
Cultural Heritage Impact Statement

(Re-zoning Application)

116 York Street, Ottawa, ON (Byward Market Heritage Conservation District)

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Contents

1	INTRODUCTION	3
1.1	ABOUT THE CHIS.....	3
1.1.1	<i>The following sources were used in the preparation of this report:.....</i>	<i>3</i>
1.1.2	<i>Present Owner and Contract Information.....</i>	<i>4</i>
1.2	DEVELOPMENT SITE	4
1.3	HERITAGE OVERLAY	4
1.4	CONCISE DESCRIPTION OF CONTEXT	7
1.5	RELEVANT INFORMATION FROM COUNCIL APPROVED DOCUMENTS.....	9
1.5.1	<i>Byward Market Heritage Conservation District Study, 1990.....</i>	<i>9</i>
2	HERITAGE RESOURCE DESCRIPTION AND HISTORY.....	11
2.1	DESCRIPTION OF RESOURCES.....	11
2.1.1	<i>Subject Property – 116 York Street.....</i>	<i>11</i>
2.1.2	<i>South Side of York Street</i>	<i>11</i>
2.1.3	<i>North Side of York Street.....</i>	<i>13</i>
2.1.4	<i>Site and Landscape of 116 York Street.....</i>	<i>14</i>
2.2	SITE DEVELOPMENT HISTORY	14
3	DESCRIPTION OF PROPOSED DEVELOPMENT	14
3.1	ORGANIZATION AND LANDSCAPE	14
3.2	ARCHITECTURE AND DESIGN	15
3.3	SIGNS	18
3.4	PARKING AND CIRCULATION	18
4	IMPACT OF PROPOSED DEVELOPMENT.....	19
4.1	GENERAL IMPACTS	19
4.2	POSITIVE HERITAGE IMPACTS	21
4.2.1	<i>Relationship to the S.J. Major Warehouse at 126 York Street.....</i>	<i>21</i>
4.2.2	<i>Respecting the Pedestrian-Oriented Environment of the Area.....</i>	<i>21</i>
4.3	ADVERSE HERITAGE IMPACTS	21
5	ALTERNATIVES AND MITIGATION STRATEGIES	22
5.1	ALTERNATIVES	22

5.2	MITIGATION	22
6	CONCLUSION.....	23
7	PERSONNEL.....	23
APPENDIX A: HERITAGE HERITAGE CHARACTER STATEMENT FOR THE BYWARD MARKET HERITAGE CONSERVATION DISTRICT		24
	REASONS FOR DESIGNATION	24
	CHARACTER DEFINING ELEMENTS	24
APPENDIX B: BUILDING IMPROVEMENT AND DESIGN GUIDELINES		25

1 Introduction

1.1 About the CHIS

The City of Ottawa has requested a Cultural Heritage Impact Statement (CHIS) prepared by a qualified heritage consultant to examine potential impacts from a proposed development on the Byward Market Heritage Conservation District (BMHCD) and consider the project from the perspective of the existing Heritage Overlay. The proposed project is a 17-storey hotel to be built on the full footprint of an empty lot at 116 York Street. The property parcel is subject to a Heritage Overlay because the last building on the site was only demolished around 1978-9 (a few years after the overlay cut-off date of 1976.)

Section 4.6.1 of the City of Ottawa Official Plan states that a CHIS may be required if a project might: “adversely impact the cultural heritage value of districts designated under *Part V* of the OHA.” The City has requested a CHIS for this project because of its location in the BMHCD. The CHIS does not consider impacts on properties outside the BMHCD and does not consider any other planning concerns.

The CHIS supports an application for rezoning using the preliminary site and architectural designs. It relies on preliminary site and building designs as documented in the *Design Brief, Proposed Development, Hotel – Hampton Inn by Hilton, 116 York Street, Ottawa, ON*, dated 6 July 2018.

The CHIS is authored by Julie Harris, Professional Member, Canadian Association of Heritage Professionals, on behalf of the property owner, Bayview Hospitality Group.

1.1.1 The following sources were used in the preparation of this report:

The following information sources were used to prepare the CHIS:

- API Development Consultants & Saplys Architects for Bayview Hospitality Group. *Design Brief, Proposed Development, Hotel – Hampton Inn by Hilton, 116 York Street, Ottawa, ON*. Presented to Urban Design Review Panel, 23 April 2018.
- Bray Heritage with Fotenn Consulting, 321 Dalhousie Street, 110 York Street, 137-141 George Street, Ottawa, ON, Cultural Heritage Impact Statement, December 2012. And update letter dated 7 May 2018.
- City of Ottawa, *Byward Market Guidelines, Appendix B: Building Improvement and Design Guidelines*.
- City of Ottawa, *Heritage Conservation Statement, Byward Market Heritage Conservation District*.
- City of Ottawa, Heritage Survey and Evaluation Forms for the Byward Market Heritage Conservation District Study, 1990
 - 141 George Street
 - 101 York Street
 - 105-107 York Street
 - 105-109 York Street
 - 108-110 York Street
 - 111 York Street
 - 113-115 York Street
 - 119 York Street
 - 126 York Street
 - 134 York Street
 - 139 York Street
 - 153-161 York Street
 - 167-169 York Street
 - 321-333 Dalhousie Street
 - 350-352 Cumberland Street

- Julian S. Smith et al. *Byward Market Heritage Conservation District Study*, for the City of Ottawa, September 1990.
- Ottawa City Directories, various years and publishers.
- *Standards & Guidelines for the Conservation of Historic Places in Canada*, Parks Canada, 2012
- *A Guide to Preparing Cultural Heritage Impact Statements*, prepared by the City of Ottawa, Draft March 2010
- City of Ottawa Urban Design Review Panel Recommendation for 116 York Street, Informal Consultation, 7 June 2018.

1.1.2 Present Owner and Contract Information

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1.2 Development Site

The legal description of the property parcel is PIN 042140120, Plan 42482, Lot 20 (east and west parts), York Street (Figure 1). It is a flat site on the south side of the street in a mixed residential and commercial section of the BMHCD. The site has 20.13 m (66.0 ft) frontage on York Street and a depth of 50.45 m (165.62 ft). The site is currently vacant but buildings were located on the lots until 1978 or 1979.¹ The property is currently paved, partially fenced and used as a parking lot (Figure 2).

