

110-116 York Street Official Plan and Zoning By-law Amendments



Subject property in
the gap between the
Andaz Hotel (right)
and the 126 York Street
redevelopment (left)

July 2025

Heritage Impact Assessment

Prepared for:

Claridge Homes

Prepared by:

Bray Heritage

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1.0 Introduction

1.1 Property Information

Municipal Address:

110-116 York Street, Ottawa, Ontario

Legal Description:

110-116 York Street: Plan 42482 Part of Lot 19 (South York Street) and part of Plan 42482 and Part of Lot 20 (South York Street)

Lot Area (Combined lots):

141 George Street = 3,109.10m²
110 York = 520.72m²
116 York = 1,015.88m²
= 4,645.70m²

Current Uses:

Former restaurant/bar building has been demolished, its site (110) and that of the adjacent surface parking lot (116) are now in the process of being excavated.

Current owner and contact information:

Claridge Homes
505 Preston Street, Ottawa ON K1S 4N7

Contact person:

Shawn Malhotra (613) 233-6030
<shawn.malhotra@claridgehomes.com>

1.2 Study Scope and Methodology

This HIA was prepared in accordance with the City of Ottawa's Guidelines for the Preparation of Heritage Impact Assessments and following the process for the inventory and evaluation of cultural heritage properties outlined in the Ministry of Citizenship and Multiculturalism (MCM) "Ontario Heritage Tool Kit" and specified in Ontario Regulation 9/06. The research and conclusions contained therein used information gathered from two earlier Bray Heritage CHIS reports - for 321 Dalhousie Street, 110 York Street and 137-141 George Street (December 2012) and for 110 York Street and 137 George Street (September, 2019) - as augmented by a single site inspection of 110-116 York Street (December, 2024). The historical research relied on

information from secondary sources, collected within the study scope of work, time and budget limitations and summarized in the Bray Heritage CHIS of 2012 (see Appendix B for excerpts). That study scope did not include a condition or structural assessment conducted by a professional structural engineer, or an assessment of archaeological resource potential conducted by a registered archaeologist. With respect to historical research, the purpose of that work was to evaluate the property. The authors are fully aware that there may possibly be additional historical information. Nevertheless, the consultants believe that the information collected, reviewed, and analyzed is sufficient to conduct a defensible evaluation using O. Reg. 9/06 criteria.

This report reflects the professional opinion of the author's and the requirements of their membership in various professional and licensing bodies.

The scope of research for the report includes:

- Research into the historical evolution of the property and its environs, based on available secondary sources (fire insurance plans, directories, local histories, historical photographs) found in the City of Ottawa Archives and in published materials;
- Site reconnaissance of the property and surrounding area;
- Review of adopted City of Ottawa planning policies and urban design guidelines for the subject property and area (Official Plan, Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada);
- Review of the ByWard Market Heritage Conservation District Plan (Fall 2024), its recommendations, guidelines, as well as the heritage property inventory and evaluation listings from the earlier HCD Study (September 1990); and
- Review of the proponent's proposed design for the new building to be constructed on the property.

The results of this research inform the study conclusions and recommendations. The review of the policy/legislation was limited to that information directly related to cultural heritage management; it is not a comprehensive planning review (for that, refer to the planning justification report that accompanies the complete planning application).

1.3 Right of Use

The information, recommendations and opinions expressed in this report are for the sole benefit of the 'Owners'. Any other use of this report by others without permission is prohibited and is without responsibility to Bray Heritage. The report, all plans, data, drawings and other documents as well as all electronic media prepared by Bray Heritage are considered its professional work product and shall remain the copyright property of Bray Heritage, who authorizes only the Owners and approved users (including municipal review and approval bodies) to make copies of the report, but only in such quantities as are reasonably necessary for the use of the report by those parties. Unless otherwise stated, the suggestions, recommendations and opinions given in this report are intended only for the guidance of Owners and approved users.

1.4 Definitions

The following definitions relevant to this report include those quoted from the City of Ottawa's current terms of reference for HIAs.

Adjacent

For the purposes of this document, adjacent means contiguous to.

Adversely impact

A project has the potential to adversely impact the cultural heritage value of a project if it; requires the removal of heritage attributes, requires the destruction of a cultural heritage resource, obscures heritage attributes, is constructed in such a way that it does not respect the defined cultural heritage value of a resource.

Archaeological resources

Includes artifacts, archaeological sites, marine archaeological sites, as defined under the *Ontario Heritage Act*. The identification and evaluation of such resources are based upon archaeological fieldwork undertaken in accordance with the *Ontario Heritage Act*.

Built Heritage

A building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the *Ontario Heritage Act*, or that may be included on local, provincial, federal and/or international registers.

Conservation (Heritage): A broad range of activities used to identify, protect, maintain, and revitalize a property. Conservation seeks to retain elements of the built environment which are recognized as having heritage value (*City of Ottawa Official Plan, 2003*).

Conserved means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted, or adopted by the relevant planning authority and/or decisionmaker. Mitigative measures and/or alternative development approaches can be included in these plans and assessments (*PPS, 2024*).

Cultural Heritage Resources

Includes four components: Built Heritage, Cultural Heritage Landscapes, Archaeological Resources, and documentary heritage left by people.

Cultural Heritage Landscape

means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association (*PPS, 2024*).

Development: The construction of an addition to buildings, changes of or intensification in use, the addition of units on existing lands, and the creation of new lots. Development also includes redevelopment, and for the purposes of this Official Plan is meant to indicate where a planning application under the Planning Act is required. (*City of Ottawa Official Plan, 2022*).

Heritage: Buildings, structures, sites, landscapes, areas, and environments of historic, architectural, contextual, cultural, and/or natural interest, which are or should be conserved for the benefit of the community and posterity (*City of Ottawa Official Plan, 2003*).

Heritage attributes are the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and may include the property's built, constructed or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from a protected heritage property) (*PPS, 2020*).

Heritage conservation district: An area or environment, usually an aggregate of buildings, open spaces, and streets, which has been designated by by-law by City Council under the authority of Part V of the Ontario Municipal Act (*City of Ottawa Official Plan, 2003*).

Protected heritage property:

means property designated under Part IV or VI of the *Ontario Heritage Act*; property included in an area designated as a heritage conservation district under Part V of the *Ontario Heritage Act*; property subject to a heritage conservation easement or covenant under Part II or IV of the *Ontario Heritage Act*; property identified by a provincial ministry or a prescribed public body as a property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; property protected under federal heritage legislation; and UNESCO World Heritage Sites (*PPS, 2024*).

Redevelopment: The construction of new residential units or mixed-use development to replace the current development of the area (*City of Ottawa Official Plan, 2003*).

MCM refers to the Ministry of Citizenship and Multiculturalism.

Significant means e) in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the *Ontario Heritage Act*. While some significant resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation (*PPS, 2024*).

1.5 HIA Purpose and Function

Heritage Impact Assessment (HIA) is an independent study to determine the impacts of proposed future development on a cultural heritage resource; it is not intended to form the City's professional opinion.

An HIA will:

- Provide comprehensive written and visual research and analysis to identify and describe the cultural heritage value or interest of the heritage resource;
- Describe the positive and adverse impacts on the heritage resource or heritage conservation district that may reasonably be expected to result from the proposed development;
- Describe the actions that may reasonably be required to prevent, minimize or mitigate the adverse impacts;
- Demonstrate that the proposal will not adversely impact the defined cultural heritage value of the property, Heritage Conservation District, and/or its streetscape/neighbourhood.

The objective of a HIA is to provide a critical and objective review of a proposed development or site alteration from a heritage conservation planning perspective. A HIA is a comprehensive document designed to clearly articulate the cultural heritage values of a property (if any), respond to a proposed intervention, outline steps to mitigate impact, and provide recommendations to conserve the identified heritage value and attributes of the property and/or any adjacent properties (or if within a Heritage Conservation District (HCD), the area as a whole). It considers a project not only in terms of its heritage conservation principles and how to guide a cultural heritage resource through the process of change but also examines it from a planning and regulatory perspective. Its purpose is not to justify a particular course of action, but to evaluate its appropriateness and compliance.

The authority for the HIA is derived from the *Ontario Heritage Act*, Section 2(d) of the *Planning Act*, and Section 4.6 of the *Provincial Planning Statement*, 2024 as well as the City of Ottawa's Official Plan, Section 4.5.2.2.

