

**Report to/Rapport au :**

**Built Heritage Sub-Committee  
Sous-comité du patrimoine bâti**

**and/et**

**Planning Committee  
Comité de l'urbanisme**

**and Council / et au Conseil**

**July 3, 2013**

**3 juillet 2013**

**Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice  
municipale adjointe, Planning and Infrastructure/Urbanisme et Infrastructure**

Contact Person / Personne ressource: John Smit, Manager/Gestionnaire, Development  
Review-Urban Services/Examen des projets d'aménagement-Services urbains,  
Planning and Growth Management/Urbanisme et Gestion de la croissance  
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RIDEAU-VANIER (12)

Ref N°: ACS2012-PAI-PGM-0145

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**SUBJECT: APPLICATION TO DEMOLISH A DESIGNATED BUILDING AND  
APPLICATION FOR NEW CONSTRUCTION AT 325 DALHOUSIE  
STREET, A PROPERTY LOCATED IN THE BYWARD MARKET  
HERITAGE CONSERVATION DISTRICT AND DESIGNATED UNDER  
PART V OF THE *ONTARIO HERITAGE ACT***

**OBJET : DEMANDE DE DÉMOLITION D'UN ÉDIFICE DÉSIGNÉ ET DEMANDE  
DE NOUVELLE CONSTRUCTION AU 325, RUE DALHOUSIE,  
PROPRIÉTÉ SITUÉE DANS LE DISTRICT DE CONSERVATION DU  
PATRIMOINE DU MARCHÉ BY ET DÉSIGNÉE EN VERTU DE LA  
PARTIE V DE LA *LOI SUR LE PATRIMOINE DE L'ONTARIO***

**REPORT RECOMMENDATIONS**

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

- 1. Approve the application to demolish 325 Dalhousie Street;**

2. Approve the application for new construction at 325 Dalhousie Street in accordance with the final plans by Neuf Architects, outlined in this report and received on June 17, 2013;
3. Delegate authority for minor design changes to the General Manager, Planning and Growth Management Department;
4. Issue the heritage permit with a two-year expiry date from the date of issuance; and
5. Direct Planning and Growth Management staff to include the installation of an interpretive panel as a condition of site plan approval.

(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on September 11, 2013.)

(Note: Approval to alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)

#### RECOMMANDATIONS DU RAPPORT

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

1. D'approuver la demande de démolition du 325, rue Dalhousie;
2. D'approuver la demande de nouvelle construction au 325, rue Dalhousie, conformément aux plans finaux de Neuf Architects présentés dans le présent rapport et reçus le 17 juin 2013;
3. De déléguer au directeur général d'Urbanisme et Gestion de la croissance le pouvoir d'effectuer des modifications conceptuelles mineures;
4. De délivrer le permis pour biens patrimoniaux assorti d'une validité de deux ans, à partir de la date de délivrance; et
5. De charger le personnel d'Urbanisme et Gestion de la croissance d'inclure l'installation d'un panneau interprétatif en tant que condition à l'approbation du plan d'implantation.

(Nota : Le délai réglementaire de 90 jours d'examen de cette demande, exigé en vertu de la *Loi sur le patrimoine de l'Ontario*, prendra fin le 11 septembre 2013.)

(Nota : L'approbation de la demande de modification aux termes de la *Loi sur le patrimoine de l'Ontario* ne signifie pas pour autant qu'elle satisfait aux conditions de délivrance d'un permis de construire

## BACKGROUND

This report was prepared because an application has been submitted to demolish 325 Dalhousie Street (see Location Map, Document 1), located in the Byward Market Heritage Conservation District (HCD) at the corner of Dalhousie and York Streets, and replace it with a hotel. The hotel would be part of a proposed complex including a condominium tower on George Street outside of the HCD (for current conditions and bird's eye view, see Document 2).

According to the *Ontario Heritage Act* (OHA), the permission of City Council is required before a building designated under the OHA can be demolished and before new construction in a heritage conservation district can proceed. City Council approved a rezoning for the site under the *Planning Act* which is currently under appeal. Site Plan approval will also be required prior to the issuance of a building permit.