The development site is subject to a Heritage Overlay due to the presence of buildings on the site in 1976. By the time the BMHCD study was underway in 1989-90, however, the lot had been empty for more than a decade. The buildings formerly located on the development site were two brick-clad residences constructed c 1900 with garages and sheds (Figure 3 and Figure 4.)²

1.3 Heritage Overlay

The purpose of a Heritage Overlay (Ottawa Official Plan, Part 2, General Provisions, Sec. 60) is “to encourage the retention of existing heritage buildings [specifically the building on the site at the time the overlay provisions applied] by offering zoning incentives to reuse the buildings, and to limit the size and location of additions to preserve the heritage character of the original building.” Respecting the overlay would require the owner of the property to limit construction to two detached two-storey buildings as were present 40 years ago (Figure 3 and Figure 4.). This option is not financially viable for a property that sits on the edge of the district where redevelopment through construction of tall buildings is taking place to the south and the west, including the 17-storey ANDaZ Hotel within the BMHCD. Application of

¹ This date is based on information from the aerial photograph of 1976 that shows a building on the site and city directory listings that note the site previously occupied by the Ottawa Imperial Cap. Co. as vacant in 1979.

² No photographs of the buildings were located at the City of Ottawa Archives.

the overlay will have no impact on the reuse or preservation of an existing building on the site, which is the stated purpose of the overlay.

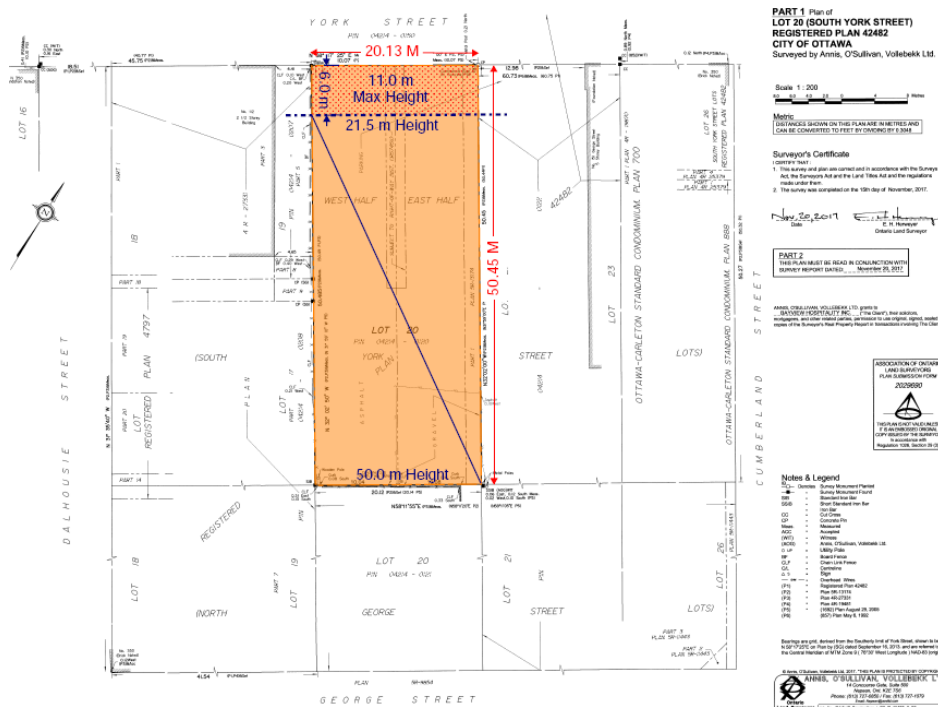


Figure 1: Lot Survey by Annis, O'Sullivan, Vollebek Ltd. 20 November 2017. Reproduced in the *Design Brief*, 6 July 2018.



Figure 2: Development site is a paved parking lot, as shown in this aerial image with the boundaries roughly drawn. The properties to the south (above) the the subject property are outside the BMHCD boundaries. No structures are present on these properties now. Aerial dates from c 2016. Source: Bing.com; annotations by Contentworks.

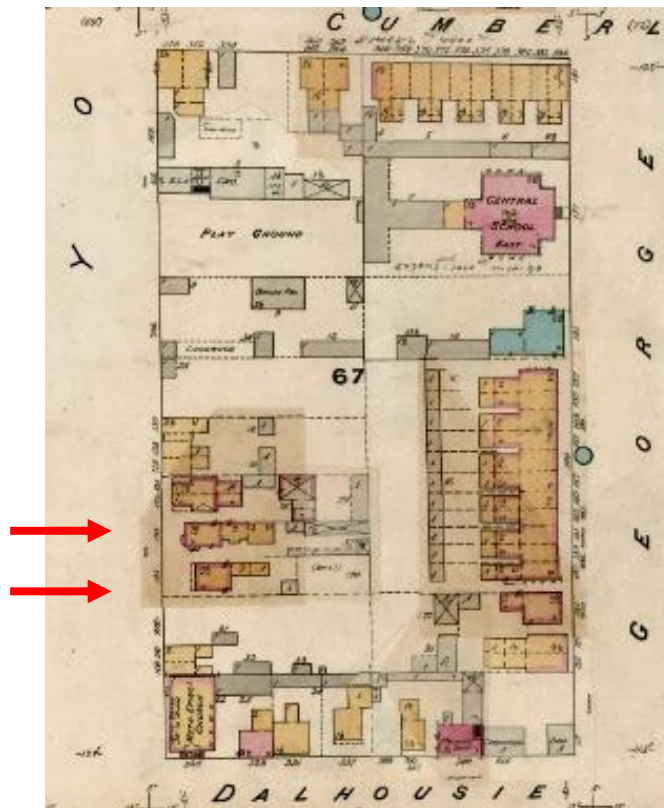


Figure 3: Ottawa Fire Insurance Plan, 1888 to 1901, detail of sheet 18 with arrows pointing to 116 and 120 York Street. Source: City of Ottawa Archives, photo taken by Contentworks.