As defined by the City of Ottawa Official Plan Section 4. 5.2 Policy 2, a Heritage Impact Assessment is required to evaluate the impact of a proposed intervention (alteration, addition, partial demolition, demolition, relocation, or new construction) on cultural heritage resources;

- 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.*

Since the subject properties are within the boundaries of the ByWard Market Heritage Conservation District (a “protected heritage property” according to the PPS definition), an HIA is required.

The City of Ottawa, in its Guide to preparing Heritage Impact Assessments, contains the following requirements that are relevant to this site and proposed development (note that the 2019 CHIS provided background research and analysis):

- General information: municipal address, present owner contact information;
- Current conditions/Introduction to the development site: location plan, written and visual description of the cultural heritage value of the development site and/or adjacent sites, noting (in this case) the designation under Part V of the OHA, existing heritage descriptions and reference to relevant Council-approved heritage policy and guideline documents;
- Description of the proposed development: written and visual description;
- Impact of the proposed development: an assessment of the positive and negative impacts that the proposed development may have on cultural heritage resources;
- Alternatives and mitigation strategies; alternative development approaches that result in compatible development and limit adverse impacts; and
- Other: bibliography and list of people contacted during the study.

2.0 General Information

Address:

110-116 York Street, Ottawa, Ontario

Location plan:

Aerial view to SE showing York Street properties and the eastern part of the ByWard Market.
Source: Google Earth



3.0 Development Site

The site is located on the eastern edge of the ByWard Market Heritage Conservation District within Lowertown in downtown Ottawa. Nearby land uses include hotels, restaurants, offices and apartments that are part of the mixed-use character of this District. The subject property occupies a site along the south side of York Street, the centre of which contains a wide, landscaped boulevard (site of a former hay market and Bywash link to the Rideau Canal). This part of York Street slopes gently to the east towards King Edward Avenue.

The proposed development is an addition to the existing 15-storey Andaz Hotel located at the southeast corner of Dalhousie and York Streets. It replaces a surface parking lot and a three-storey commercial building (both now demolished). Abutting the subject property to the south are 22-storey residential buildings. To the east, under construction, is a hotel and rental apartment building that has been approved but has not completed construction. It incorporates the existing 5-storey warehouse at 126 York Street and which steps upwards from York Street to a height of 22 storeys on the tallest portion facing George Street.

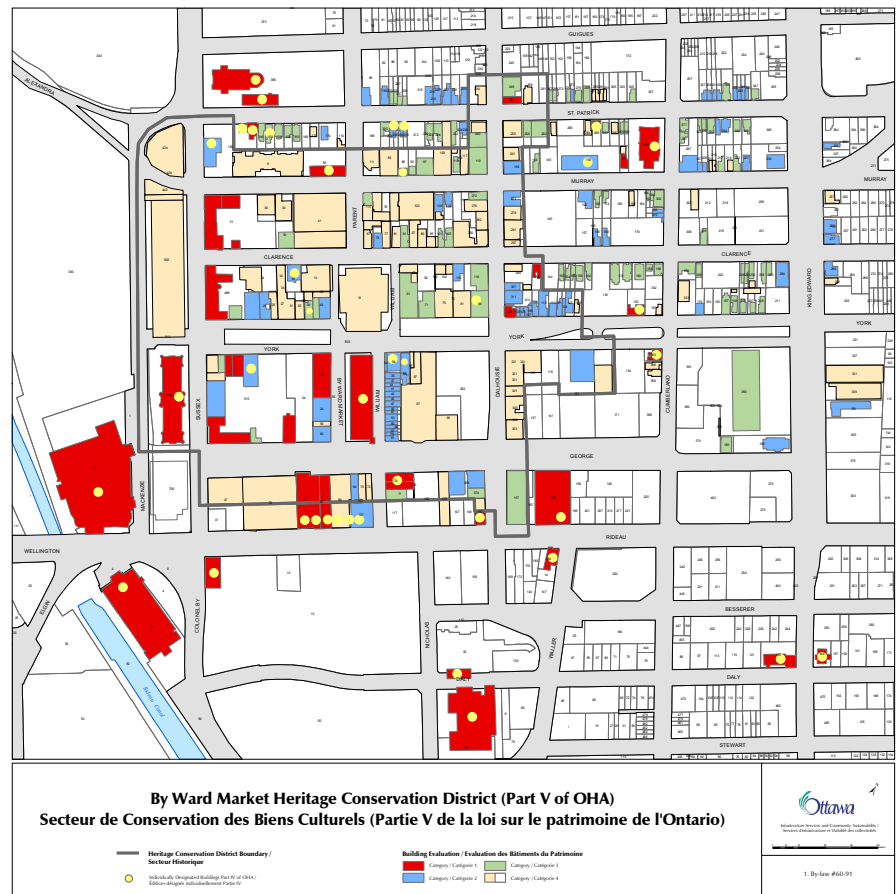
The subject property does not contain any cultural heritage resources but is partially within the ByWard Market Heritage Conservation District (see the Site Plan in Appendix A for the HCD District boundary within the subject property). It is across, and along, the street from significant built heritage resources. The property formerly contained a low-rise commercial structure that was evaluated as having no heritage significance (see the aerial view in Section 2, above). It has since been demolished and the site is in the process of being excavated for underground parking. The subject site is adjacent to the Andaz Hotel at the corner of Dalhousie and York Streets and faces the treed central median of the latter street, across from which is a streetscape of low-mid-rise buildings.

The nearest properties of heritage significance are:

- 126 York Street: 5 storey brick warehouse evaluated in the HCD Study as being Category 2, the second highest level of heritage significance and evaluated as part of the Bray Heritage CHIS for that property (February 2022); recommended for designation under Part IV of the *Ontario Heritage Act*.
- 103-127 York Street: 2-3 storey brick house-form and apartment structures on the north side of York Street. These properties are also evaluated in the HCD Study as being Category 2, the second highest level of heritage significance.
- 101 York Street: 3 storey brick commercial/residential structure at the northeast corner of Dalhousie and York Street. It was evaluated in the HCD Study as Category 1, the highest level of heritage significance.

- 153 (-161) York Street: 2 storey stucco-clad frame commercial terrace on the north side of York Street east of the HCD. This property is designated under Part IV of the *Ontario Heritage Act*.
- 350 (-352) Cumberland Street: 2 storey brick-clad frame residential terrace on the southwest corner of York and Cumberland Streets east of the HCD. This property is designated under Part IV of the *Ontario Heritage Act*.

The York Street properties listed above that are within the HCD are rated as Contributing in the HCD Plan.



ByWard Market HCD



*View SW from York Street showing
126 York and the Andaz Hotel*



*View W from York Street showing
properties opposite*

4.0 Description of the Proposed Development



View to S from York Street



View to E from Dalhousie Street



*View to SW from lane shared with
126 York Street*

The proposed building consists of a three-storey podium base atop which is a 14-storey hotel, the tower being set back 10.0 m. from the York Street property line. Underground parking is accessed from the rear. The podium contains the hotel entrance and lobby along with a restaurant, ballroom and assembly rooms.

The podium is designed to be compatible with the “consistently low-rise height of buildings” (HCD Plan SCHVI, p. 12). Its three-storey height is similar to that of the commercial building it replaced, as is its materiality and flat roof. It is clad with limestone coursing along its podium base above which is red brick with regular indentations in the masonry to provide articulation. The fenestration pattern divides the façade into six bays with a seventh bay containing the hotel entrance one the ground floor inset from the street next to the existing hotel building. Windows are curtain walls with a spandrel panel at the floor plate and black mullions. The hotel entrance is a full-height curtain wall over an inset entry, with signage anchored to the curtain wall mullions. The laneway (east) elevation has three similar windows on its southern half with the remainder of the wall reserved for a “light or art installation”.

The tower is set back from the podium and is clad in dark brick and is otherwise a glazed façade, with small openings for mechanical equipment louvers. The other elevations have punched windows and full height louvers. All windows have black frames. The variation in the façade cladding treatment is provided by a light-coloured reverse “U” shape aluminum panel that runs around the inside of the tower edges. The mechanical penthouse is set back from the tower roof and is clad in dark-coloured, pre-painted horizontal steel panels.

5.0 History of Site and Environs

The CHIS prepared for the subject properties (Bray Heritage, December, 2012) provides a chronology of site development for the properties at 321 Dalhousie Street, 110 York Street and 137-141 George Streets (see Appendix B for relevant sections of the report). Section 2 of that report provides a history and summary of heritage significance for the area within which the subject properties are located, while Section 3 is a history and summary of heritage significance of the subject properties themselves.

