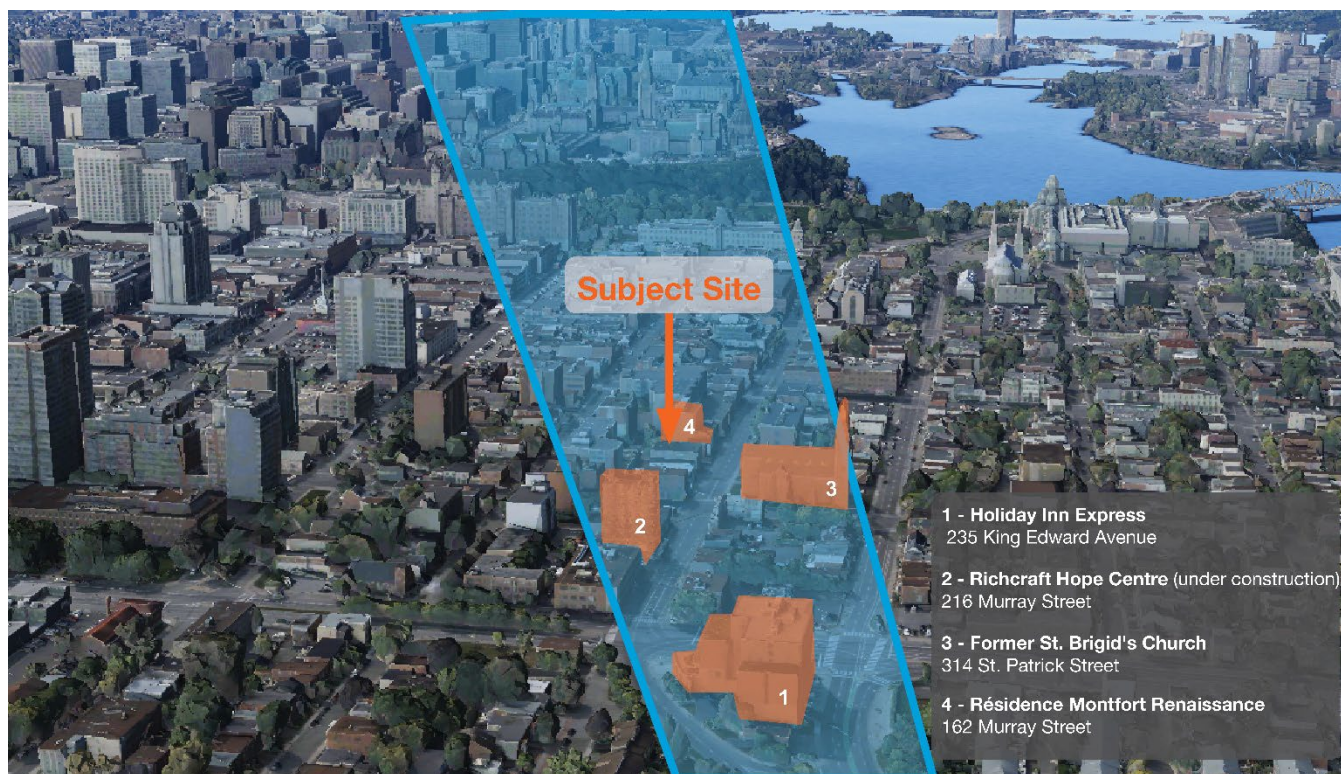


Figure 14: Precedents of taller buildings within the Beechwood Viewshed Area in close proximity of subject site.

Per Figure 14, the proposed development does not visually obstruct the foreground of views of the Parliament Buildings and other national symbols. While there are minimal height increases to the site proposed through the Zoning By-law Amendment application, this height increase is limited to the area behind the retained heritage buildings. The four-storey scale was designed to maintain visual emphasis on the heritage buildings along the Murray Street frontage as well as “hide” behind other taller buildings.

A review of the existing buildings within the Beechwood Viewshed identified several buildings exceeding four storeys within proximity of the subject site that arguably block the proposed development, therefore not impacting these protected views.

While the subject site is within a Design Priority Area, it was confirmed that due to its low-rise profile a presentation at UDRP was not warranted and design comments would be provided as part of the application review process. The project’s careful and context-sensitive design was influenced by the design comments received as part of the pre-application feedback.

4.2.5 Omnibus 2 - Official Plan Amendment

An Official Plan Amendment (Omnibus 2) was passed by Ottawa City Council on October 16, 2024. The proposed modification clarifies that the specific context of Special Districts 6.6.1(1)(d) supersedes the more general policy requiring an amendment to the Zoning By-law for height increases within the same height categories in Section 3.2., Policy 14.

Policy 1 of Section 6.6.1 now states:

- d) With the exception of Kanata North, the permitted building height will be the higher of the:
 - i. Existing zoning in place at the time of adoption of this Official Plan; or

- ii. As provided through an adopted secondary plan or area-specific policy;
- e) With the exception of the first row of properties along the Rideau Canal, where a secondary plan or area-specific policy is not in place, an increase in height above existing zoning may be permitted without an amendment to this Plan where:
 - i. the increased building height remains within the same low-rise (1-4 storeys) or mid-rise (5-9 storeys) height category; and
 - ii. Section 3.2 Policy 13 and Section 4.5.2 Policy 3 can be met.

The low-rise addition is proposed to be four (4) storeys, which adheres to the maximum building height policy direction of low-rise (1-4 storeys). With the adoption of Omnibus 2, an amendment to the Official Plan for this increase in height is not required.

4.3 Lowertown West Heritage Conservation District Plan (2024)

The Lowertown West Heritage Conservation District Plan (LWHCD) was adopted by City Council on October 11, 2024. The original Lowertown West HCD was designated in 1994 and included approximately 560 properties.

No changes to the boundaries of the HCD were made with the adoption of the updated plan (Figure 15), but given the variety of buildings and structures within the boundaries, the plan now provides some specific direction according to building type and how a property contributes to the cultural heritage value of its HCD. The Study contains a series of recommendations and design guidelines related to conservation and new development within the Study Area.