The Union du Canada building was classified as a Category 4 building as part of the Byward Market heritage conservation district study. Category 4 is the lowest category and includes buildings which are of negligible or no heritage value but located in a heritage conservation district. The Architecture Section of the Heritage Survey and Evaluation Form for the building described it as eclectic contemporary. The Environment Section describes it as "completely out of context in terms of scale, design, materials, detailing" and as a landmark "only because of its size." The summary states that it is "out of scale and out of character."

All of the buildings on the east side of Dalhousie Street between George and York Streets are Category 4 buildings. In addition, 325 Dalhousie Street faces a hotel that is also a Category 4 building, meaning that both sides of the entire block between George and York Streets, feature only Category 4 buildings, with little remaining historic fabric (HCD Map, Document 3).

## DISCUSSION

The City received an application to alter the existing building at 325 Dalhousie Street in December 2012 in order to convert it into a hotel. That application involved removing the exterior cladding of the building, re-cladding it with contemporary materials, and adding four storeys in height. City Council subsequently approved the application on April 24, 2013 and a heritage permit application. The approvals were based on three principles: that the existing building had little heritage significance; that the proposed interventions would improve the experience of the street as part of the heritage conservation district in this location; and that the changes to the building would not affect the character-defining core of the Byward Market Heritage Conservation District. In addition, City Council approved the rezoning of the property. The rezoning was subsequently appealed to the Ontario Municipal Board (OMB), primarily because the appellants objected to the height of the building within the context of the heritage conservation district.

The current project is a response to the community concern over the height of the proposed hotel. The project architect analysed the programming requirements and existing heights of the building, and concluded that, because the floor-to-ceiling heights required for an office building are higher than those required for a hotel, the height of the proposed building could be reduced and the needs of its clients met, if an entirely new building were to be constructed.

The heights of the current building, the building that was approved earlier in 2013 and the proposed building are included below. It shows that the new height of the structure is 11.6 metres lower to the parapet and 14.6 metres lower to the top of the mechanical. It should be noted that the mechanical penthouse is located on the back, to the east of the hotel rooftop, and covers only part of the roof, to reduce its visual impact.

	Height to parapet (m)	Height to top of mechanical penthouse (m)
Current building	42.1	45.8
Approved 2013	59	67
Proposed	47.4	52.4

The proposed building will be similar in design to the previously-approved structure, featuring a strong horizontal band at the second floor, a gridded fenestration pattern, contrasting materials, and a two-storey glazed penthouse set back from the cornice. At grade, it will feature a central entrance opening into the restaurant and reception area. A four-storey extension will extend south over an existing interior courtyard (see Site Plan, Document 4). This wing will be open at grade to the interior courtyard and its loading space with three storeys above that will contain conference space and hotel rooms. Overall, the building is very similar to the previously-approved structure (see Document 5).

#### Cultural Heritage Impact Statement

Bray Heritage was retained by the applicant to write a Cultural Heritage Impact Statement (CHIS) dealing with the redesign of 325 Dalhousie Street and the proposed condominium tower proposed to be located on George Street outside of the HCD boundary. The CHIS was considered when evaluating the initial project, and an addendum was prepared for this project. The original CHIS concluded that the primary heritage value of the District is centred on the Market Building and the streets around it. In this context, redevelopment involving rehabilitation of an existing but visually incompatible building has no impact on the district's core heritage values.

The addendum analyzes the proposed building, including the four-storey wing to the south, concluding:

The proposed demolition and new construction replaces an existing building with one that is very similar in design and massing, instead of the taller building that would have resulted from the previous proposal to renovate and expand the existing building. The new construction and the small amount of additional height

proposed will not create a negative impact on the heritage character of the Byward Market HCD.

The CHIS also recommends the full photographic recording of the building, the salvage and reuse of selected windows and the cantilevered staircase, the archiving of the architectural plans and that consideration be given to adopting the fenestration pattern to the new building (see Document 6).