6.0 Policy Context

The Planning Rationale prepared for this project by Fotenn Planning and Design consultants provides a detailed policy analysis. The following text augments this analysis with a summary of the Provincial and City of Ottawa heritage planning policies that are applicable to this development. The ways in which the proposed development addresses these policies are shown in bold text after each set of policies and guidelines. A summary of impact is found in Section 8.2 of this HIA.

6.1 Provincial Planning Statement (2024)

The specific cultural heritage policies of the PPS apply to this property. Since the ByWard Market HCD includes the north part of the properties, Policy 4.6.1 applies as it directs “protected heritage property” to be conserved, since property within an HCD is defined as “protected” under this policy. Should 126 York Street be designated under Part IV of the *Ontario Heritage Act*, Policy 4.6.3 states that “Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.” **The proposed development is within an HCD and adjacent to a potentially significant built heritage resource, thus the relevant PPS policies apply and an evaluation of impact is required.**

6.2 City of Ottawa Official Plan (2022)

Policies for the conservation of cultural heritage resources are found in Section 4.5. Section 4.5.2 has policies relevant to the subject properties:

- 1) When reviewing development applications affecting lands and properties on, or adjacent to a designated property, the City will ensure that the proposal is compatible by respecting and conserving the cultural heritage value and attributes of the heritage property, streetscape or Heritage Conservation District as defined by the associated designation bylaw or Heritage Conservation District Plan and having regard for the Standards and Guidelines for the Conservation of Historic Places in Canada.
- 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.

This HIA addresses this policy and those of the ByWard Market HCD Plan.

The Official Plan also identifies the ByWard Market as a Special District (Section 6.6.2.3. Heritage policies are found in Section 6.6.2.3.5:

- a) Development within the ByWard Market or Lowertown West Heritage Conservation District will conform with the applicable Heritage Conservation District Guidelines or Plan and the policies in Subsection 4.5;
- b) Development will conserve cultural heritage resources including properties designated under the *Ontario Heritage Act*, and those federally designated by the Minister responsible for Parks Canada, on the advice of the Historic Sites and the Monuments Board of Canada, or by the Federal Heritage Buildings Review Office;
- e) Development throughout the ByWard Market Special District within and outside of heritage conservation districts: i) 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; ii) Will have consistent front yard setbacks with the existing buildings within the associated streetscape; and iii) 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..

Section 6.3 of this HIA addresses the policies and guidelines of the HCD Plan, including the ways in which the proposed development meets subsection e), above.

Also of note is the recent ByWard Market Public Realm Plan (2021). This plan has York Street as a “grand boulevard” extending from Sussex Avenue to King Edward Avenue. In the Design Frameworks section, this is the Plan’s description of the York Street Character Area (p. 9):

York - as the preeminent destination in the Market, York Street will have its own unique identity, made distinct by its bold visual character, simplicity, and formal, symmetrical design elements.

Following from this, in Public Realm Design: York Street Lawn & Gardens (p. 29), the design concept shows additional street tree planting in the section of York Street that includes the subject properties, and street trees are shown along the north boundary of the subject properties. Also of relevance is

the Heritage Interpretation Strategy (p. 17) interprets the former Bywash and shows its approximate alignment running diagonally across the subject properties. The Plan indicates that the forms of interpretation could include special paving and a water feature, both shown as being located on George Street but potentially including the vicinity of the subject properties (e.g. the laneway to the east abutting 126 York Street). **Renderings of the proposed building show street trees in these locations (to be confirmed in the landscape plan), however, these improvements to the public realm are to be undertaken by the municipality as the proposed building is constructed to the property line at the sidewalk edge. Public Interpretation of the Bywash is recommended and an opportunity for some of this is provided by space reserved on the laneway (east) elevation of the building's podium.**

Note also that the City of Ottawa adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada. This document applies mostly to existing cultural heritage resources but its use includes all properties within the HCD. **Section 4.1 of the Standards and Guidelines addresses heritage districts and 4.1.5 recommends interpretation of heritage resources.**

6.3 Byward Market Heritage Conservation District Plan (Fall 2024)

The new HCD Plan replaces and updates the previous HCD Study of 1990. In Section 3.2 Statement of Objectives, the following apply to the subject lands:

- (13): To encourage compatible new conservation and development on vacant and/or underdeveloped lots, particularly those used for surface parking, that conserves the cultural heritage value of the District and reflects its history, character and development patterns.*
- (15): To maintain and enhance the historically mixed use and commercial streetscape character of Sussex Drive, York Street, Dalhousie Street, Murray Street between Dalhousie Street and Parent Avenue, as well as the streets surrounding the ByWard Market Building on three sides (George Street, ByWard Market Square and William Street) through the use of compatible materials and architectural details and through the maintenance of the HCD's consistent building height in new construction.*
- (16): To maintain and enhance the rich mixed use character of the HCD, through the use of compatible materials and architectural details for new*

construction, including those streets where houses have been converted to commercial uses.

The proposed building removes a surface parking lot and a three-storey commercial building. The podium design has a three-storey height and brick cladding that is consistent with the massing and materiality of buildings in the vicinity, within the HCD. Its intended commercial uses continue the mixed-use character of the HCD.

In Section 3.4 Description of Heritage Attributes, several apply to new development within the context of the York Street streetscape character:

- The streetscapes made up of Contributing buildings surrounding the ByWard Market Building on William Street and ByWard Market Square, as well as those on York and George Streets, whose relationship together express and reflect the historic commercial character at the heart of the HCD
- Recognizable landmarks buildings and streetscapes in the HCD that reflect its historic, 19th commercial character, including:
 - The variety of commercial buildings on both sides of York and George Streets that establish the commercial character of the heart of the ByWard Market Heritage Conservation District, in particular the Major Building at 126 York Street

And for streetscape and public realm:

- Wide side walks and road allowances on George and York Streets reflecting the former remnants of the By Wash that ran down the middle of the streets, including the green landscaped median on York Street east of Dalhousie

The proposed development has the tower portion set well back and the three-storey commercial podium continues the commercial character of the HCD. The Bywash can be interpreted on or adjacent to the subject property.

The HCD Plan updated the evaluations from the 1990 Study and created a new list of Contributing and Non-contributing properties. In the chart on p. 62 of Appendix B, 110 and 116 York Street are shown as being Non-contributing, thus having no heritage value. Facing properties across York Street, as well as the Major warehouse at 126 York Street, are shown as being Contributing properties with heritage significance that could be impacted by the proposed development.

The proposed development replaces a building and surface parking lot of no heritage value. The three-storey podium provides a transition from the existing Andaz hotel to the existing five-storey building at 126 York.

The proposed development is designed as an addition to the existing Andaz Hotel, creating a new hotel linked to the existing hotel. Policies for additions are addressed in Section 8 of the HCD Plan.

The following policies apply to the proposed addition:

3. *Design new additions to be compatible with and not detract from adjacent Contributing properties, including those to the rear or and across the street. Give particular consideration to mitigating impacts on identified streetscapes*
4. *Ensure that new additions will be compatible and sensitive by:*
 - *Having regard for the scale, form, proportions and massing, height, and location on the lot of 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 building 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 HCD.*

The proposed development meets the intent of these HCD policies in the following ways:

3. **The new addition has a deep setback and three-storey podium that allows the existing five-storey Contributing building at 126 York Street to remain prominent within the streetscape. The podium height also relates to the existing two-three-storey properties across York Street.**
4. **Brick cladding and fenestration patterns on the addition are similar to those of the adjacent Contributing building at 126 York Street.**
5. **The proponent has retained an architect and heritage professional.**

Guidelines of additions are addressed in the same section of the HCD Plan. The following guidelines apply:

- 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 Noncontributing properties may be appropriate if they do not detract from the cultural heritage value of the HCD.*

- d) *Contemporary window materials or forms within additions on Non-contributing properties may be appropriate if they do not detract from the cultural heritage values or attributes of the HCD.*

The proposed addition addresses these HCD guidelines in the following ways:

- **Brick cladding on the podium is based on the colours and textures of brick used in commercial elevations elsewhere in the HCD. The dark brick and light aluminum cladding on the tower contrasts with these characteristics but their visual impact is lessened by the tower's deep setback from the street.**
- **The fenestration patterns and window forms and materials are compatible with those found elsewhere in the HCD.**