Both properties on the subject site are designated 'Contributing Properties', which, for the purposes of this HCD Plan, are considered to have design, historic and/or associative or contextual value thereby expressing the overall cultural heritage value of the heritage conservation district. These properties were classified as Contributing if they met the following criteria:

- / They feature buildings that were constructed during the HCD's period of highest significance (pre-1880-1957); and
- / Their built form and attributes reflect the values, history and themes identified in the Statement of Cultural Heritage Value and List of Attributes.



Figure 15: Lowertown West Heritage Conservation District Study Area, boundaries indicated by black line, subject site indicated.

Applicable policies and guidelines from the LWHCD include:

Section 6.1: Conserving Altered Buildings:

Policies:

1. Before undertaking work, carefully examine the building itself and undertake historical documents to evaluate the extent to which a building has been altered.
2. Conserve remaining historic attributes.
3. Consider the removal of cladding, details, and finishes which obscure the original character of a building.
4. Where possible, restoration based on adequate historic documentation is encouraged.

Section 6.2: Roofs and Rooflines:

Policies:

1. Conserve and retain historic roofs (profile and roof forms), materials and details (e.g. soffits, eaves, bargeboard, parapets, cornices and finials).
3. Conserve and retain historic wooden shingles or metal roofs when possible.

Guidelines:

- b) Metal shingles and standing seam roofs can be repainted and should be cleaned and primed prior to painting.
- c) New metal shingles should be installed to replicate the original shingle pattern.
- f) Character-defining attributes such as gables and decorative dormers should not be covered by siding.
- g) If eavestroughs are desired to minimize water damage, they should be discretely located, be of appropriate materials and installed in a manner to ensure water is directed away from building fabric.

Section 6.3: Materials

Policies:

1. Conserve, maintain and repair historic exterior building materials, including stone and brick as well as other historic cladding materials, particularly remaining buildings with exposed log construction; repairs and any necessary replacement materials should be like-for-like.
2. Avoid covering or conceal historic masonry or cladding with new materials.
3. Do not paint previously unpainted brick or stone.
4. Remove inappropriate recent cladding materials when possible and replace them with cladding that reflects the original character of the building.

Guidelines:

- e) Replacement bricks should match the existing in size, colour and texture.
- h) Owners are encouraged to remove inappropriate contemporary cladding (stucco, vinyl and aluminum siding, angelstone, also brick and stone) as the materials can have a negative effect on historic masonry.

Section 6.4: Windows and Doors

Policies:

1. Conserve and retain historic windows and doors, including their type/ or opening style, design, details (e.g. glazing pattern, sills and lintels, surrounds, sidelights and transoms etc.), and proportion, particularly those that are decorative, or feature leaded or stained glass.
2. Consider historic window and door restoration and rehabilitation before replacement.

Section 6.5: Front Façade Features

Policies:

1. Conserve historic front entrances, porches, sunrooms, carriageways and balconies including decorative elements such as (but not limited to): railings and balustrades, columns, brackets and porticos etc.

Section 6.6: Architectural Details

Policies:

1. Conserve, maintain and repair existing architectural details and character-defining attributes.
2. Do not cover, remove or obscure existing character-defining attributes and details on the primary façade of buildings (and on side elevations on corner lots).

Section 6.8: Upper Stories

Policies:

1. Conserve remaining historic components, including stone, brick and cast-iron columns, decorative brickwork, stone trim and stringcourses, historic window openings and trim, bay windows and decorative wood or metal cornices.

Guidelines:

- a) Historic window details, such as voussoirs, decorative brick work, terra cotta panels, cornices and other architecture details should be retained and restored wherever possible.

Section 7.1: Alterations to Contributing Properties

Policies:

1. Make alterations compatible with, subordinate to and distinguishable from an existing Contributing property, adjacent Contributing properties as well as the cultural heritage value and attributes of the District. Consider materials, scale, form, proportions and massing, height and location on the lot.

Guidelines:

- a) The adaptive reuse of existing Contributing buildings is often a good way to conserve and give new life to significant heritage buildings. When converting or altering an existing building, consider the contribution a property makes to its streetscape and how a property reflects or represents the cultural heritage values of the HCD.
- b) Avoid irreversible alterations that would negatively impact a building's heritage character or its streetscape.

Section 7.1.4: Windows and Doors:

Policies:

1. Conserve the design of original windows and doors including their original opening styles and muntin patterns when installing new replacement windows.
2. Conserve the overall fenestration pattern and general solid-to-void ratio on primary façades.
3. Conserve the arrangement of traditional door openings.

Section 8.0: Additions (Contributing and Non-Contributing):

General Policies:

1. Make new additions physically and visually compatible with, subordinate to, and distinguishable from an existing Contributing building on the property.
3. Design new additions to be compatible with and not detract from adjacent Contributing properties including those that are to the rear or across the street, particularly those on the HCD's east-west streets.
4. Ensure that new additions will be compatible and sensitive by:
 - Having regard for the scale, form, proportions, massing, and location on the lot of a Contributing building to which they are being added.
 - Employing similar or compatible materials and reflecting architectural characteristics such as fenestration patterns, the design of windows and doors, datum lines and other vertical or horizontal reference points of the existing and/or adjacent Contributing buildings.
5. Property owners are encouraged to retain an architect and/or heritage professional when designing an addition to a building in the District.
6. Locate ground-oriented additions sensitively and away from the front façade of buildings so as not to detract from the cultural heritage value and attributes of the HCD.
7. Conserve the rooflines and roof profile of Contributing buildings, as well as roof-related attributes such as cornices, parapets, and dormers that are visible from the street.

General Guidelines:

- a) New additions to Contributing buildings should aim to strike a balance between imitation of historic character and pointed contrast in order to complement and respect the cultural heritage value of the HCD.
- b) New windows should be compatible with those of an existing Contributing building and adjacent Contributing buildings in size, window to wall ratio, shape and divisions.
- c) Cladding materials for additions should reflect and be sensitive to the historic character of the existing building and its neighbours. Contemporary cladding materials for additions to Non-contributing properties may be appropriate if they do not detract from the cultural heritage value of the HCD.