## Conclusion

Staff has no objection to this proposal for reasons similar to those set in support of the previously-approved version of the structure. While it involves the demolition of a building, the current structure is assigned little heritage value in the Byward Market Heritage District Study. The new building, although it continues to be anomalous in height, brings the building's ground floor into closer conformity with the district guidelines. The proposal's contemporary design will add another layer to the history of the area. In addition, the quality of the streetscape of this block of Dalhousie Street will be improved and animated. Finally, the proposed changes will have a minimal impact on the historic core of the district described in the Heritage Conservation District Study as the commercial streets of Byward, William and York and located three blocks to the west of the subject property.

Staff recommends that an interpretive panel, describing the history of the Union du Canada from its origins as a Roman Catholic mutual-aid society for Ottawa's Francophone population, be installed in a prominent place in the hotel lobby because of the site's long association with that organization. The installation of the panel will be included as a condition of Site Plan approval.

## RURAL IMPLICATIONS

There are no rural implications associated with this file.

## CONSULTATION

Adjacent property owners as well as the local community association were notified electronically and by letter of the date of the Built Heritage Sub-Committee and Planning Committee and were provided with comment sheets to be returned to Built Heritage Sub-Committee. This is in accordance with the municipal public participation policy regarding applications related to heritage buildings.

Heritage Ottawa was notified of this application.

The Lowertown Community Association was notified of this application.

COMMENTS BY THE WARD COUNCILLORS

Councillors Hume and Harder are aware of this application. Ward Councillor Mathieu Fleury advised that he has a conflict of interest on this project.

LEGAL IMPLICATIONS

There is no legal implication associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications association with the recommendation in this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this file.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications.

TECHNOLOGY IMPLICATIONS

Information Technology approved this report without comment.

TERM OF COUNCIL PRIORITIES

C3 - Provide a compelling vibrant destination.

APPLICATION PROCESS TIMELINE STATUS

This application was processed within the 90-day time period prescribed by the *Ontario Heritage Act*. The 90-day time period will expire on September 11, 2013.

### SUPPORTING DOCUMENTATION

- Document 1 Location Map
- Document 2 Current Conditions
- Document 3 Heritage Conservation District Map
- Document 4 Site Plan
- Document 5 Proposed Building
- Document 6 Cultural Heritage Impact Statement

### DISPOSITION

City Clerk and Solicitor Department, Legislative Services, to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3<sup>rd</sup> Floor, Toronto, Ontario, M5C 1J3) of Council's decision.


**LOCATION MAP**

**DOCUMENT 1**



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All rights reserved. Map not to be produced without permission  
THIS IS NOT A PLAN OF SURVEY

 Produced by Infrastructure Services and Community Sustainability Produit par le Services d'infrastructure et Viabilité des collectivités	
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I:\CO\ 2013 \Heritage \Dalhousie	
2013 / 03 / 01	
REVISION DATE DE RÉVISION	


<b>Location Map / Plan de révision</b> <b>Heritage / Patrimoine</b> <b>321 DALHOUSIE STREET</b>