Policies for new development are addressed in Section 9 of the HCD Plan. The following policies apply to the proposed development:

1. *Ensure that new buildings contribute to, and do not detract from the heritage character of the area as outlined in the Statement of Cultural Heritage Value and the list of the District's heritage attributes.*
2. *In general, new construction shall remain low-rise.*
3. *New construction shall conserve and be sensitive to the character-defining historic street walls on which it is located.*
4. *Developments shall conserve and be sensitive to the Contributing buildings on, adjacent to and across the street from a proposed project to ensure the conservation of the historic streetscapes, particularly those identified as attributes of the HCD.*
5. *In order to consider impacts of overall height and mass of a new building on the cultural heritage value of the HCD and its attributes, rooftop projections (e.g. mechanical penthouses, pergolas, rooftop terrace elements, indoor amenity rooms etc.) shall be indicated on application drawings.*
6. *Where new development is proposed on a consolidated parcel made up of more than one lot, the design of the building[s] shall respect and reflect the fine-grained character of the street created by traditional building widths and/or patterns of storefronts on that street. This can be achieved by maintaining the pattern of entrances and windows, façade articulation, and massing of new structures. On corner lots, the character of both streets shall be considered.*
7. *New commercial or mixed use developments shall reflect traditional building proportions on the street. Historically, commercial ground floors*

were traditionally taller (approximately 4.5 metres) than each of the upper storeys to differentiate the ground and upper floor uses.

8. Respect and be sensitive to the HCD's cultural heritage value and attributes when designing new buildings particularly in terms of:

- exterior materials and cladding, architectural elements and treatments such as window patterns and design, location of datum lines, roof profile and roof lines, overall vertical and/or horizontal proportions;

- existing pattern of building setbacks, streetscape rhythm, including recessed storefront entrances, massing, height and scale.

8. [sic] Implement design measures such as stepbacks, setbacks, façade articulation and incorporating traditional façade elements to help mitigate impacts of increased mass and to reflect and be consistent with traditional building widths and streetscape patterns.

9. Ensure that the front yard setback of a new building is consistent with its adjacent neighbours to allow for the continuity of the streetscape character.

10. Respect the site's historic context and surrounding Contributing properties when constructing a new building by providing meaningful elements of transition between the new development, existing buildings on site and surrounding Contributing buildings. This can be accomplished through the use of design measures such as, but not limited to:

- The incorporation of setbacks, stepbacks, architectural details and the use of complementary materials;
- The sensitive placement of new buildings on the site to provide appropriate distance between them and existing heritage resources or surrounding Contributing buildings; and
- Maintaining compatible architectural proportions and visual relationships within the streetscape.

11. Locate and design parking access in a manner that is compatible with adjacent Contributing properties and the streetscape.

12. Property owners are encouraged to retain an architect with experience in heritage conservation.

The proposed development meets the intent of these HCD policies in the following ways:

1. Its hotel and restaurant/entertainment facilities continue land uses common to, and supportive of, the market area, as noted in the SCHV.

- 2. The podium is low-rise (3 storeys).**
- 3. The podium continues the street wall and setback established along York Street and the tower is set well back.**
- 4. The podium has massing that is consistent with buildings that are adjacent and opposite to the subject property.**
- 5. Tower rooftop elements are set back.**
- 6. The podium façade has bay divisions and fenestration patterns that recall the narrow lots and single detached dwellings that existed on the site prior to construction of a surface parking lot.**
- 7. The podium has similar proportions to traditional commercial buildings on the street.**
- 8. The podium has brick cladding, bay divisions, a recessed entrance, and low-rise massing. The tower is set well back from the street and has dark brick, glass and light aluminum cladding and fenestration patterns that mitigate its height and massing.**
- 9. The podium maintains the front yard setback along the street.**
- 10. The low-rise podium provides a height transition from the Andaz hotel tower to the five-storey building at 126 York Street. It uses brick cladding and details atop a limestone base, in common with 126 York Street.**
- 11. Parking access is from the rear and does not impact York Street.**
- 12. The project architect (Neuf) has experience in heritage conservation.**

Guidelines for new construction as applied to the subject properties include:

- *New buildings should demonstrate an appropriate balance between replication of historic character and pointed contrast, in order to complement and respect the cultural heritage value of the HCD.*
- *To respect the traditional street walls throughout the District, new commercial buildings beside or between flat roofed structures should generally also have flat roofs.*
- *Traditional building materials in the District includes stone, brick and to a lesser extent some stucco or wood siding. New buildings should either include these materials or use compatible materials that complement them in colour and texture.*
- *Windows in a new building should be complementary to the character of the HCD in design. Window materials should be considered in consultation with Heritage staff.*

- *Cornices, parapets, columns and should be considered when designing new commercial buildings to reflect historic patterns of those elements on the HCD.*
- *If access to upper floors is separate from the principle entrance, consider providing this access from the street facing façade to reflect the historic pattern of entrances in the HCD.*
- *The height of the ground floor should respect the scale of the neighbouring Contributing buildings. Should taller interior floor to ceiling heights be desired, traditional proportions and datum lines of historic buildings should be reflected on the exterior; heights of entrances at the ground floor should be consistent with neighbouring Contributing buildings as well.*
- *Storefronts on the ground floor should generally have large windows with compatible divisions for a high proportion of transparent glazing, with recessed entrances and transom windows.*
- *Projecting cornices and smaller more decorative windows can be used to separate and distinguish between the ground and upper floors.*

The proposed development addresses these HCD guidelines in the following ways:

- **The building design has cladding, bays and fenestration patterns that are similar to, but not the same as, traditional buildings in the HCD.**
- **The podium is flat-roofed.**
- **The podium has a brick and glass façade (windows are curtain wall with dark spandrel panel at the floor plate and black mullions) on a limestone base. The recessed entrance has a glazed curtain wall similar to the materials of the adjacent Andaz hotel.**
- **The cornice is proposed to be a design feature wrapped in metal flashing.**
- **The podium entrance is recessed facing York Street.**
- **The podium three-storey massing, with a higher ground floor, is similar to existing commercial buildings in the HCD.**
- **The podium fenestration and entrance are similar to commercial storefronts in the HCD.**
- **The cornice is proposed to have a minimal projection due to the proximity of the property line.**

Section 10.4 also contains policies and guidelines for signage. As applied to new construction, they encourage minimal signage and lighting in order to be compatible with the heritage character of the HCD and its attributes.

The proposed podium has hotel signage anchored to the entrance curtain wall mullions and exterior. Interpretive signage and/or displays are proposed for the podium elevation facing the laneway (design to be determined).

6.4 Official Plan and Zoning

The proposed development will require an Official Plan and Zoning By-law amendment for maximum building height for the proposed tower portion. The subject properties are also subject to the Heritage Overlay (Section 60 of the City of Ottawa Zoning By-law) related to the HCD. Removal of the Heritage Overlay will be necessary to permit the proposed development. Please refer to the Planning Rationale report for details.

7.0 Impact of the Proposed Development

7.1 Impact on Adjacent Properties and the Streetscape

The proposed development will have minimal impact on adjacent properties and the streetscape, either visually or directly. The proposed building extends the existing Andaz Hotel building as well as redeveloping a surface parking lot and the podium replaces a non-heritage commercial building of similar size and character. The adjacent heritage property at 126 York is separated from the proposed development by a laneway, along which interpretation of local history can be placed (including on the side elevation of the building's podium). The podium maintains the setback along York Street and, at three storeys, is of comparable height to the existing house-form buildings across York Street within the HCD.

7.2 Conformity with Heritage Policies and Guidelines

While the tower portion of the building is higher than the generally low-rise character of the HCD, it is set well back from the street behind the three-storey podium. In the podium façade there is a single entrance (inset) and multiple bays containing fenestration, in somewhat similar fashion to the older streetscapes in the HCD that contain multiple entrances on smaller lots. The cladding materials and fenestration continue patterns found throughout the HCD.

In order to be in accord with the municipal planning policies and guidelines, including those of the HCD, the building design has been broken down into two main components: a podium base that abuts the sidewalk and a tower that is set well back from the street. This massing responds to the City's planning and urban design requirements for setbacks and angular planes. This setback design also reduces the visual impact and shadowing of the tower on the portion of York Street within the HCD. The podium is the most prominent part of the building when seen from the street, thus minimizing the tower's visual impact and enhancing the pedestrian scale of this part of the streetscape.