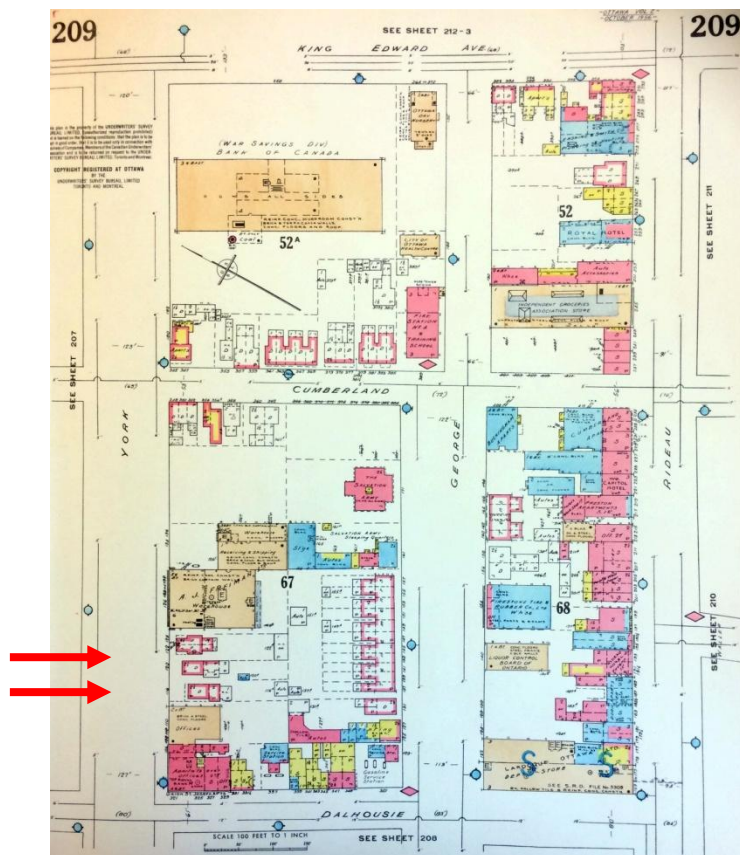


Figure 4: Ottawa Fire Insurance Plan, 1956, Sheet 209 with arrows pointing to 116 and 120 York Street. Source: City of Ottawa Archives, photo taken by Contentworks.

1.4 Concise Description of Context

The property at 116 York Street is located on the east side of the BMHCD on the south side of York Street (Figure 5 and Figure 6) between Dalhousie and Cumberland streets (Figure 7). The boundaries of the district stop midway up the block, just east of the subject property. The Heritage Survey and Evaluation Form for 116 York Street describes this block of York Street as “very uneven.”



Figure 5: Aerial photograph, 1991, with annotations in red. Source: City of Ottawa GeoMap, annotations by Contentworks.



Figure 6: Area map from the City of Ottawa Geomap. Arrow added to show the location of the subject property. Source: City of Ottawa GeoMap, annotation by Contentworks.



Figure 7: Map of the Byward Market Heritage Conservation District. An arrow has been added to show the location of 116 York Street. Source: City of Ottawa, annotations by Contentworks. Legend: Red properties – contain buildings evaluated as Category 1; Blue – Category 2; Green – Category 3; and Buff and White – Category 4 [buildings or lots] The buildings marked with a Yellow dot are noted on the City’s map as “Individually Designated Buildings Part IV of OHA”.

The following buildings are located near 116 York Street within the boundaries of the BMHCD:

South Side of York

- 321-325 Dalhousie Street (on the corner with York), the 19-storey (59.4 m tall) ANdAZ Hotel; built 2014-5
- 110 York Street, adjacent to the subject property, currently used as a bar and night club; built c 1956
- 126 (and 130) York Street, the former warehouse of S.J. Major Wholesale Grocers to the east of the subject property; substantial, 6-storey brick structure currently occupied by multiple commercial tenants; built 1913

North Side of York

- 101 York Street, on the corner of York and Dalhousie (commercial)
- 105-9 York Street (commercial and residential)
- 111 York Street (commercial and residential)
- 113-115 York Street (commercial and residential)
- 119 York Street (commercial and residential)
- 126 York Street (commercial and residential)

The property at 141 George Street, just behind the subject property and outside the BMHCD, is a vacant site used for surface parking.

1.5 Relevant Information from Council Approved Documents

1.5.1 Byward Market Heritage Conservation District Study, 1990

The BMHCD was designated under the *Ontario Heritage Act* in 1991 by the City of Ottawa under By-law #60-91. The BMHCD Study was completed in 1990 by a consortium of consultants: Julian S. Smith, Architect; Marilyn Hart, Planning Consultant; Margaret Carter, Heritage and Historical Research; and Cecelia Payne and Associates, Landscape Architects and Urban Designers.

At the time of the district's designation, the *Ontario Heritage Act* allowed a designation for a heritage conservation district under Part V of the act to proceed through a study only. The BMHCD Study continues to serve as the primary heritage guidance document for heritage planning in the BMHCD.

1.5.1.1 Heritage Values

The Statement of Heritage Value included in the BMHCD Study is attached to this CHIS as Appendix A. The values of the HCD, taken from Heritage Character Statement reasons section, are:

Economically, the market has been the heart of Ottawa's vital commercial activities. Throughout its history it has housed businesses, both large and small, devoted to the wholesale and retail purchase of natural products and trade of manufactured goods and supplies. It has provided the services and sometimes the industrial support to consolidate the markets role as the centre of Ottawa commerce. Through activities based in the market, Ottawa has assumed a metropolitan role for the Ottawa Valley and the Rideau Canal area.

The reference to values including "the wholesale and retail purchase of natural products and trade of manufactured goods and supplies" is relevant to the discussions that follow concerning potential impacts from the proposed development on the S.J. Major warehouse at 126 York Street located directly adjacent to the subject property.

Many changes have occurred within the boundaries of the BMHCD since the study was completed in 1990. The district continues to include many late 19th and early 20th century low-rise buildings. More recent infill has generally followed the historic scale of properties, but one tall building has been added – 19-storey ANdAZ Hotel located at the corner of York and Dalhousie streets, two lots east of the subject property. The ANdAZ Hotel was constructed in 2014-5 to replace a 1960s building that was unique in its 12-storey height and modernist architecture within the BMHCD. Immediately outside the district boundaries, many properties have been redeveloped as tall (9 storeys and higher) condominiums and hotels. The proposed development at 116 York Street will add a second tall building to the BMHCD.