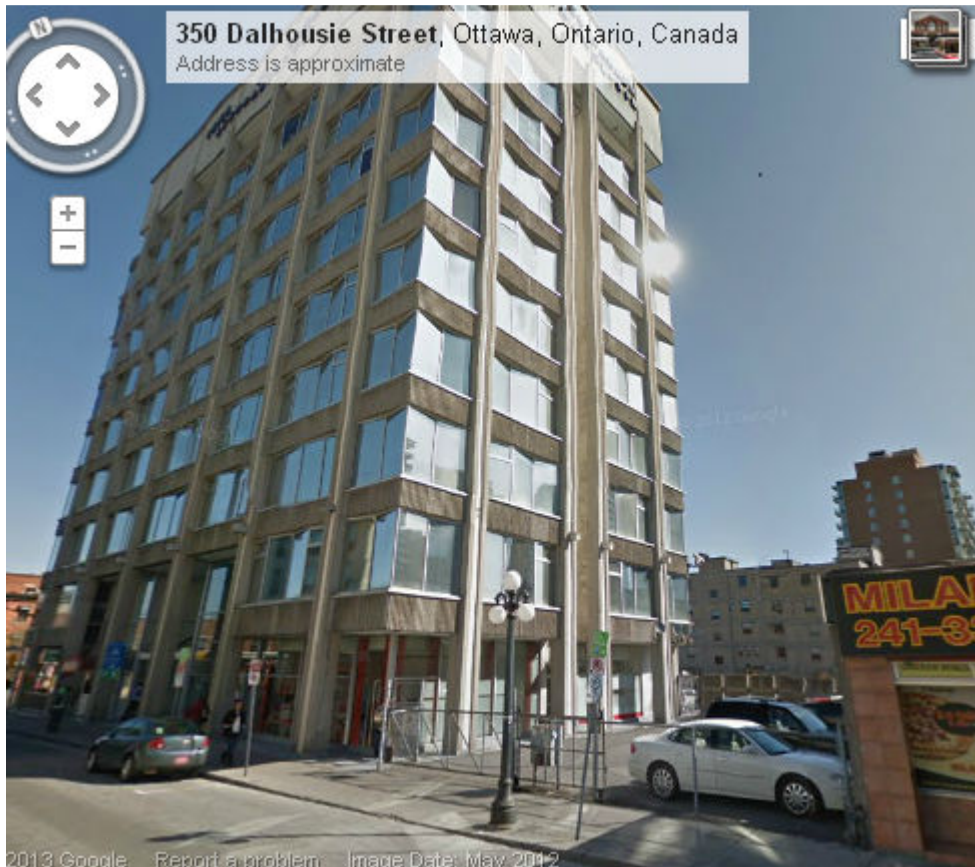
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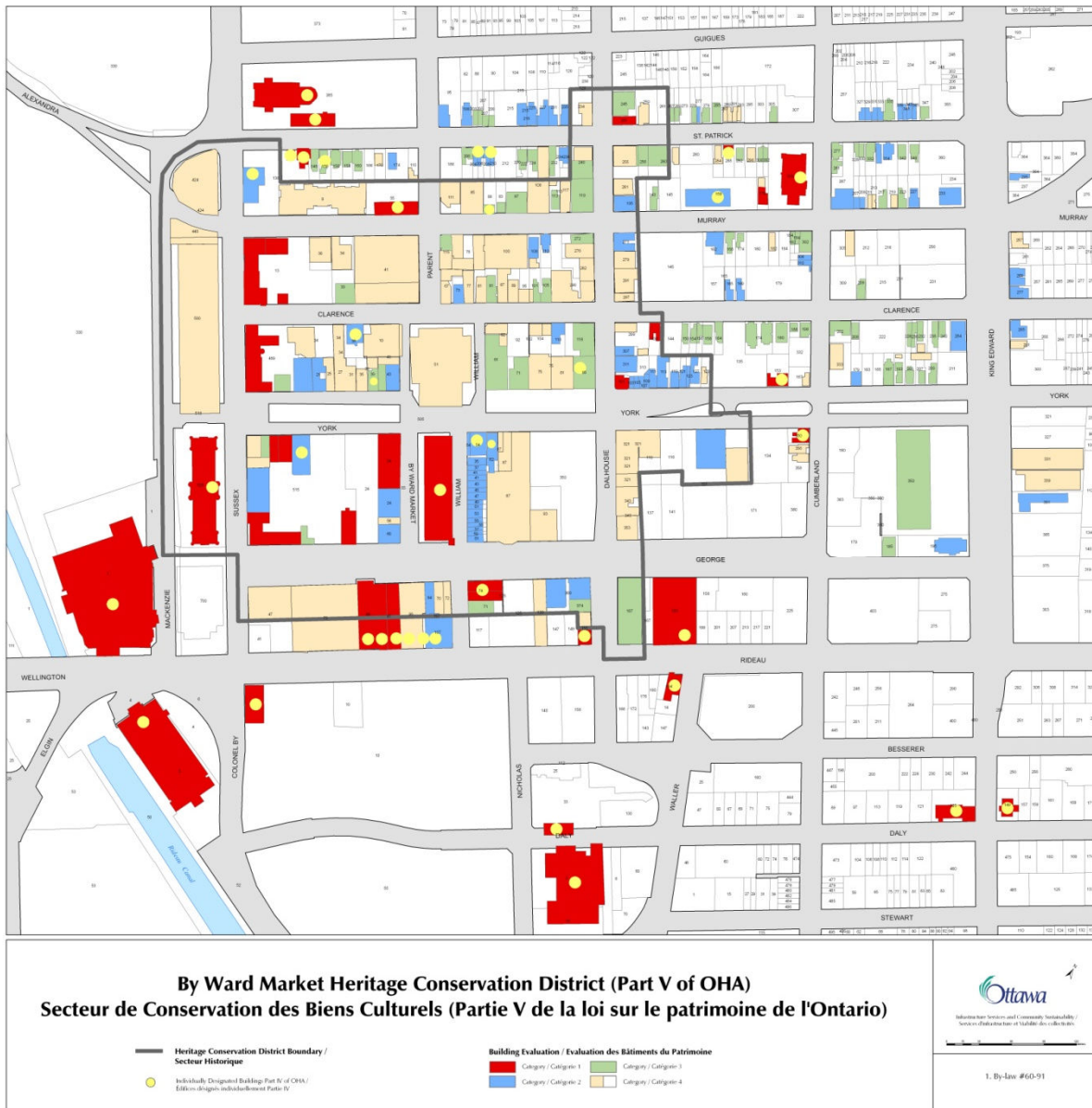