In terms of the HCD policies and guidelines, the current design of the proposed building shows several modifications made to better conform to these requirements and recommendations. The tower shape has been changed from a skewed footprint to a rectangular one to reduce its visual prominence.

Tower cladding has been changed from a predominance of glazing to dark brick and glass, with window dark mullions and frames, to better respond to the cladding materials found elsewhere in the HCD. The podium cladding has changed to provide a limestone base to the brick walls, a treatment found on many existing commercial buildings in the HCD, including the adjacent former warehouse at 126 York Street. The hotel entrance has been changed to a glazed link with the existing hotel, to distinguish it from the rest of the podium elevation and to incorporate hotel signage. Locations for interpretation of local history have been added to the podium's laneway elevation.

Even so, the proposed design is only partially successful in meeting the objectives of the HCD policies and guidelines and in addressing the District's heritage attributes. As noted in some of the comments from the City's Urban Design Review Panel, the podium façade is generally flat, with some brick detailing and punctuation provided by two exit doors and the main entrance (inset). This design does not provide the architectural detail found elsewhere in the HCD. The fenestration pattern and spacing of brick pilasters recall, but do not provide, the pattern of multiple commercial frontages that is characteristic of the HCD. While the lowered sills of the main windows provide a visual link to the restaurant and lounge within, due to the podium's proximity to the sidewalk and a sloping grade there is no opportunity for these components of the hotel to be extended towards the sidewalk within an expansion of the public realm. The one part of the elevation where this is addressed is at the main entrance. It is inset and thus provides a widened sidewalk in this location along with special glazing and signage, all of which are attempts to make it a feature along the streetscape. However, the entrance is also adjacent to a large ventilation grille and exit door (also with a ventilation grille), thus diminishing the visual prominence and appeal of this indentation in the streetwall. These elements impact the quality of the public realm along this important part of York Street.

On the tower, the dark brick with the light aluminum panels make a clear distinction between the proposed and existing hotel towers, but dark brick is not characteristic of the HCD and can be visually dominant, despite the deep setback.

8.0 Alternatives and Mitigation Strategies

The building's massing has been largely determined in response to the City's planning and urban design policies. The current design slightly exceeds the required height limits. Mitigating the tower's overall size have been changes to the building exterior. As noted above, earlier tower designs had a more prominent appearance, with a skewed footprint and extensive glazing. Earlier podium designs had brick cladding extending to grade and an inset entrance with a brick hood. Discussions with the consultant team and City heritage planning staff have resulted in a design that reduces the visual prominence of the tower's exterior and brings the podium's exterior treatment more in line with that of existing buildings within the HCD, including those in the vicinity.

9.0 Conclusion and Recommendations

As discussed in detail in Section 6, above, the proposed development generally conforms to the Provincial and municipal policies and guidelines applicable to the ByWard Market HCD. It removes a surface parking lot and a Non-Contributing building, replacing them with a structure that has a tower set well back and a podium that augments the low-rise character of the HCD. Opportunities for historical interpretation are included.

Next steps in the heritage planning process include the following recommendations:

- Once any modifications have been made to the satisfaction of the City, that the Heritage Overlay affecting a portion of the property be removed to permit the proposed development.
- That opportunities for interpretation of local history, including the route of the former Bywash, be pursued. These can include, but are not limited to, the design and placement of interpretive panels on the laneway elevation of the podium, the design to be completed to the satisfaction of the City of Ottawa. Historical information for such interpretation can be found in the Bray Heritage CHIS of 2012, to be augmented by further research, as needed. Interpretation on the laneway surface should be considered (e.g. of the Bywash), in collaboration with the owner of 126 York, representatives of the local community, and City heritage staff.