The BMHCD Study recommends the development of empty lots to be "redirected towards low-scale, reasonably dense redevelopment" (section 4.6), and recommends that the height of infill should consider adjacent heritage properties (section 4.3.2). Further, the study states that infill projects be combined with "aggressive streetscape improvements" (section 4.3.3).

1.5.1.2 Directly Affected Cultural Heritage Attributes

1.5.1.2.1 Attributes of the Byward Market Heritage Conservation District

The subject property is located within the BMHCD. The heritage attributes of the district identified in the Heritage Value Statement are:

The market core is characterized by a low profile typical of its nineteenth century origins interspersed and largely respected by succeeding commercial development until the 1970s. Its development is extremely dense, covering full and sometimes multiple lots in many areas. Much of the space has been developed and redeveloped to provide services and support to its vital commerce. Secondary space in this area has traditionally been used for a variety of residential, storage and office facilities. In form, the architecture is diverse and layered, having been renovated, renewed and reformed frequently to adjust to changing commercial needs and priorities.

1.5.1.2.2 Heritage attributes of the subject property and its neighbours

Low profile interspersed with and respected by commercial development until the 1970s: At the time the BMHCD Study was completed, the south side of York Street east of Dalhousie contained two building that were taller than many structures in the study area – the S.J. Major warehouse at 126 York Street (built 1913) and the Union of Canada Buildings (321 Dalhousie). The Study recommended that both buildings and their related streetscapes be included in the boundaries of the BMHCD.

Its development is extremely dense, covering full and sometimes multiple lots in many areas: The development site covers what had been two lots (east and west parts of Lot 20).

Much of the space has been developed and redeveloped to provide services and support to its vital commerce: The S.J. Major warehouse (126 York Street) is directly associated with the Byward Market serving as a regional source of fruits, meats and vegetables. The warehouse served as a distributor for Major's networks of grocery stores. No other buildings on the block are associated with the market function of the district.

Secondary space in this area has traditionally been used for a variety of residential, storage and office facilities: All of the buildings along York Street contribute to the collection of heritage attributes related to secondary spaces.

The architecture is diverse and layered: The properties on the both sides of York Street east of Dalhousie had already been redeveloped at least once prior to the BMHCD study and several types of uses – single-family and multi-family residential, commercial, industrial and warehousing – were present along the street.

1.5.1.2.3 Attributes of the York Street Streetscape

The York Street streetscape east of Dalhousie Street is identified in the BMHCD as being distinctive as the area's only historic public green space. The study recommends (Section 4.3.3.) that redevelopment in the block should reflect the historic character of this space, emphasizing a green, soft character, with canopy trees and grass as the dominant materials." The bump-out of the sidewalk on the northeast corner of Dalhousie and York streets, which appears to date from the mid 1970s, interrupts what had been a generous boulevard shaded by mature trees.³

³ The removal of the bump-out and the restoration of the boulevard along York Street between Dalhousie and Cumberland streets would likely be more consequential to an improvement in the heritage character of the streetscape than the planting of street trees in the sidewalks in front of buildings.

2 Heritage Resource Description and History

2.1 Description of Resources

2.1.1 Subject Property – 116 York Street

The existing property has no built heritage resources rated for the study. The redevelopment of vacant lots using Design Guidelines is encouraged in the BMHCD Study.

2.1.2 South Side of York Street

110 York Street, Former Union St. Joseph Building

The two-storey brick and steel structure at 110 York Street (Figure 8) is adjacent to the subject property. 110 York Street was built by the Union St. Joseph around 1956. According to the evaluation sheet for the BMHCD, the building was constructed to replace a double residence. The extant building's historical significance is due to its "evidence of changing trend of market development land by old residences becomes new office building quarters." It is rated as a category 4 building in the BMHCD.



Figure 8: 110 York Street, built c 1956. Photo taken June 2016. Source: Contentworks.

126 York Street, Former S. J. Major Warehouse and Extensions

The S.J. Major Warehouse (Figure 9) was built in 1913 on the site of a former soap works and a schoolyard. It was designed by C.P. Meredith, Architect.⁴ A set of one-storey additions constructed very soon after the main building was built to address increased demand for the company's products during the First World War when many merchants and build owners in the Byward Market area found themselves busy with war business. The S.J. Major additions at 134 and 136 York Street for shipping and warehousing have been removed.

The company⁵ named after its founder, S. J. Major, was managed by Marie Major, the founder's widow for many years. The family was among the most prominent French-Canadian families in Ottawa. The company was an important grocery distributor that merged with National

⁴ Robert Hill, "Meredith, Colborne Powell," *Dictionary of Architects in Canada*. Online at: <http://dictionaryofarchitectsincanada.org/node/1483>.

⁵ The information about S.J. Major Ltd. was founded in a variety of sources, including the Urbsit blog. See: <https://urbsite.blogspot.com/2018/05/?view=sidebar>. The current owners of the building have published historical information online but it has errors of fact.

Grocers in 1925 under the direction of Ascanio Major, the son of S. J. and Marie Major and the original owner of Stornoway, the residence of the Leader of the Official Opposition. From the 1940s until the late 1970s, the warehouse was used by A.J. Frieman Ltd., a local department store firm that eventually merged with the Hudson's Bay Company.

The architect of the S.J. Major Warehouse, Colborne Powell Meredith, was a well-known Ottawa architect and photographer who designed many buildings either on his own or in partnership with other architects, including Clarence Burritt. He was active from 1898 until c 1936. The building is a five-storey reinforced concrete structure with brick curtain walls and pre-cast imitation stone on its ground floor (Figure 10). The decorative brick façade features metal and concrete decorative elements and tall arched windows. It received a score of 72.05/100 (Category 2) in the BMHCD evaluation. Its historical significance is due to its “unusual design gives building some presence in a very uneven streetscape.”



Figure 9: Former warehouse for S.J. Majors Wholesale Grocer, 120 York Street, built 1913. Photo taken June 2016. Source: Contentworks.