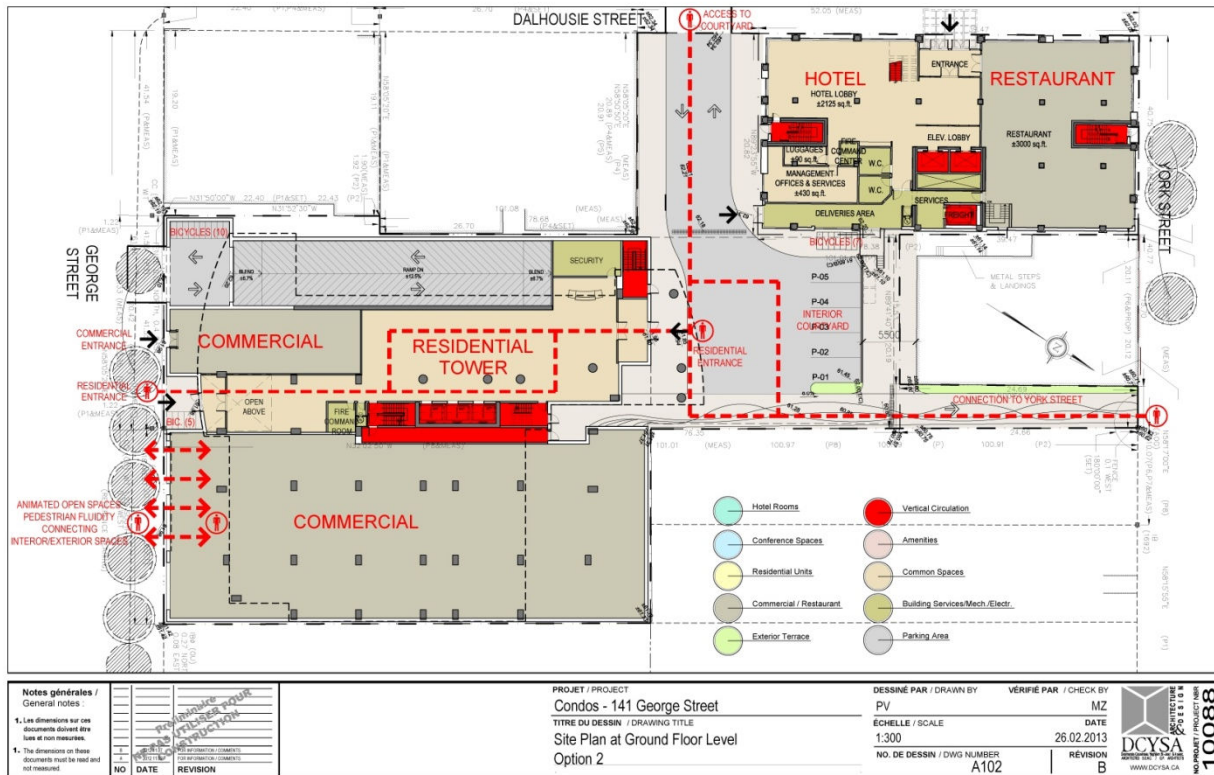
**CURRENT CONDITIONS**

DOCUMENT 2

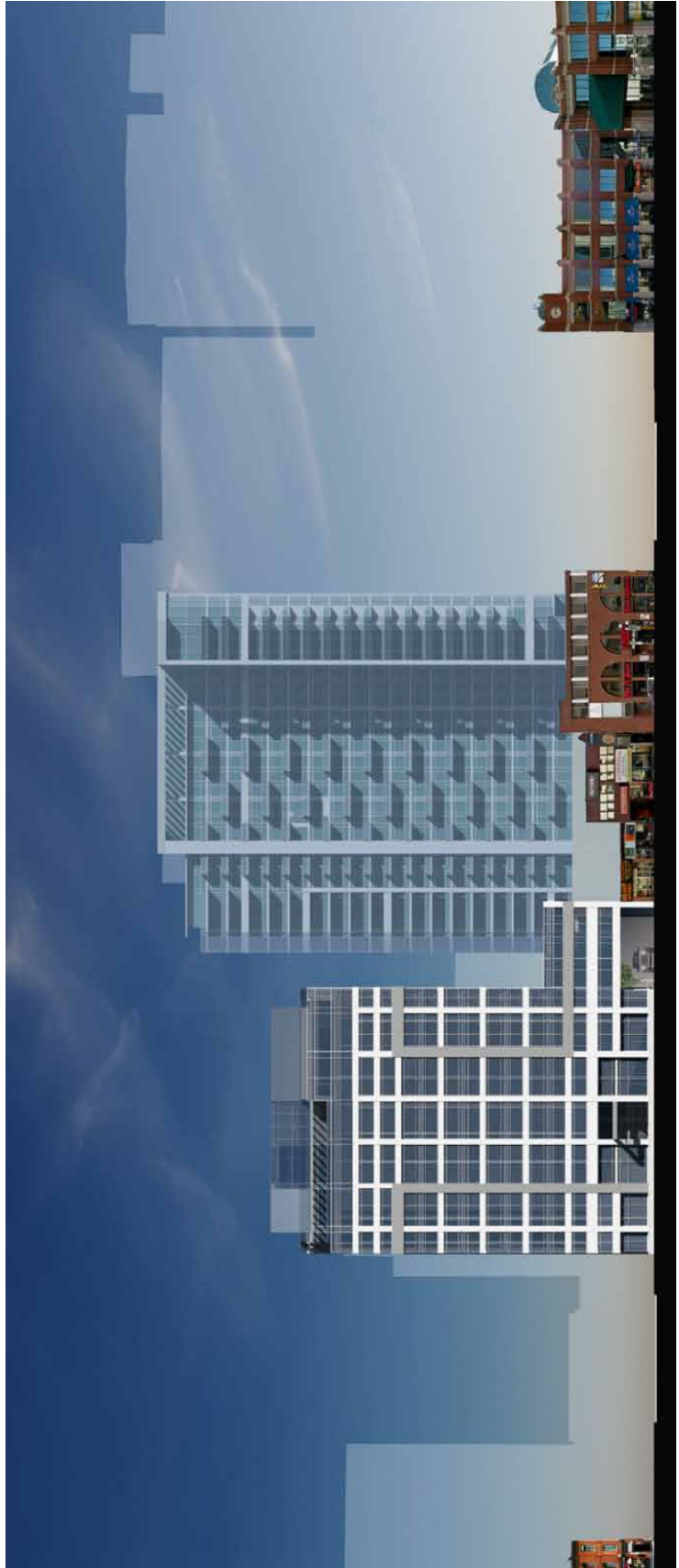












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# **Memo**

**To:** Sally Coutts, Heritage Planner, City of Ottawa  
**From:** Carl Bray, Bray Heritage  
**Date:** Wednesday, June 19, 2013  
**RE:** 321 Dalhousie Street: proposed demolition