Respectfully submitted,

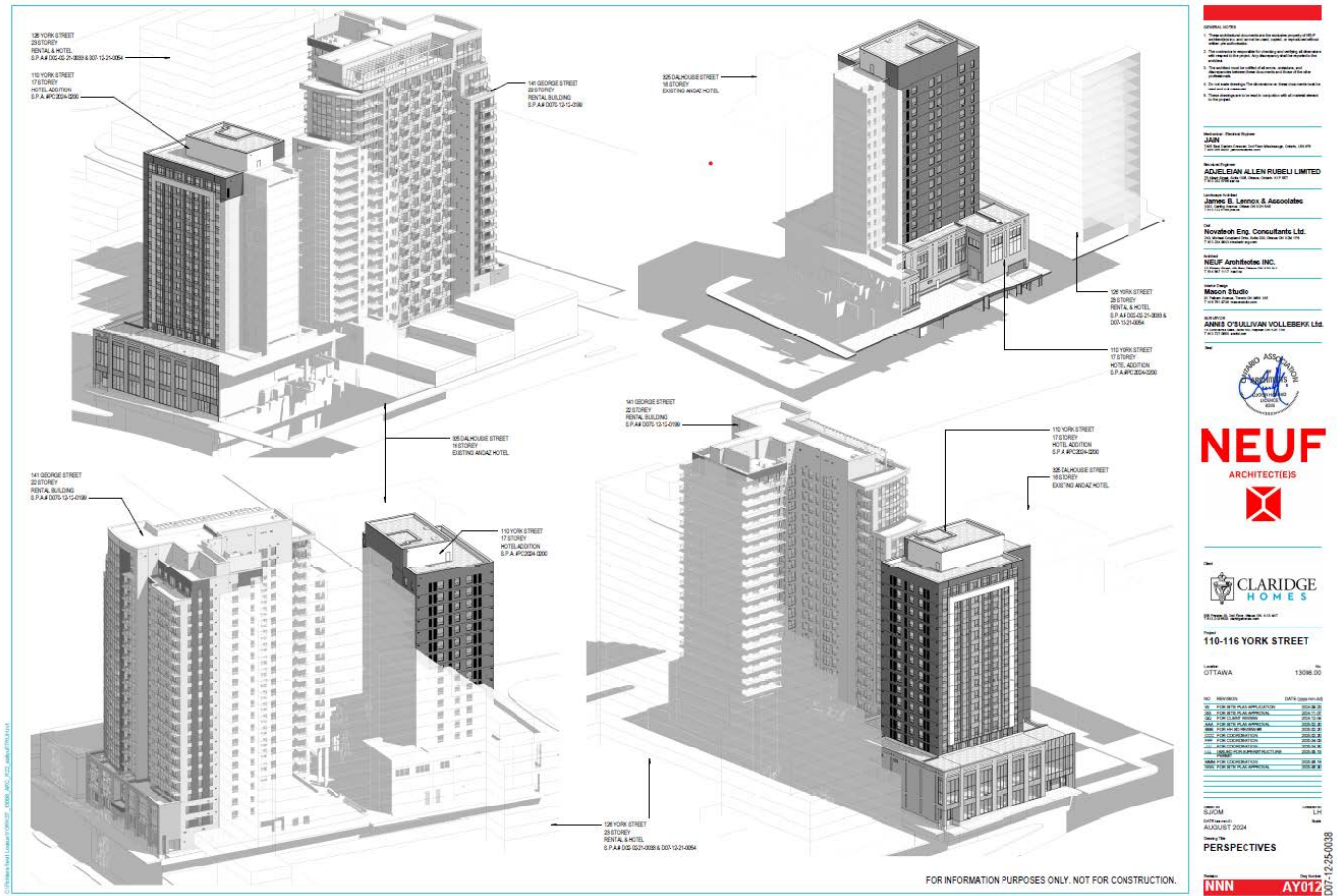


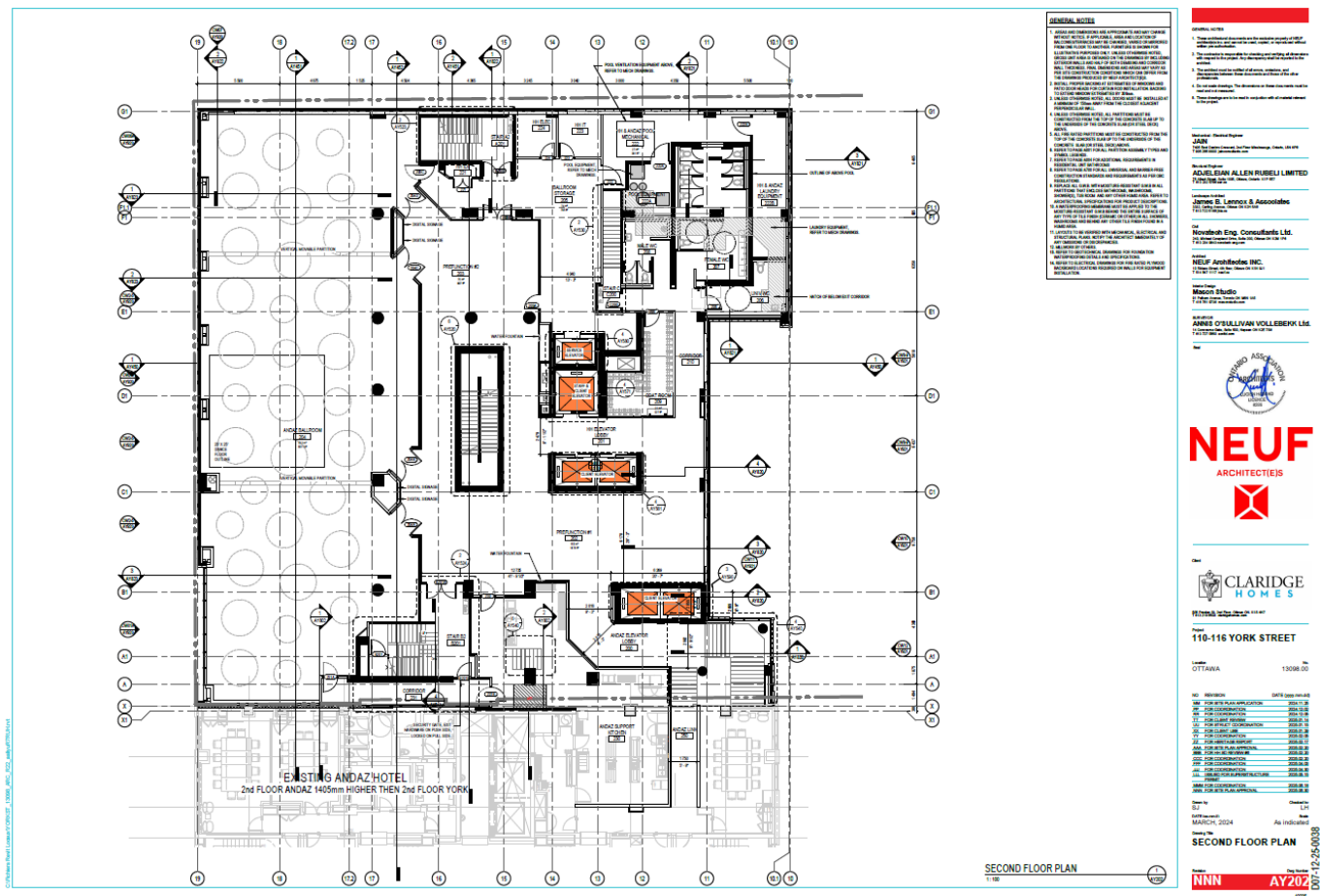
Carl Bray
Principal

Bray Heritage

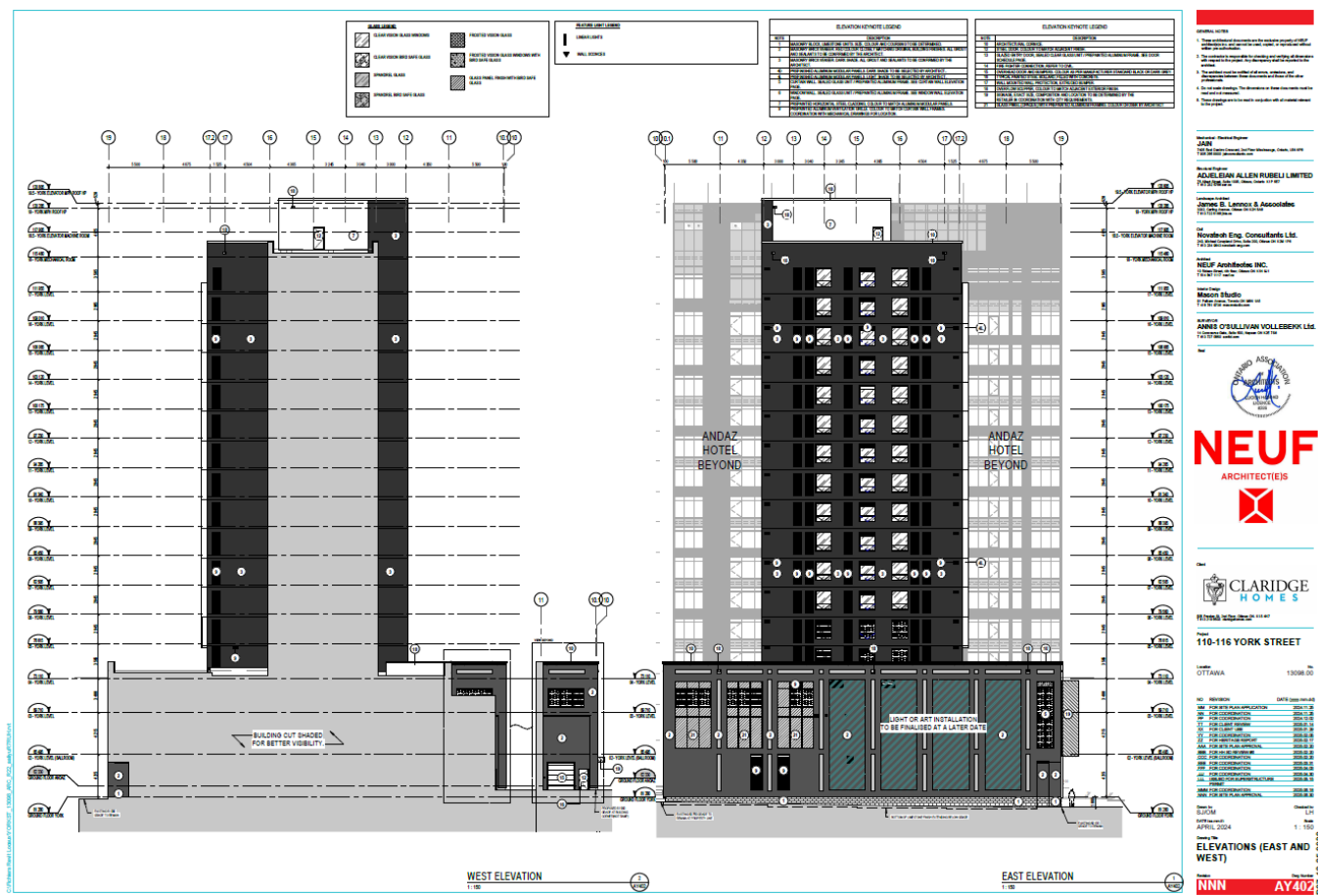
Appendices

A. Architectural Drawings









B. Bray Heritage 2012 CHIS

2 History and Heritage

Significance of the Area

The following is a summary of historical information compiled from the Byward Market Heritage Conservation District Study (Smith et. al. September, 1990), from City of Ottawa Directories, archives and fire insurance plans.

2.1 History

The subject properties are located in a part of Ottawa known as Lowertown. Before the area was settled, it was “a cedar swamp with occasional higher ridges occupied by white pine” (Smith, 17). The eastern part of the market area within which the subject properties are located was drained later than the western portion, in 1850, as part of the ByWash engineering works to provide overflow channels for the Rideau Canal (Smith, 17). Early settlement was hampered by the ownership of the land by the Ordnance Department, meaning that any private development was constructed either on short-term lease or was squatting (Smith, Appx. C, 8). Only when the titles to Ordnance lands were transferred to permit freehold ownership did the temporary wooden structures begin to be replaced by more permanent development in more durable materials, such as stone and brick.

The core of the area was the market, initially supplying the city with food and staples from the surrounding countryside, and evolving into processing and shipping goods farther afield. New market buildings were constructed in 1865 and 1875 and the drain that had formerly run along York Street was converted to a wide boulevard in which the hay and wood markets became established. The market activity stimulated development of related commercial enterprises as well as construction of housing for the managers and employees. Lands east of the market became predominantly residential and included hotels and boarding houses for those who travelled to do business in the market. But local work also included retail, industrial and institutional enterprises, such as the gas works east of Cumberland, and, within the subject block, a broom factory and soap factory, a carriage works, a coal yard, and a public school. By the late 19th century, “York and George Street east of Dalhousie were [sic] a mixed area of housing and industrial activity (op. cit. 11).