Figure 10: S.J. Major Limited warehouse, 1916, Source: Library Archives Canada, William James Topley, MIKAN 3410945.

2.1.3 North Side of York Street

Several buildings evaluated as Category 1 and Category 2 buildings within the BMHCD are extant across the street from the subject property at addresses 101, 105-7, 109, 111, 113-115, 119, 121 and 125 York Street (Figure 11, Figure 12 and Figure 13). Each of the buildings is a one-or two-storey brick structure built sometime between 1880 and 1920. The set is anchored at its west end by 101 York Street, built in 1898 as a drug store.



Figure 11: North side of York Street, with 101 York Street on the left (west), built 1898. Photo taken in June 2018. Source: Contentworks.



Figure 12: North side of York Street, with 119 York Street on the right (east), built c 1887. Photo taken in June 2018. Source: Contentworks.



Figure 13: North side of York Street, with 127 York Street on the right (east), built in the 1880s. Photo taken in June 2018. Source: Contentworks.

2.1.4 Site and Landscape of 116 York Street

In its current form (surface parking), the development site is a negative attribute in the BMHCD and is contrary to the design guidelines for the district, as per guideline 7 “Parking in rear yards, with access through carriageways or side lanes, is the only surface parking that is appropriate in the district.”

2.2 Site Development History

The section of York Street near the subject property contained a mixed area of residential, commercial and industrial uses in the late 19th and early 20th century, including gas works, a broom factory, a marble works, a soap and candle factory, a carriage works and a coal yard, as well as a number of houses.

The west half and east half of Lot 20 (formerly 116 and 118/120 York Street) were used as residences from the late 19th century until demolitions around 1977. A Fire Insurance Plan dating from 1888 with modifications to 1901 shows that changes were made c 1900 by the construction of brick-clad houses and sheds for John Conway (occupation listed as a Water Inspector in the 1901 census) and John Terrance (a Cattle Dealer in the 1901 census).

Examples of occupants mentioned in the city directories include:

1895- John H. Conway (116) and John Terrance (120)	1915 - Edward Lemieux (116) and John Terrance (120), Boucher, Edward (116)
1900 - John H. Conway (116) and John Terrance (120)	1925- John Papineau (116) and Louis Clyne (120)

During the Second World War, 116 York Street became a workshop and office for the Ottawa Imperial Cap. Co., a firm that made military and police caps. Some of the sheds on the property were removed by 1948, leaving a dwelling on each half of the lot. In the 1975 city directory, 120 York Street is listed as having no resident and both lots are called “vacant” in the 1979 directory.

3 Description of Proposed Development

3.1 Organization and Landscape

The project at 116 York Street proposes the building of an 18-storey (including mechanical penthouse) building to be used as a hotel with three levels of parking underground. The building footprint covers the entire lot (20.13m x 50.45m). The building sits on the front edge of the lot at the sidewalk. Any street trees would need to be located within the sidewalk allowance.

The ground floor of the hotel is divided into three spaces – a driveway used to access the parking garage and reception area of the hotel, a main entrance and a café. The second floor will be used for common guest areas, including meeting rooms and patio area overlooking the street. The remainder of the guest-room floors (floors 4 to 17) and the mechanical penthouse are set back 6 m from the property line.

On the west side, a narrow lot (4.41 m wide) is presented as an open area between the proposed development site and the existing building at 110 York Street. The east side of the site is a surfaced parking area associated with 126 York Street that is 12.98 m wide.

3.2 Architecture and Design

The hotel is designed as a high-rise building in a contemporary style. The tower is horizontally divided into three parts: a two-storey podium; a three-storey brick façade; and the main tower portion (6th to 17th floors and mechanical penthouse). Architectural ornamentation using glass, stone, metal and brick is concentrated on the podium and brick façade.

The podium level (Figure 14) is asymmetrical in its organization. The design avoids a monumental appearance in favour of a more intimate scale. The massing of the façade is broken up by a horizontal, natural stone band that starts at the top of the 2nd storey above the garage and main entrance of the hotel and steps down to the height of the café. The band with a narrow brick reveal provides a surface for signage and helps distinguish the café and hotel entrances. The entrance to the driveway is further articulated by a prefab frame with a smooth texture that imitates masonry.

The façade is broken into three parts: a driveway, an entrance into the hotel area, and a café. The driveway serves as an entrance for vehicles accessing the underground garage and the hotel lobby. The driveway will be well-lit and welcoming. It takes up about a third of the width of the façade. An open, but sheltered walkway accessed through doors on the street, leads pedestrians to the main lobby. The western portion of the ground floor is devoted to a café with glass curtain walls and to doors accessing two emergency exits.

The podium's design on the ground floor places emphasis on a mix of masonry materials – brownish brick, stone tile, smooth-faced stone and rough-faced stone. The east wall of the driveway will be faced in stone tile that will add texture and visual interest to the design, while also providing a clue to pedestrians that vehicles may be approaching.

The second storey of the podium includes recessed portions that allow for a greened balcony and an outdoor patio. This treatment of the second story is intended enliven the street and creates a focus for the building that is independent of the tower portion.

The brown-brick facing of the three lower floors of the tower serves to relate the hotel to the Major warehouse on the east. The brick facing wraps around the first bay on the east and west sides of the building and continues in a rectilinear pattern along both sides and the back of the building. The colour of the brick and its use up to the top of the 5th floor of the hotel serves to create a visual connection between the Major warehouse and the new building which will also serve as a means to create a relationship with any building that might be built on the lot between the warehouse and the hotel.

The massing of the upper storeys (6th to 17th floors) (Figure 15) is lightened by five architectural devices: 1) a setback of about 4 m of the eastern most bay of windows, 2) corner windows articulating one of the middle bays, 3) a wide prefab panel column extending the full height of the building that also provides the facing to hide the mechanical penthouse floor, 4) a narrower column faced with prefab concrete that extends up to the 17th floor, and 5) variation in the width of spandrels for the eastern-most bay and the rest of the tower.

The windows are composed of lightly tinted vision glass. The spandrels are composed of spandrel glass.