Dear Sally,

This is in response to the proposal by my client, Claridge Properties, to change their development approach for this property from rehabilitation and expansion to demolition and new construction. From reviewing drawings prepared on June 18, 2013 by Neuf Architects, my understanding is that the revised development application results in a new building that closely matches the envelope of the existing commercial structure. The following memo is an addendum to my Cultural Heritage Impact Statement (CHIS), submitted in December, 2012 with the original planning application, and outlines my reasons for supporting this approach.

### *Heritage policy*

As noted in my CHIS, the subject property is located within the Byward Market Heritage Conservation District (HCD). Within the HCD Study for the District, the inventory and evaluation of the subject property assesses the existing structure as having no heritage value. It was not even rated 4, the lowest category, and was described as being “completely out of context in terms of scale, design, materials, detailing”, a “landmark only because of its size” and, in conclusion, “out of scale and out of character” with the rest of the District. The conclusions from my CHIS echoed this assessment, although I pointed out as interesting features the unique window configuration and the cantilevered interior stairs, visible from the street through the glazed wall of the main lobby (Section 3.3).

### *Revised design*

The revised design shows a 15 storey hotel building that is similar in massing the existing former office building. The new building is similar in its exterior treatment to the design proposed for the renovation of the former office building, with the difference being the lower floor-to-floor heights made possible by the new construction. The cross section shows these new floor heights: it also shows a higher ground floor height (lobby and restaurant) and a two storey mechanical penthouse set back atop the new hotel structure. Also shown is a four storey south extension of the ground floor lobby and first three hotel floors, extending over the vehicular entrance to the interior courtyard. Atop this extension is shown a landscaped outdoor space.

### *Heritage impact*

The proposed demolition and new construction replaces the existing building with one that has a similar massing (slightly higher). The rooftop mechanical penthouse is well set back from the Dalhousie Street frontage and is screened by a parapet. Because of this setback, it is doubtful that the mechanical penthouse will be visible from within the Byward Market HCD, and thus there would be no significant change in the view of the property from that currently existing.

The proposed extension of the lower floors southwards along Dalhousie will improve an existing condition whereby a surface parking lot interrupts the street wall created by the existing building and the other commercial buildings along Dalhousie between York and George Streets. The proposed extension is of a similar height and massing to that of the rest of the streetscape south of the subject property and, by incorporating the vehicular entrance within the building massing, lessens the visual impact of that break in the street wall.

### *Recommendations*

The proposed demolition and new construction replaces an existing building with one that is very similar in design and massing, instead of the taller building that would have resulted from the previous proposal to renovate and expand the existing building. The new construction and the small amount of additional height proposed will not create a negative impact on the heritage character of the Byward Market HCD.

The new building reinforces the Dalhousie streetscape with commercial uses and a hotel lobby providing good street relationship in the ground floor of the main building, by creating an extension that fills in the gap created by the existing surface parking lot, by removing surface parking, and by creating internal courtyards and pedestrian links with street access. Each of these elements addresses the design guidelines for commercial and mixed use infill found in Appendix B: 3.4 of the Byward Market HCD Study.

After reviewing the proposed design, it is my recommendation that demolition be permitted, with the following conditions stemming from my December, 2012 CHIS:

- Record with photographs the full exterior of the existing building prior to demolition
- Salvage sample window units (corner, façade) for reuse within the new construction
- Consider salvaging one (or both) of the two cantilevered stair units, for sale and reuse elsewhere
- Retain architectural plans and drawings of the existing building now in the possession of Claridge Properties and deposit in an archive
- Consider adopting some or all of the innovative existing window design elements (as updated to meet current OBC and functional requirements) in the exterior treatment of the new building, using as a basis the drawings and installation design prepared by the original architect and artist, in collaboration (see attachment)