Section 9.1: New Construction: Incorporating Contributing Buildings

Policies:

1. Given that the conservation of Contributing properties is one of the objectives of this Plan, any proposal that incorporates a Contributing building shall do so in a meaningful way that respects the building and its attributes. Meaningful retention has regard for the building's original three-dimensional form and the features that express its cultural heritage value and its contribution to the HCD. To achieve this, a development proposal shall consider and aim to incorporate the following elements of the Contributing building project shall consider and aim to incorporate: Height, width and depth; Massing; Original roof form and roof lines; Character-defining attributes and features such as chimneys, porches and other architectural details.
3. When a project incorporates existing Contributing building(s) into a larger development, the existing buildings will continue to be featured prominently on the lot and in the streetscape. The proposed development will complement the existing structure[s] through the use of compatible materials, fenestration pattern, relationship to the street or other measures.
5. If a Contributing building is to be retained and incorporated into a development, make every effort to retain it in its original location during the construction process. Where an engineer or architect specialized in heritage conservation concludes that retention of the resource in situ poses unacceptable risks, the City may permit the temporary removal of the resource during the construction process, followed by its restoration after reinstatement in its entirety on the original site.
6. Staff may require a Heritage Impact Assessment and Conservation Plan for any applications proposing to incorporate or relocate a Contributing building as part of a proposal. This may include a structural assessment to determine stability for relocation or other reports as indicated in Section 5.

Guidelines:

- b) When new residential development is proposed across several lots, new development should be articulated to reflect the historic built form patterns and rhythms on the street.

Section 9.2: Other Development Considerations

Policies:

2. Building heights should generally be low in profile to allow for the conservation of Contributing buildings and the contribution they make to their streetscape, as well as the primacy of the spires of Notre Dame Basilica and former St. Brigid's Church within the skyline.

Section 10.1: Streets, Trees and Landscaping in the Public Realm

Policies:

1. Conserve and enhance the public street layout, and mature tree canopy throughout residential parts of the HCD.
5. Tree removal is strongly discouraged and when undertaken, shall be in accordance with the Tree Protection By-law

Section 10.3: Front Yards and Private Landscapes

Policies:

1. Conserve and reinstate the soft landscaped character of front yards (and side yards on corner lots), as well as mature trees on existing properties.
2. Retain existing front walkways.
3. When a new structure is contemplated, its front yard setback shall be consistent with those of its neighbours in order to maintain the special historic character of the residential streets.

Guidelines:

- a) The replacement of lawns by shrubs and flowerbeds is appropriate if the proportion of the property devoted to soft landscaping stays the same.
- b) Avoid the replacement of soft landscaping with gravel or pavers. Linear walkways (usually about one metre in width) oriented perpendicular to street are common and should be maintained.

The proposed development adheres to several of the recommendations from the Lowertown West Heritage Conservation District Plan. Through the conservation of the existing two storey Contributing Properties, the proposed development conserves the streetscape character along Murray Street. The exclusion of parking helps preserve the streetscape along the full frontage of the site and aligns with the HCD's vision for a sustainable, walkable 15-minute neighborhood where on-site parking is not required. The use of light beige materials for the rear-yard addition minimizes heat island effects while complementing the heritage properties at the front of the site. This is further enhanced by the site's soft landscaping program.

As detailed in the Cultural Heritage Impact Statement (CHIS) submitted as part of this application package, the conservation of the existing heritage buildings is undertaken using historic documentation and a review of conservation guidelines and best practices. The proposed infill development is of a scale, setback, and architectural design which complements the heritage buildings on and surrounding the subject site, while providing a contemporary design distinct from the heritage fabric of the area.

4.4 Downtown Ottawa Urban Design Strategy (2004)

The Downtown Ottawa Urban Design Strategy is a strategic document to help develop, guide and implement future development projects and public realm improvements within Ottawa's Downtown area. The subject site is located within the ByWard Market Precinct (Figure 16), the City's historic commercial centre.

Built Form Guidelines

East of Dalhousie Street, there are significant opportunities for increased residential intensification. Within this area, residential infill and development should be a priority over new commercial developments. Focusing residential redevelopment opportunities in this eastern section will help to alleviate some of the development pressures in the heart of the traditional Market area. There are numerous development gaps fronting onto other key streets within the precinct, including Cumberland, Murray and St. Patrick. Such high profile sites offer an ideal opportunity for appropriate residential intensification at a lower scale. North of York Street, residential infill should occur at the scale of the existing neighbourhood along the edge of the block, while more intensive uses can exist in interior spaces.



Figure 16: Urban Design Strategy for Downtown Ottawa, ByWard Market Precinct, subject site indicated.

Heritage Restoration Programme: St. Patrick & Murray Streets, Parent & Guigues Avenues

St. Patrick and Murray are unique streets in the ByWard Market Precinct as they are tied directly to Ottawa's Parkway network and the bridges to Gatineau. This has resulted in these streets supporting higher than average levels of vehicular traffic. The volume and speed of traffic along these streets has in some places eroded the historic character of the area and inhibited quality new developments and infill. In addition, due to their current role as east-west thoroughways, these two important streets act as a physical barrier, isolating the adjacent Lowertown West Neighbourhood from the ByWard Market.

To improve the quality of the environment along these routes, traffic calming is required. These streets would benefit from a co-ordinated programme of planting and landscaping, paving and street furniture. Where possible, to ensure the authenticity of the area is maintained and expanded, environmental improvements should be undertaken using historically accurate designs and materials.

The proposed development applies several design elements within the Downtown Urban Design Strategy. The intensification of the subject site ensures a high-quality infill and provides residential intensification which is desirable for the neighbourhood at a height of four storeys, a scale which is consistent with the surrounding neighbourhood character. Furthermore, the use of a historically accurate design and materiality for the proposed development ensures the historic character of Lowertown is maintained while creating a seamless building transition from a historic to modern built form along Murray Street.