As the area developed, a block pattern emerged whereby the residential or house-form buildings lined the street frontage and either commercial or industrial activity took place behind, in rear yards or in larger structures located in the centre of the block (op. cit. 11). This pattern persisted well into the 20th century and is still evident in a few instances.

By the early 20th century, the demarcation of activities had become more evident. Dalhousie Street emerged as the eastern boundary of the commercial activity centred on the market. East of that street was where residential development began to predominate, and not just modest housing for workers. Instead, “some of the more successful market merchants built substantial houses on the adjacent eastern portions of George, York and Clarence Streets and remained in the area in a more residential environment” (op.cit. 15). Although some merchants still lived in the market over their shops, the next iteration of residential development spread eastward.

Demographically, the area began as a predominantly Anglo-Scottish district that steadily evolved to include Irish and Jewish immigrants, but the increasing presence of French-Canadians made the area predominantly Francophone from the late 19th century well into the 20th. As a result, business and institutions reflected this trend, as did the population in local housing.

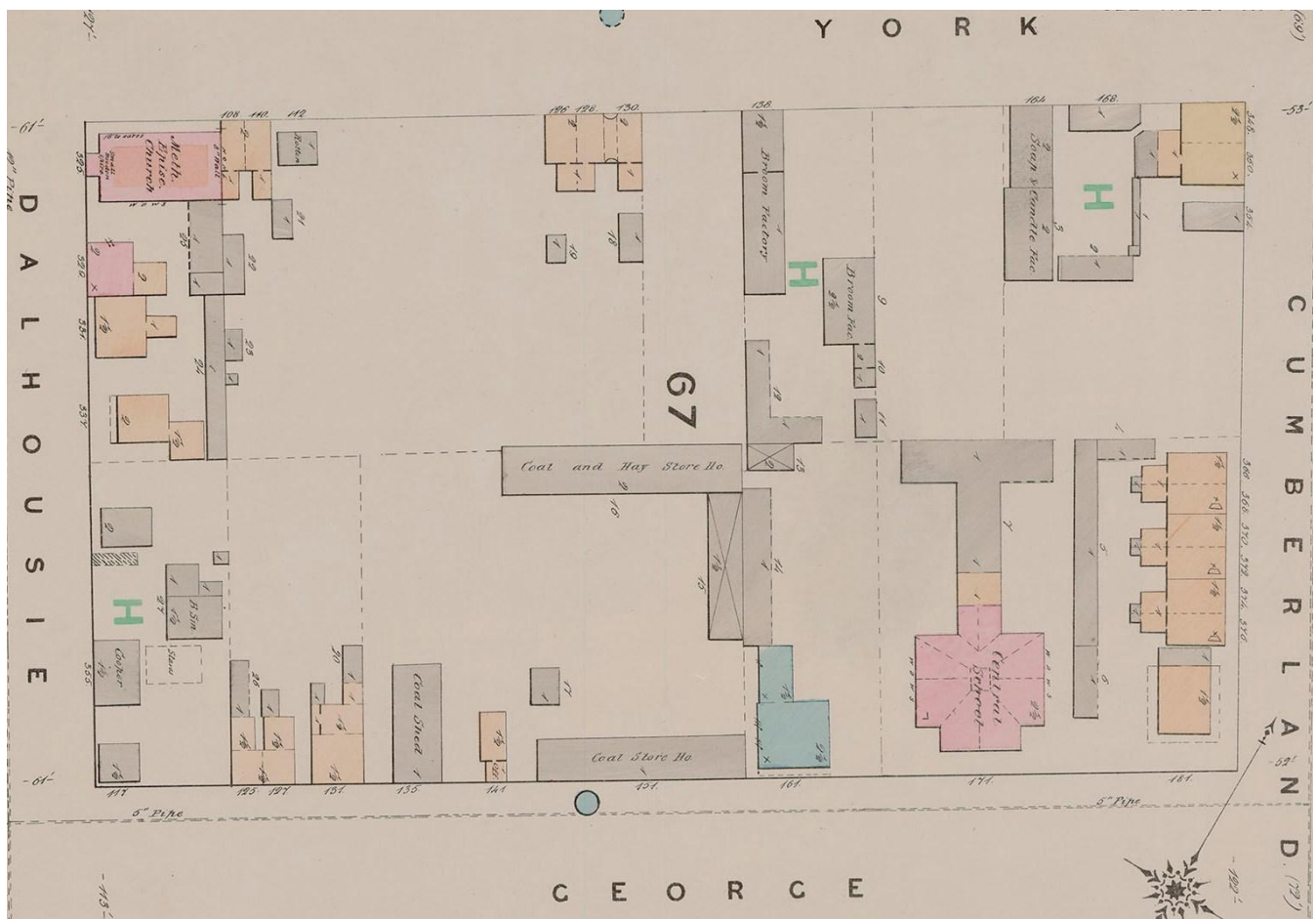
Change came slowly, as the market functions shifted more into warehousing and shipping, and as patterns of work and access changed under the influence of changing demographics and means of transportation. By the 1930s, the gas works had closed. Since the 1850s, the gasworks had been a magnet for light industry and tradespeople and its absence hastened the decline or departure of industrial activity, as well as residential occupation, of the area east of Dalhousie (op. cit. 15). World War II provided a brief jump in the local economy thanks to demands for storage, provisioning and war-related manufacturing, and local hotels benefited from the temporary influx of war workers. After the war, Lowertown increasingly became the place of entry for new Canadians, initially Italians and Eastern Europeans, later South Asians. This influx was juxtaposed with what had become a predominantly French-Canadian district, within which Dalhousie Street became its “main street” providing the full range of commercial services such a neighbourhood required. The loss of local work meant that many people still lived in the area but had to commute to jobs elsewhere (op.cit. 18, 20).

The physical setting changed also. The demands of the automobile saw the replacement of rear sheds with garages or surface parking, and the demolition of corner and mid-block businesses and housing for replacement by auto service garages and gas stations. The buoyant post-war economy provided the means and incentive to make major renovations to existing housing, or to create new apartments. At the same time, the reputation of the area as a place of cheap housing, common throughout its history and solidified during the Depression, meant that Lowertown east of Dalhousie became a destination for transient or homeless people. By the late 1950s, the old Central School had become a Salvation Army centre, the former gas works had added a municipal health clinic and daycare centre, and old hotels, tenements and boarding houses continued to supply inexpensive accommodation (op. cit. 18-20).

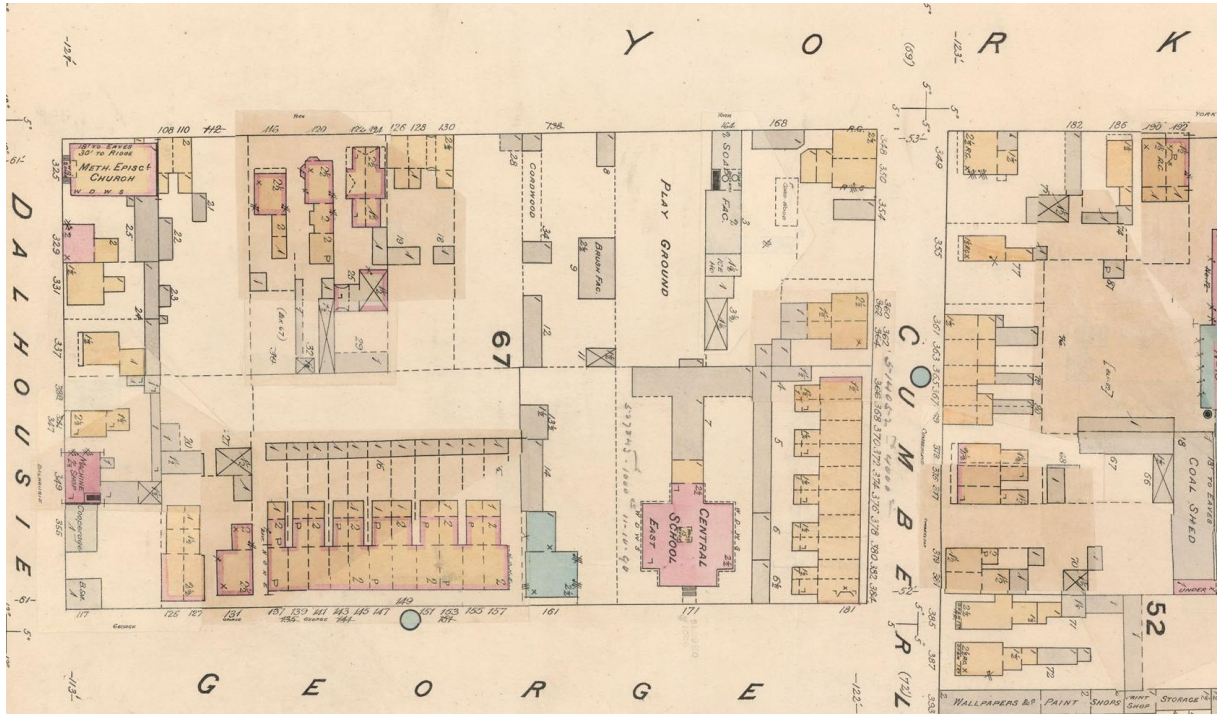
This pattern continued into the new century, with some elements, such as the Salvation Army, still in place today.