The sides of each of the upper storeys feature angled and recessed window bays in anticipation of possible developments on either side of the building. The angled windows will allow some natural light into the guest rooms even if tall buildings are constructed on either side and at the back.

The hotel will be 59.6 m tall, less than a metre taller than the ANDaZ Hotel at the corner (Figure 16 and Figure 17).

Because the building's footprints comes up to the property line, no plantings are planned at street level.



Figure 14: Presentation drawing of the front elevation of the proposed development. Source: *Design Brief*, 6 July 2018, 6 July 2018.



Figure 15: Elevation drawings for the front (York Street) and northeast side elevations. Source: *Design Brief*, 6 July 2018, 6 July 2018.



Figure 16: Direct front view looking towards the proposed development (arrow) showing the relative heights of neighbouring buildings. Source: *Design Brief*, 6 July 2018. Annotation by Contentworks.



Figure 17: Street view looking towards the proposed development (arrow) from the corner of York and Dalhousie streets. Source: *Design Brief*, 6 July 2018. Annotation by Contentworks.

3.3 Signs

The hotel will have a large lighted sign running across the band above the second storey, a sign at the top of the building, and metal and lighted signs at points at the ground floor and just above (Figure 14).

3.4 Parking and Circulation

The project will provide 63 underground parking spaces on three levels accessed from the driveway on York Street through the east side of the building (Figure 18 and Figure 19). The driveway will include both a pull-through lane to the parking garage and a drop-off area for hotel guests.

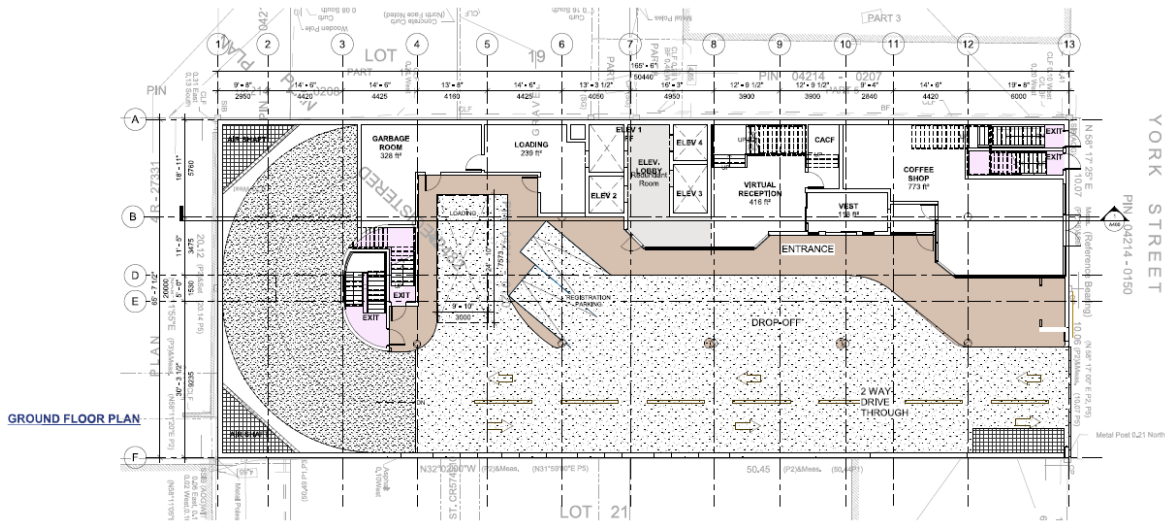


Figure 18: Above 116 York Street, Ground Floor Plan, as reproduced in the Design Brief, 6 July 2018;

Figure 19: Right Concept design for the driveway entrance as reproduced in the Design Brief, 6 July 2018



4 Impact of Proposed Development

4.1 General impacts

The BMHCD study includes a Heritage Character Statement (Appendix A), Building Improvement and Design Guideline (relevant guidelines included in Appendix B) and recommendations interspersed in the study text as listed in the table below.”

Attribute or Recommendation from the BMHCD Study	Comment
The market core is characterized by a low profile typical of its nineteenth century origins interspersed and largely respected by succeeding commercial development until the 1970s. Its development is extremely dense, covering full and sometimes multiple lots in many areas. Much of the space has been developed and redeveloped to provide services and support to its vital commerce. Secondary space in this area has traditionally been used for a variety of residential, storage and office facilities. In form, the architecture is diverse and layered, having been renovated, renewed and reformed frequently to adjust to changing commercial needs and priorities.	The proposed development adds another layer that addresses changing commercial needs and priorities, but it is also taller than the changes contemplated in the study.
Unity of style is not an objective.	The proposed development is distinct from the existing buildings along the streetscape and on nearby streets within and adjacent to the BMHCD.
New work in an area like this must respect the existing scale, material and form of the district. However, it should be of its own time, designed in a contemporary vernacular consistent with the traditions of the area.	The proposed building is a contemporary structure that establishes a relationship to the neighbouring heritage building (the S.J. Major Warehouse) in its use a masonry cladding for the podium and the height of a virtual cornice, brickwork and window pattern used in the design of the facades of the 3 rd to 5 th floors.
Infill in commercial areas must respect the scale and character of existing heritage properties and streetscapes.	The proposed development is outside the “commercial areas” of the BMHCD. The existing buildings along the street vary in scale, character and height from 2 to 18 storeys.
The traditional pattern on commercial facades in the market area is grade level	The proposed building includes grade-level commercial space, signage at the cornice line and