4.5 Transit Oriented Development Guidelines

The Transit-Oriented Development (TOD) guidelines provide guidance in achieving well-designed and successful Transit-Oriented Development. It contemplates Land Use, Layout, Built Form, Pedestrians & Cyclists, Vehicles & Parking, and Streetscape & Environment as they can be implemented to create transit-supportive development. Applicable recommendations include:

Land Use

- / Provide transit supportive land uses within a 600 metre walking distance of a rapid transit stop or station **(Guideline 1)**;
- / Discourage non transit-supportive land uses that are oriented primarily to the automobile and not the pedestrian, cyclist or transit user **(Guideline 2)**.

Built Form

- / Provide architectural variety (windows, variety of building materials, projections) on the lower storeys of buildings to provide visual interest to pedestrians **(Guideline 14)**;
- / Use clear windows and doors to make the pedestrian level façade of walls facing the street highly transparent in order provide ease of entrance, visual interest and increased security through informal viewing **(Guideline 15)**.

Pedestrians & Cyclists

- / Provide convenient and attractive bicycle parking that is close to building entrances, protected from the weather, visible from the interior of the building and that does not impede the movement of pedestrians **(Guideline 29)**.

The proposed development implements a number of the TOD guidelines. The proposed four storey, low-rise residential apartment building targets the guideline of infill development close to transit. The transit-supportive land use encourages transit use and transportation network efficiency. By excluding non transit-supportive land uses and by omitting vehicle parking spaces, the proposed development will attract and generate pedestrian and cycling traffic along Murray Street. The proposed entrance has been designed with large clear street level windows to help animate the

streetscape and provide a sense of security for pedestrians and cyclists. Furthermore, bicycle parking is conveniently located on the ground floor within the building to encourage active transportation.

4.6 Urban Design Guidelines for Low-Rise Infill Housing

Urban Design Guidelines for Low-rise Infill Housing apply to infill development in the City of Ottawa to help fulfill design strategies as outlined in the Official Plan. These guidelines are intended as a framework for the physical layout, massing, function and relationship of infill development to their neighbours. These guidelines target those attributes that can guide development in achieving quality design for infill development with regard to public streetscapes, landscape, building design, parking and garages, heritage building alterations or additions, and service elements. In reviewing the Urban Design Guidelines, the following guidelines are applicable and have been incorporated into the final design of the proposed development:

Streetscapes

- / Contributes to an inviting, safe, and accessible streetscape by emphasizing the ground floor and street facade of infill buildings. Locates principal entries, windows, porches and key internal uses at street level (**Guideline 2.1**);
- / Reflects the desirable aspects of the established streetscape character (**Guideline 2.2**);
- / Designs accessible walkways from private entrances to public sidewalks (**Guideline 2.6**).

Landscape

- / In order to enhance a sense of separation when infill is close to the street, use planting and/or low fencing to define the boundary between the public space of the street and the semi-public space of the front yard. (**Guideline 3.7**).

Building Design (Built Form) – Siting

- / Ensure new infill faces and animates the public streets. Ground floors with principal entries, windows, porches and key internal uses at street level and facing onto the street, contribute to the animation, safety and security of the street (**Guideline 4.1.1**);
- / Locate and build infill in a manner that reflects the existing or desirable planned neighbourhood pattern of development in terms of building height, elevation and the location of primary entrances, the elevation of the first floor, yard encroachments such as porches and stair projections, as well as front, rear, and side yard setbacks (**Guideline 4.1.2**);
- / Orients the building so that their amenity spaces do not require sound attenuation walls and that noise impacts are minimized. Amenity areas are designed to respect the privacy of the surrounding homes (**Guideline 4.1.4**);
- / Matches the existing streetwall setback in order to fit into the neighbourhood pattern and create a continuous, legible edge to the public street (**Guideline 4.1.5**);
- / Avoids an arrangement of units where the front of one dwelling faces the back of another (**Guideline 4.1.7**);
- / Determines the appropriate side and rear separation distances between existing homes and new infill housing to ensure appropriate light, view, and privacy (**Guideline 4.1.8**);
- / Maintains a rear yard amenity space that is generally consistent with the pattern of the neighbouring homes (**Guideline 4.1.9**);
- / Respects the grades and characteristic first floor heights of the neighbourhood by not artificially raising or lowering grades (**Guideline 4.1.11**).

Building Design (Built Form) – Mass/Height

- / Designed in a manner that contributes to the quality of the streetscape, and that considers the impacts of scale and mass on the adjacent surrounding homes **(Guideline 4.2.1)**;
- / Creates a transition in building heights through the harmonization and manipulation of mass, including adding architectural features such as porches and bays, and uses materials, colours, and textures to visually reduce the height and mass of the new building **(Guideline 4.2.3)**.

Building Design (Built Form) – Architectural Style and Facades

- / All sides of a building that face public streets and open spaces are designed to a similar level of quality and detail. Large blank walls that are visible from the street or adjacent properties are avoided **(Guideline 4.3.1)**;
- / Provides a design which is rich in detail to enhance public streets and spaces, while also responding to the established patterns of the street and neighbourhood, by including appropriate materials, patterns and colours used in wall treatments; cornice lines; sizes, shapes, placements and number of doors and windows; and an appropriate pattern and location of projections, recesses, front porches, stoops, and balconies **(Guideline 4.3.2)**;
- / Provides a primary building entrance that are inviting and visible from the street by using quality and eye-catching materials and features at the entry, adding architectural elements which promote street-oriented interaction, and keeping the front door prominent and close to the ground to match the pattern of the doors on the street **(Guideline 4.3.3)**;
- / Ensures compatibility with adjacent properties and with the existing fabric on street while providing a design with distinguishing characteristics so to have a distinct identity **(Guideline 4.3.4)**;
- / Locates front doors at an elevation that reflects the dominant and desirable pattern of door heights in the neighbourhood **(Guideline 4.3.5)**;
- / Includes front yard projections, such as porches, canopies, and balconies, to enhance the façade of the infill and contribute to the sociability of the street **(Guideline 4.3.6)**;
- / Uses the past to inform approaches to design by reinterpreting local vernacular in a contemporary way **(Guideline 4.3.7)**;
- / Harmonizes with the traditional materials of the neighbourhood when in the context of a heritage streetscape **(Guideline 4.3.8)**.