Lowertown has been undergoing a significant transition since the 1970s, again driven largely by the renewed importance of the Byward Market as well as by public efforts to enhance the downtown and Parliamentary Precinct. The Market's continuing role in supplying food and goods to the city's residents has been amplified by its role as a tourist attraction. The ambience of the market area, conserved and enhanced by a combination of public and private investment, has created a destination for residents and visitors alike. As before, this has made the market area an attractive investment for new commercial office and retail activity, and, more recently, for residential intensification.

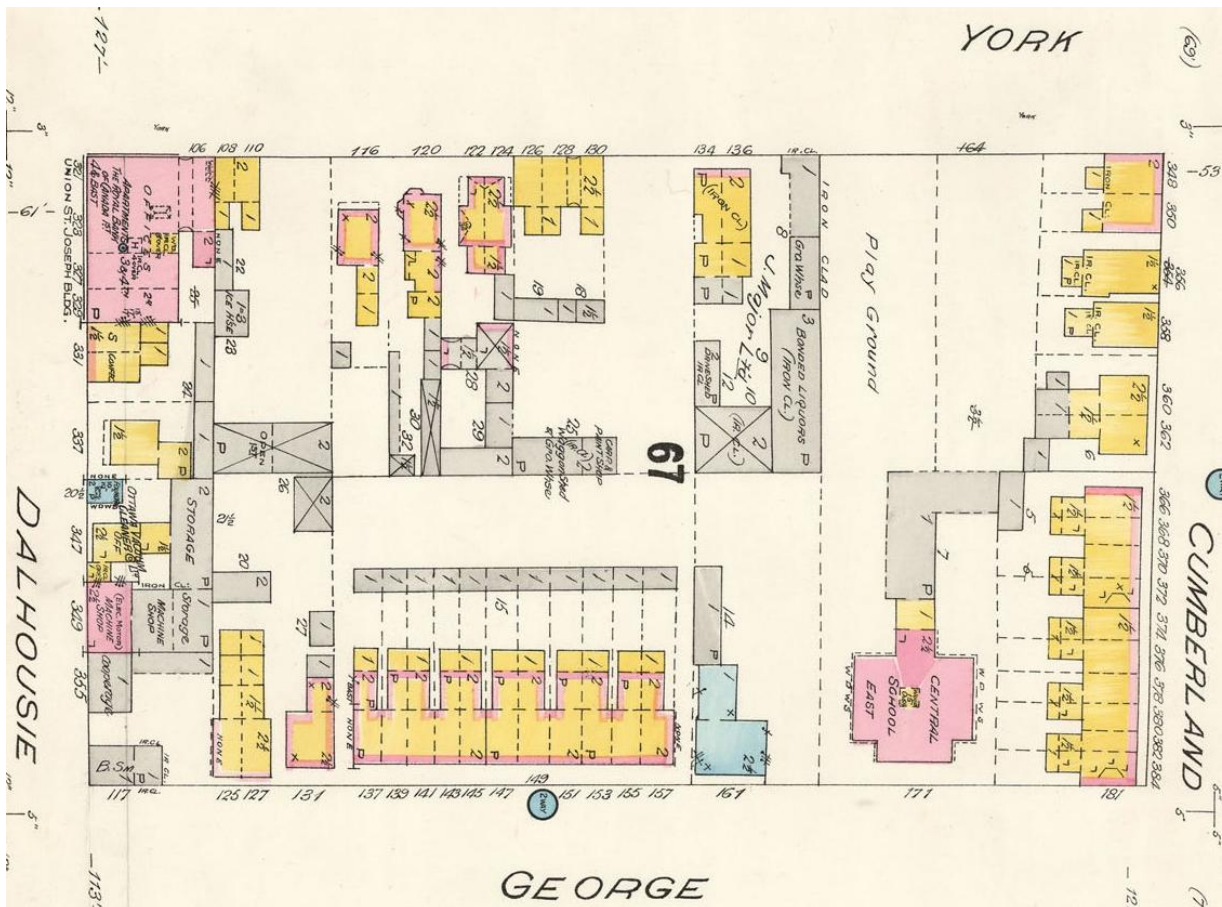
1878 FIRE INSURANCE PLAN (SHEET 18 EXCERPT)



1888 FIRE INSURANCE PLAN (SHEET 18 EXCERPT)



1902 FIRE INSURANCE PLAN (SHEET 18 EXCERPT)



[illegible][illegible]

3.4 History of 110 York Street

The 1878 fire insurance plan shows a 2 storey frame semi-detached dwelling on this property, listed as Nos. 108 and 110 York Street. The 1874 City Directory indicates that a “carter” and a “painter” lived there. Although the dwelling is shown as directly abutting the rear wall of the adjacent church, it does not appear to have been used as the church manse.

The dwellings are also shown on the 1888 fire insurance plan, with residents also being tradespeople. By the 1893-4 City Directory, the dwellings are now home to two women and, by the 1899 Directory, No. 110 is a boarding house, run by a woman. Jumping forward to the 1948 fire insurance plan, the dwelling is still shown. However, by the 1956 plan, the dwelling has been replaced with a 2 storey brick and steel office building, listed as No. 110 York Street. It would appear that the current structure is a conversion of that building from office to bar/restaurant use. The facade may have been altered as part of the change of use.

The 1990 inventory for the HCD Study indicates that the building was built and owned by the Union St. Joseph du Canada.

3.5 Property Description

The existing building is a flat-roofed commercial building with four bays on the York Street facade, and an entrance in the first and fourth bays. It has a full basement. The brick facade has windows inset in each bay and a poured concrete foundation. The cornice has small decorative indentations in the flashing and a vertical brick string course. Fenestration on that side is a three panel steel frame window in each bay, on each floor, with a concrete sill. Signage covers part of the window openings but it appears that window openings were originally continuous from the second floor to the first floor. The east side wall has four of the same triple windows in each floor, with concrete sills. The south rear wall has two of the same triple windows flanking a smaller triple window on each floor, as well as offset windows over the west rear stairwell that run the full height of the second storey and a portion of the first. These windows are glazed in glass block. There are no interior features of note, although the glass block rear windows animate the interior stairs. The remaining, southern portion of the property is a surface parking lot. East of the building is a large surface parking lot.

3.6 Heritage Significance

The 1990 HCD Study evaluation gave this property no heritage value (rating it as 4) and commented that it showed “evidence of changing trend(s) in market development – 1 and occupied by old residences becomes new office building”. Nothing in the research conducted for this study would change this assessment. As a result, it is suggested here that a version of a Statement of Significance is not warranted, nor are there character defining elements to be noted.



110 YORK, VIEW TO S (FACADE)



110 YORK, VIEW TO W (SIDE WALL)



110 YORK, VIEW TO N (REAR WALL)



INTERIOR STAIRWELL WITH GLASS BLOCK WINDOW

C. References and Persons Consulted

- Standards and Guidelines for the Conservation of Historic Places in Canada (2010)
- Provincial Planning Statement (2024)
- City of Ottawa Official Plan (2022)
- ByWard Market Heritage Conservation District Plan (Fall, 2024)
- ByWard Market Heritage Conservation District Study (Julian Smith, Architects et. al., 1990)
- ByWard Market Public Realm Plan Recommendations Report (The Planning Partnership, October 2020)
- Bray Heritage CHIS (December, 2012)
- Bray Heritage CHIS (September, 2019)
- City of Ottawa Heritage Planning staff (Kimm, Fitzpatrick)
- Fotenn Planning and Urban Design staff (Posen)
- Neuf Architects staff (Cardinal)