commercial or retail, with signage and cornice lines providing a visual separation from commercial or residential occupancies above. The different levels are also distinguished by larger window areas at grade and smaller windows, often with decorative surrounds, on the upper floors. Such patterns should be respected. The creation of split-level “ground floors” or new mezzanine levels should be discouraged.	visual separation of the semi-public areas (hotel lobby, café, meeting rooms and patio) from the guest rooms with the setback of 6 m and the change in materials and designs of the façade.
The horizontal scale of development is important. Traditional store widths of about thirty feet ensured continuous sidewalk activity. Enclosed malls or lobbies are inappropriate, where they create widely spaced entry and exit points.	The café is about 10 m (30 ft) wide. The building does not include a mall, and pedestrians will feel comfortable walking by the garage entrance since it is wide, brightly lit and follows the grade of the street.
In designing new infill, the historic pattern of the buildings previously on the site and of adjacent properties should be considered and reflected in the new work.	The site has been vacant for almost 40 years so there is not historic pattern to follow. The properties on the west side do not follow historic patterns, and the property on the east side is also vacant.
Mid-nineteenth building setbacks and heights should respect adjacent heritage properties and the streetscape.	An early 20 th century building, the S.J. Major warehouse at 126 York Street, is set flush with the sidewalk, as are the two buildings to the west of the proposed development.
Wide access ramps should not be used for any kind of parking as they disrupt the continuity of the street edge.	The proposed development includes a relatively narrow entrance drive that follows the grade of the street; it is not ramped.
Distinctive features and good examples of design and craftsmanship should be retained.	The design for the podium and transition storeys includes a mix of masonry materials – stone and brick – that reflect the design and craftsmanship of buildings in the BMHCD.
The development of empty lots is to be redirected towards low-scale, reasonably dense redevelopment” (section 4.6).	While low-scale development might be desirable, it is unlikely to be achievable in this part of the BMHCD where properties are affected by tall and large-scale developments outside the district and even within it, as per the example of the ANDaZ Hotel located two lots to the west of the proposed development.
The height of infill should consider adjacent heritage properties (section	The proposed development is the same height at the ANDaZ Hotel located two lots to the west. While it is much taller than the S.J. Major

4.3.2)	warehouse to the east, the treatment of the lower levels, the use of a setback and the application of brick cladding will create a visual connection between the two buildings that will be appreciated at the pedestrian level.
Infill projects should be combined with “aggressive streetscape improvements” (section 4.3.3).	The development is set flush with the street but it provides for a second-storey patio and a small edge of greenery above the driveway.

4.2 Positive heritage impacts

4.2.1 Relationship to the S.J. Major Warehouse at 126 York Street

The proposed development involves the replacement of a vacant lot by a hotel development. The design of the hotel aims to establish a logic for development that might occur between the subject property and the former Major warehouse. It provides a reference for the continuation of the cornice line, brick and stone masonry, and window patterns of the warehouse without trying to replicate ornamentation.

The addition of a hotel with a café, brightly lit driveway and second-floor patio area will enliven a block that is currently severe in appearance and character.

4.2.2 Respecting the Pedestrian-Oriented Environment of the Area

The proposed development has found an elegant solution for addressing the requirement for the setback in a way that will also enliven the street and create a more interesting façade for the building at the pedestrian level.

4.3 Adverse heritage impacts

The adverse heritage impacts include adding a high-rise building to the BMHCD when the study recommends low-rise options to retain the heritage value of the whole district and the value of individual buildings of small scale, such as the houses across York Street from the proposed development. The proposed development is tall (18 storeys) with no setback at the ground level.

If further developments are approved for the lots on either side of the subject property, there is potential to create a wall effect that is contrary to the intentions of the BMHCD Study. On its own, however, the impact of the subject development is of less concern.

The proposed building with its multiple recesses for the window bays of the guest room floors is a less than optimal design solution, but this measure is required to contend with the possible redevelopment of lots on either side. The recessed window bays are the only reasonable solution to allow some natural light to infiltrate the guest rooms.

The footprint of the proposed development covers the entire site, with no allowance for street trees.

As per the BMHCD study (B.4), “In order to maintain the history of the area, the preservation of very modest buildings is just as essential as the preservation of more monumental structures.” The shadow studies (Figure 20) conducted for the study show that the set of

smaller Victorian buildings on the north side of York Street will be falling under even more shadow than at present.

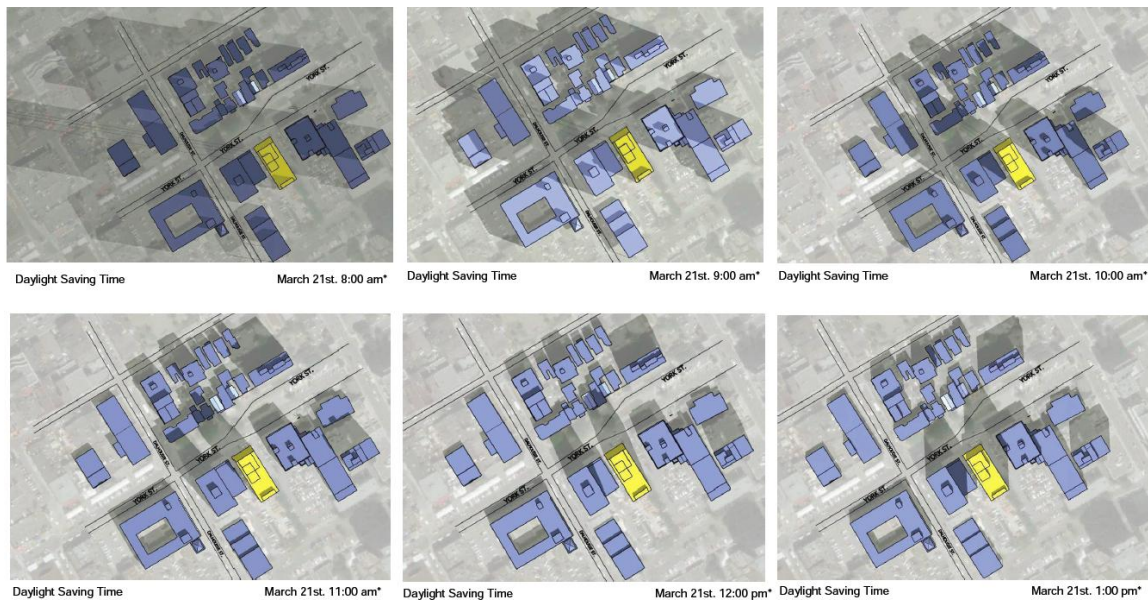


Figure 20: Morning, DST, shadow study, *Design Brief*, 6 July 2018

5 Alternatives and Mitigation Strategies

5.1 Alternatives

The design of the hotel changed in response to comments from City planners and the Urban Design Review Panel. Changes included reducing the height of the building from 20 to 17 storeys, stronger emphasis on the second-storey patio, using brick and stone detailing and cladding to reference materials that are traditionally found in the BMHCD, and creating a visual relationship between the new building and the Major warehouse through the application of brick cladding and ornamentation on the sides of the new building.