Heritage Building Alterations / Additions

- / Respects the municipal and provincial policies specifically related to additions and infill associated with heritage buildings and areas **(Guideline 6.1)**;
- / Complements the character and style of the existing building as well as the attributes of the surrounding area **(Guideline 6.2)**;
- / Respects and conserves the heritage value when introducing a new addition to an historic building **(Guideline 6.3)**;
- / Uses materials and finishes that are predominant in a neighbourhood with heritage character, where colours and materials have been selected to enhance and harmonize with the existing character of development in the area **(Guideline 6.4)**;
- / Designs the new development to be physically and visually compatible with, yet distinguishable from, the historic place **(Guideline 6.5)**;
- / Enhance and maintains the amenity and continuity of a heritage streetscape **(Guideline 6.6)**;

- / Recognizes the surrounding older architectural vocabulary and references this in the proportion and materials of the new infill (**Guideline 6.7**);
- / Designs additions secondary to and framing the heritage buildings, both visually separate and distinct from the heritage structure (**Guideline 6.9**).

The proposed development applies several of the Urban Design Guidelines for Low-rise Infill Housing. The proposed development maintains a built form that compliments the streetscape along Murray Street. Through the retention of existing heritage buildings, the proposed development maintains a built form pattern which is reflective of the desirable characteristics of the neighbourhood. Walkways and access points are designed in a manner which accessibly connects with the streetscape. The new, low-rise addition is setback and designed in a manner which maintains the existing streetscape pattern along Murray Street while contributing an increased number of housing types and appropriate unit mix to the neighbourhood. The new addition provides modern design while referencing existing heritage building patterns, articulation, fenestration, materials, and colours.

4.7 City of Ottawa Zoning By-law (2008-250)

The subject site is zoned Residential Fourth Density (R4), Subzone UD, Exception 952, Schedule 74" with a defined maximum height limit of 10.5 metres (R4UD[952] S74). The purpose of the Residential Fourth Density Zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings in areas designated as General Urban Area and to provide additional housing choices. The R4 zone is intended to foster and promote compact, mixed-use, pedestrian-oriented development that prioritizes access by pedestrian, cycling, and transit.

The Mature Neighbourhoods Overlay includes zone provisions intended to ensure that new infill development complements and reinforces the established neighbourhood character as seen along each street. As per Section 140 of the By-Law, the Mature Neighbourhoods Overlay generally regulates development or additions within the front or corner side yard through the completion of a Streetscape Character Analysis. Pursuant to Section 140 (4a), the proposed development is not subject to a Streetscape Character Analysis as it does not include the introduction of a driveway, attached garage, or carport and involves a rear addition within the rear and interior side yards.



Figure 17: Zoning Map for the subject site and surrounding context, Heritage Overlay indicated in orange.



Figure 18: Schedule 74 to Zoning By-law 2005-250, subject site indicated

Permitted uses in the R4 zone include **apartment dwelling, low rise**; bed and breakfast; detached dwelling; diplomatic mission; duplex dwelling; group home; home-based business; home-based daycare; linked-detached dwelling; park; planned unit development; retirement home; rooming house; secondary dwelling unit, semi-detached dwelling; stacked dwelling; three-unit dwelling; townhouse dwelling; and urban agriculture.

Table 1 below describes detailed zoning provisions applicable to the subject site and indicates the compliance of the proposed development to these provisions.

Table 1: Zoning By-law provisions for subject site

Provision	Required	Provided	Compliance
Minimum Lot Area	450 m ²	654.2 m ²	Yes
Minimum Lot Width	15 m	20.46 m	Yes
Minimum Lot Depth	N/A	32.32 m	Yes
Front Yard Setback	The required front yard setback must align with the average of the abutting lots (not less than 1.5 m or more than 4.5 m) 0.2 m + 1.63 m / 2 = 0.915 m	Existing Building Front Yard Setback: 0.16 m, 1.45 m and 1.59 m Addition Front Yard Setback: 3.721 m	Existing condition not compliant Addition compliant
Interior Side Yard Setback	1.5 m	0 m (existing cottage to west) 1.484 m (east)	Existing condition not compliant No
Minimum Rear Yard Setback	For any lot with a lot depth greater than 25 metres a distance equal to 30% of the lot depth which must comprise at least 25% of the area of the lot Minimum Setback: 32.21 m x 30% = 9.69 m Minimum Area: 654 m ² x 25% = 163.5 m ²	Setback: 7.916 m Area: 158.77 m ² in area	No No
Building Height (Schedule 74)	168 Murray: 5.8 m (to a depth of 9.14 m from front lot line) 9.3 m (rear) 174 Murray: 7.0 m (to a depth of 9.14 m from front lot line) 10.5 m (rear)	13.38 m	No
Active Entrances	The façade facing the main street must include at least one active entrance serving each residential	Active entrances are maintained along Murray Street	Yes

Provision	Required	Provided	Compliance
	use occupying any part of the ground floor		
Landscaped Area	30% of the lot area must be provided as landscaped area	Soft landscaping: 25.6% Hard landscaping: 16.6% Total: 42.2%	Yes
Front Yard Soft Landscaping Percentage	No minimum, but all lands within the front yard that are not used by permitted projections, driveways and walkways, must consist of soft landscaped area	All lands within the front yard that are not used by permitted projections and walkways consist of soft landscaping	Yes
Rear Yard Soft Landscaping Percentage	Minimum 50% required	75.7%	Yes
Permitted Projections	Open Stairways, Stoops, Landing Steps: where at or below the floor level of the first floor and in the case of the front yard or corner side yard: no closer than 0.6 m to a lot line	Existing stairways projected beyond the front lot line and abut the front lot line	Existing condition not compliant
Amenity Area	6m ² per dwelling unit, with a minimum of 50% required to be provided as communal 6.0 x 20 units = 120 m ² total 50% of 120 m ² = 60 m ² required as communal	157 m ² of communal space at the rear of the site	Yes
Front Façade Fenestration	Must comprise of at least 25% windows Recessed front façade where no balconies or porches are provided - At least 20% of the front facade must be recessed an additional 0.6m from the front setback line	N/A as subject lands are within a district designated under Part V of the <i>Ontario Heritage Act</i>	N/A

Table 2 below describes vehicle and bicycle parking zoning provisions applicable to the subject site and indicates compliance of the proposed development to these provisions:

Table 2: Vehicle and Bicycle Parking requirements for subject site

Provision	Required	Provided	Compliance
Residential Vehicle Parking (Area X, Schedule 1A).	Section 101 (4) states: where a residential use is located within a building of four or fewer storeys, no off-street motor vehicle parking is required to be provided under this section for the residential use	0 spaces	Yes
Visitor Parking	20 x 0.1 = 2 spaces required	0 spaces	No
Bicycle Parking	0.5 / dwelling unit 20 x 0.5 = 10 spaces required	22 (stacked) spaces provided	Yes
Bicycle Parking Space Dimensions	Horizontal: 0.6 m x 1.8 m Stacked: 0.37 m x 1.8 m	Stacked: 0.37 m x 1.8 m	Yes
Bicycle Parking Aisle Dimension	Minimum width: 1.5 m	1.5 m	Yes

Table 3 below describes zoning provisions described in Section 60 of the Zoning By-law related to the Heritage Overlay applicable to the subject site.

Table 3: Section 60: Heritage Overlay requirements

Zoning Provision	Proposed	Compliance
General		
(1) Where a building in an area to which a heritage overlay applies is removed or destroyed it must be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as existed prior to its removal or destruction.	Rear portions of the heritage buildings are proposed to be demolished to accommodate the proposed development. The brick clad building (174 Murray Street) will be retained in its existing form and detailing with focused repairs to the brickwork and restoration to the features. The workers' cottage (168 Murray Street) will be retained with the second storey removed, dormers replaced and wood shingle or standing seam metal roof will be reintroduced.	No
(2) In Areas A or B on Schedule 1, Subsection (1) does not apply to the use of a lot that was vacant prior to April 19, 1978 and, instead, the	The lot which contains the heritage resource is not vacant, therefore this provision does not apply.	N/A

Zoning Provision	Proposed	Compliance
provisions of the underlying zone apply to the use of that vacant lot.		
Additions		
(3) An addition to a building in an area to which a heritage overlay applies is permitted only if: a) the height of the walls and the height and slope of the roof of the addition do not exceed those of the building b) i. the side yard setback of the addition is at least 60 cm. greater than that of the wall of the building located closest to the side lot line ii. it is located entirely within the rear yard, or in the interior yard abutting the rear yard and complies with the rear yard setback of the underlying zone, except where the building has a non-complying rear yard setback the addition may be built to that rear yard setback, but in no case may be less than 3.0 metres c) it is not located within the front yard	a) The height of the addition exceeds that of the existing heritage building b) i. The side yard setback of the addition where it adjoins to the south does not provide a 60cm setback. ii. The addition is located completely in the rear yard however the proposed addition does not comply with rear yard setback requirements. c) The addition is not located in the front yard.	No No No Yes
(4) Projections are not permitted into the front, corner side yard or side yard in an area to which a heritage overlay applies	Existing stairways projected beyond the front lot line abutting the front lot line	No
Parking		
(5) Parking a. Despite the provisions of Section 101 (<i>Minimum Parking Space Rates</i>), parking is not required for any use within a building: i. that is designated under Part IV of the Ontario Heritage Act, R.S.O.1990; or ii. that is classified as Category 1 or 2 in the City of Ottawa Heritage Reference List, in an area to which a heritage overlay applies. b. Subsection (5)(a) does not apply to a use created in an addition to a Category 1 or 2	The provisions related to parking requirements do not impact the proposed development, as no parking is proposed at the subject site.	N/A

Zoning Provision	Proposed	Compliance
building, and parking for any use located within such an addition must be provided in accordance with the provisions of Section 101. c. Nothing in this subsection applies so as to permit the elimination of a parking space required on the day prior to the enactment of this by-law except for the exemption provided in subsections 100(7) and 100(10). (By-law 2009-302)		
(6) A parking lot is prohibited in a front yard or corner side yard abutting a street in an area to which a heritage overlay applies	The provisions related to parking requirements do not impact the proposed development, as no parking is proposed at the subject site.	N/A
(7) A parking garage in an area to which a heritage overlay applies must be setback from a front or corner side lot line a minimum of: i. the same distance as the building to which it is an addition; or ii. the equivalent of the setback required for the underlying zone, whichever is greater.	The provisions related to parking requirements do not impact the proposed development, as no parking is proposed at the subject site.	N/A

4.7.2 Relief Required

To facilitate the proposed development, relief from the Zoning By-law is requested as follows:

- / **Building Height:** Schedule 74 of the Zoning By-law allows for a maximum height of 9.3 metres for 168 Murray Street and 10.5 metres for 174 Murray Street. Relief is required to increase the height of both sites to 13.38 metres to accommodate the proposed development at four (4) storeys. The height is consistent with the policies of the Official Plan, indicating that low-rise development, is appropriate for Neighbourhoods within the By-ward Market Special District.
- / **Front Yard Setback:** The Zoning By-law provides alternative front yard setback provisions applicable to the Residential Fourth Density zone which allows the front yard setback to align with the average of the abutting lots. However, this setback may not be less than 1.5 metres. In order to conserve the existing Contributing Properties, relief is required to permit existing front yard setbacks of 0.16 metres for the existing building in the western portion of the property, and 1.45 metre front yard setback for the existing building in the eastern portion of the property. While we argue this relief is covered by non-conforming rights, it has been included to ensure the existing condition is captured in this site-specific exception.
- / **Interior Side Yard Setback:** The zone requires a minimum interior yard setback of 1.5 metres to maintain a consistent separation between adjacent land parcels. To accommodate the proposed low-rise addition, relief from this provision is requested to accommodate the current 0 metre setback of the existing building to the west, and a 1.484 metre setback for the proposed addition to the east. By permitting relief from this zoning provision, the proposed development can accommodate the retention and conservation of the existing heritage buildings at the subject site while facilitating the development of additional residential units to the rear. This setback will

further allow the heritage buildings to remain prominent from the public realm with the proposed addition secondary to this condition. The rear of the subject site abuts an accessory building and amenity area for two low-rise apartment dwellings on Clarence Street. As the proposed development is four (4) storeys, the overall building massing ensures compatibility with the existing community and mitigates any adverse impacts to surrounding neighbours. The interior yard setbacks proposed will still allow for passage, as 1.2 metres is an acceptable side yard in other residential zones.

- / **Rear Yard Setback and Area:** A rear yard setback of 9.69 metres and a minimum rear yard area of 163.5 square metres is required by the Zoning By-law, however a 7.916 metre setback and 158.77 square metre area for the rear yard is proposed. The proposed setback and area are consistent with setbacks of residential zones throughout the City of Ottawa, which are between 0 metres and 9.6 meters in the surrounding area, and typically around 7.5 metres. As with the interior side yard setback zoning relief, permitting relief from this zoning provision can accommodate the retention and conservation of the existing heritage buildings at the subject site while facilitating the development of additional residential units to the rear, and ensuring more than the minimum requirement of amenity space can be achieved. Further, the setbacks of the addition permit the planting of 4 new trees within the rear yard.
- / **Permitted Projections:** The Zoning By-law permits open stairways, landings, and stoops to project into the front yard, however, are not to be located closer than 0.6 metres from the front lot line. Relief is required from this provision to accommodate the existing front stairways leading to the existing buildings at the subject site, which project closer than 0.6 metres to the front lot line (eastern building) and beyond the front lot line (western building). As with the request for a decreased front yard setback this amendment is being requested to ensure the existing condition is captured in this site-specific exception.
- / **Visitor Parking:** The Zoning By-law requires two (2) visitor parking space be provided at the subject site. The proposed development has been designed in a manner which will enhance the public realm and streetscape along Murray Street at the subject site, where pedestrian access and circulation is prioritized over internal vehicle circulation. In order to reduce curb cuts and driveway access which would interrupt the public realm and maximize the communal outdoor space at-grade, relief from the visitor parking requirement is sought. In addition to improving the public realm interface, the proposal will fit within the existing context and facilitate a reduction in reliance on private vehicle trips and ownership in favour of conveniently available and reliable active and rapid transportation options. In addition, paid street parking is available on portions of Murray Street, including in front of the subject site, which can now be expanded upon with the removal of the existing driveways. Finally, the draft of the City New Zoning By-law is proposing no visitor parking spaces are required for the first twenty-four dwelling units on a lot. If this was to be adopted the proposed development would be compliant.
- / **Section 60 – Heritage Overlay:** Relief from Section 60 of the Zoning By-law is sought as part of this application to permit the proposed development, which seeks demolition of a rear portion of each of the existing buildings to the north of the site to permit an addition where the overlay applies. Although the proposed development does not meet provisions of the heritage overlay related to rear addition, side yard setbacks, projections and building heights, relief from these provisions is appropriate in accommodating the restoration and conservation of the existing cultural heritage resources while providing for an infill development at the subject site.

5.0 Supporting Studies

The following reports and studies have been prepared in support of the Zoning By-law Amendment, Site Plan Control, and Heritage Permit applications.

5.1 Serviceability Report

A Serviceability Report was prepared by T.L. Mak Engineering Consultants Ltd., dated June 2023. The purpose of this report is to determine the adequacy of existing water, sanitary sewer, and stormwater servicing for the subject site and provide recommendations related to the proposed development. The report has determined that as the site will be connecting to and outletting into the separated storm sewer system along Murray Street, the approval exemption under Ontario Regulations 525/98 would apply since storm water discharges from the site will outlet flow into a downstream storm sewer. Therefore an Environmental Compliance Approval application will not be required.

5.2 Storm Drainage Report

A Storm Drainage Report was prepared by T.L. Mak Engineering Consultants Ltd., dated June 2023 and revised December 2023. The purpose of this report is to address and detail the grading, drainage, and stormwater management control measures required to develop this property. Based on the Proposed Site Grading and Servicing Plan and the Proposed Rooftop Stormwater Management Plan, the stormwater of this lot will be controlled on-site by means of building rooftop only. The stormwater management calculations detail the extent of on-site SWM control to be implemented and the storage volume required on-site to attain the appropriate runoff release that will conform to the City's established drainage criteria.

5.3 Cultural Heritage Impact Statement and Conservation Plan

A Cultural Heritage Impact Assessment (CHIS) was prepared by Commonwealth Historic Resource Management, dated June 2022, and revised March 2025. The purpose of the CHIS is to identify the cultural heritage resources and values that may be impacted by the construction of a low-rise infill apartment building at the subject site. The CHIS includes a detailed review of the neighbourhood and subject site history, streetscape and neighbourhood character, and other relevant information related to the cultural heritage value of the property. The CHIS concludes that the proposed infill development respects the neighbourhood character and demonstrates a sympathetic handling of the two existing buildings on the site. The proposed development acknowledges the predominant form of buildings within the block as low-rise in height and maintains existing buildings via a setback to reduces the visual impact on the streetscape. The report further acknowledges the retention and restoration of the 1.5 storey side gable worker's cottage and two (2) storey brick building is a defining feature and major asset to the project. The restored square timber log cottage provides a visual cue to the early colonial history of Lowertown and the role Ottawa played in the lumber industry.