5.2 Mitigation

No mitigation measures are proposed for the overall design, other than pulling back the building from the property line to support the planting of street trees along the sidewalk without interfering with pedestrian movement and traffic safety.

The most effective mitigation measure to improve the York Street streetscape would require municipal intervention to reinstate a treed boulevard and wider sidewalks to improve the pedestrian realm and create a better visual buffer between the development and the former residences (now mostly converted into commercial spaces) on the north side of the street.

6 Conclusion

Using the BMHCD study as the primary reference for guidelines for infill properties, and considering the intended function of the proposed development, the consultant believes that the proposed development is consistent with all guidelines except those related to the height of the building and its impact on smaller buildings across the street. Pedestrians will benefit from the setback of the main tower allowing for a patio area and greening of a balcony on the 2nd floor of the development. The use of an at-grade driveway is also of benefit to pedestrians because it increases the visibility of cars entering and exiting the garage and drop-off area. The potential exists to mitigate the impact on the small buildings on the opposite side of York Street by improving the entire streetscape through the restoration of the boulevard as a municipal project.

7 Personnel

This CHIS was completed by Julie Harris, President, Contentworks Inc. Mr. Harris is a Professional Member of the Canadian Association of Heritage Professionals with over 30 years of experience in heritage evaluation and historical research. She has been qualified as a witness in the field of heritage evaluation for the purposes of an OMB; served as a provincial appointee to the Conservation Review Board of Ontario; and conducted architectural histories for hundreds of buildings and landscapes for various government clients in Ontario and other parts of Canada.

Appendix A: Heritage Character Statement for the Byward Market Heritage Conservation District

This area contains the commercial heart of Ottawa's market, established when the city's market facilities were reoriented in the mid 1860s. Its major foci are the commercial streets of Byward/William and York, which formed a cross on the axis created by the two market buildings and their associated hay and wood markets.

Some of the buildings in this area pre-date the formation of this market, stemming from the establishment and growth of one of Ottawa's two founding districts, Lower Town (1830-1850). Converted from residential to commercial use when the market was created, they combine with the wide variety of commercial forms constructed since that time to make up the many faces of the area.

Reasons for Designation

Economically, the market has been the heart of Ottawa's vital commercial activities. Throughout its history it has housed businesses, both large and small, devoted to the wholesale and retail purchase of natural products and trade of manufactured goods and supplies. It has provided the services and sometimes the industrial support to consolidate the market's role as the centre of Ottawa commerce. Through activities based in the market, Ottawa has assumed a metropolitan role for the Ottawa Valley and the Rideau Canal area.

Character Defining Elements

The market core is characterized by a low profile typical of its nineteenth century origins interspersed and largely respected by succeeding commercial development until the 1970s. Its development is extremely dense, covering full and sometimes multiple lots in many areas. Much of the space has been developed and redeveloped to provide services and support to its vital commerce. Secondary space in this area has traditionally been used for a variety of residential, storage and office facilities. In form, the architecture is diverse and layered, having been renovated, renewed and reformed frequently to adjust to changing commercial needs and priorities.

Appendix B: Building Improvement and Design Guidelines

(Selected Guidelines) for the Byward Market Heritage Conservation District

Note: The following guidelines are part of Appendix B in the Byward Market Heritage Conservation District Study, 1990. This selection from the full set of guidelines applies to new construction. The guidelines for new construction are intended to encourage compatible new development that enhances the overall character of the district.

2.0 General Principles

3. Because of the amount of demolition that has occurred, particularly in the last twenty years, the traditional quality of some of the streetscapes is now seriously threatened for the first time. The preservation of the heritage buildings that do survive is a priority.
4. The commercial, mixed-use and residential architecture is vernacular in quality. There are relatively few high-style buildings. In order to maintain the history of the area, the preservation of very modest buildings is just as essential as the preservation of more monumental structures.
5. Because of the evolution of the area, which has resulted in the reworking of many of the properties over time, unity of style is not an objective. It would be historically incorrect, and destructive of genuine historic fabric.
6. New work in an area like this must respect the existing scale, material and form of the district. However, it should be of its own time, designed in a contemporary vernacular consistent with the traditions of the area.

3.0 Specific Guidelines

3.4 Infill: Commercial and Mixed Use

Comments:

Infill includes both additions to existing properties and new developments on vacant lots. The Market area has been undergoing a continuous process of infill for a hundred and fifty years.

Recommendations:

1. Infill in commercial areas must respect the scale and character of existing heritage properties and streetscapes.
2. The traditional pattern on commercial facades in the market area is grade level commercial or retail, with signage and cornice lines providing a visual separation from commercial or residential occupancies above. The different levels are also distinguished by larger window areas at grade and smaller windows, often with decorative surrounds, on the upper floors. Such patterns should be respected. The creation of split-level “ground floors” or new mezzanine levels should be discouraged.
3. The horizontal scale of development is important. Traditional store widths of about thirty feet ensured continuous sidewalk activity. Enclosed malls or lobbies are inappropriate, where they create widely spaced entry and exit points.
4. Mid-nineteenth century storefronts had substantial columns at regular intervals, with fairly confined window openings. By the late nineteenth century, cast iron columns and beams, and larger glass sizes, allowed more openness. Structural systems by the mid-twentieth century allowed continuous walls of glass. In designing new infill, the historic pattern of the buildings

previously on the site and of adjacent properties should be considered and reflected in the new work.

5. Mid-nineteenth Building setbacks and heights should respect adjacent heritage properties and the streetscape. Road widening allowances should not be considered within the district.

6. Carriageways and rear courtyards should be maintained where possible. Mid-block pedestrian links are one way of enhancing the commercial viability of these areas. In general, the pattern of high density development at the street edge should be respected.

7. Parking in rear yards, with access through carriageways or side lanes, is the only surface parking that is appropriate in the district. Wide access ramps should not be used for any kind of parking as they disrupt the continuity of the street edge.

8. Distinctive features and good examples of design and craftsmanship should be retained. The contribution of all periods to the history of the property should be respected