5.4 Environmental Noise Control Study

An Environmental Noise Control Study was prepared by Paterson Group, dated September 9, 2022 and revised October 3, 2023. The purpose of this report is to determine the primary noise sources impacting the site and compare the projected sound levels to guidelines set out by the Ministry of Environment and Climate Change (MOECC) and the City of Ottawa and review the projected noise levels and offer recommendations regarding warning classes, construction materials or alternative sound barriers. The study has determined that the noise level at the amenity area at the second floor of proposed building is expected to be 63 dBA during the daytime period. According to ENCG, noise control measures (i.e. barriers) are required to reduce the Leq to 55 dBA where technically and economically feasible. Further, the results of the modeling indicate that the northern, eastern, and western elevations of the proposed building are expected to exceed the

55 dBA threshold specified by the ENCG. It is also noted that the noise level on the northern elevation will exceed 65 dBA. Therefore, the installation of a central air conditioning unit, along with a warning clause Type D, will be required for the units on the northern, eastern, and western elevations of proposed building.

5.5 Geotechnical Investigation

A Geotechnical Investigation was prepared by Paterson Group, dated August 11, 2022 and revised November 23, 2023. The purpose of this investigation is to determine the subsurface soil and groundwater conditions by mean of a borehole and provide geotechnical recommendations pertaining the design of the proposed development including construction considerations which may affect the design. The investigation determined that from a geotechnical perspective, the subject site is suitable for the proposed development. The proposed building is expected to be founded on conventional footings placed on an undisturbed stiff silty clay bearing surface. A layer of fill and topsoil material was observed extending 1.75 m below existing grade, and fill material and topsoil/organic material should be removed from the building footprint.

5.6 Phase I Environmental Site Assessment

A Phase I Environmental Site Assessment (ESA) was prepared by Paterson Group, dated June 9, 2022, with an Update to Phase I – ESA Memo provided and dated June 10, 2024. The purpose of the Phase I ESA is to research the past and current use of the subject site and area and to identify any environmental concerns with the potential to have impacted the property. The study identifies that the subject site was developed prior to 1878 and has generally remained unchanged since that time. Based on the review, the study did not identify any potentially contaminated areas or areas of potential environmental concern. As such, the Phase I ESA satisfies the requirements of the application, and a Phase II ESA is not required for the subject site.

5.7 Tree Conservation Report

A Tree Conservation Report (TCR) was prepared by Dendron Forestry Services, dated March 30, 2022. The TCR describes all trees over 10 cm on the site, recording their species, size, and current health condition, including trees on adjacent property whose roots extend onto the subject site. The TCR further evaluates the impact of the trees by the proposed development and what the recommended action is (retain or protect) and provides recommendations on how to mitigate damage to retained trees during construction. The TCR provides a description of the two (2) trees identified on site and recommends that both trees be removed as they are both short lived species that are in the later stages of their life cycle and are in decline, as well as to accommodate the proposed development. The TCR further provides recommendations to ensure streetscape canopy is retained through tree replacement.

6.0 Conclusion

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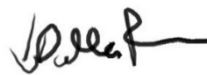
It is our professional opinion that the proposed Zoning By-law Amendment, Site Plan Control, and Heritage Permit applications to permit a low-rise residential building on the subject site constitutes good planning and is in the public interest. As outlined in the preceding sections:

- / The proposed **development is consistent with the Provincial Planning Statement (2024)** by providing an efficient development and land use pattern, accommodating an appropriate range and mix of residential types to meet long-term needs of the municipality, promoting cost-effective development patterns, and supporting multi-modal, active transportation. The proposed development provides a more intensive housing form and type in a location identified for intensification by the municipality while conserving built cultural heritage resources.
- / The proposed development **conforms to the policies within the City of Ottawa Official Plan** by providing an urban residential built form within the Downtown Core Transect. The proposed development is supported by its proximity to multi-modal transit options and broad range of services and amenities in the area. The proposed development provides a built form consistent with the existing and planned context of the site, within the described building height range and densities supported by the new Official Plan policies. As the subject site is designated part of the ByWard Market Special District, the proposed development is sensitive to existing character through the use of architectural styles, expression and building materials that respect and reinforce the existing physical character and appropriate transitions to nearby properties.
- / The proposed development **applies many of the streetscape, restoration, infill, and conservation guidelines of the Lowertown West HCD Plan**. The proposed development conserves the streetscape character and rhythm along Murray Street through the conservation of the existing heritage buildings, undertaken using historic documentation and a review of conservation guidelines and best practices. The infill development provides a scale, setback, and architectural design which complements the heritage buildings on and surrounding the subject site, while ensuring a contemporary design distinct from the heritage fabric of the area.
- / The proposed development **implements many of the Downtown Ottawa Urban Design Guidelines** by maintaining existing Contributing Properties, providing built form which complements the existing character of the neighbourhood, and ensuring a pedestrian scale along Murray Street through active entrances and a high-quality low-rise design.
- / The proposed development **implements several Transit Oriented Development Guidelines**. The proposed four storey low-rise residential apartment building establishes a high residential density close to transit while attracting and generating pedestrian and cycling traffic along Murray Street through an increased number of bicycle parking spaces and the omission of vehicle parking spaces.
- / The proposed development **speaks to the Low-Rise Infill Guidelines** through urban design. The proposed entrance has been designed with large clear street level windows to help animate the streetscape and provides a sense of security for pedestrians and cyclists. In addition, the low-rise addition is setback and designed to maintain the existing streetscape pattern along Murray Street while contributing an increased number of housing types and appropriate unit mix to the neighbourhood.
- / The proposed development has been designed in a manner **which generally conforms to all applicable provisions of the City of Ottawa Zoning By-law**. The **proposed Zoning By-law Amendments are appropriate** in accommodating the development and do not result in undue negative impacts on the subject site or surrounding properties.
- / The proposed development is **supported by technical studies and plans** submitted as part of this application.

Sincerely,



Jillian Simpson, MCIP RPP
Planner



Lisa Dalla Rosa, MBA MCIP RPP
Associate - Planning