

**Subject: Lansdowne 2.0 Heritage Considerations**

**File Number: ACS2023-PRE-RHU-0042**

**Report to Built Heritage Committee on 6 November 2023**

**and Council 10 November 2023**

**Submitted on September 18, 2023 by Court Curry, Manager, Right of Way,  
Heritage and Urban Design Services, Planning, Real Estate and Economic  
Development Department**

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**Ward: Capital (17)**

**Objet: Considérations patrimoniales du Projet Lansdowne 2.0**

**Dossier : ACS2023-PRE-RHU-0042**

**Rapport au Comité du patrimoine bâti**

**le 6 novembre 2023**

**et au Conseil le 10 novembre 2023**

**Soumis le 18 septembre 2023 par Court Curry, Gestionnaire, Services des  
emprises, du patrimoine et du design urbain, Direction générale de la  
planification, de l'immobilier et du développement économique**

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## **REPORT RECOMMENDATIONS**

**That the Built Heritage Committee and Council receive this report for information.**

## **RECOMMANDATION(S) DU RAPPORT**

**Que le Comité du patrimoine bâti et le Conseil municipal prennent connaissance de ce rapport.**

## **BACKGROUND**

This report has been prepared for the Built Heritage Committee to accompany the City- initiated Zoning By-Law Amendment and Official Plan Amendment for Lansdowne Park, 945 & 1015 Bank Street, and provides an update on the heritage considerations for the proposal. This information is being submitted concurrently with the report titled Lansdowne Partnership Plan - Authorization to Proceed to the Next Steps in the Redevelopment (ACS2023-PRE-GEN-0009), which was considered at the Planning and Housing Committee on November 2, 2023. The City-initiated Zoning By-Law Amendment and Official Plan Amendment is detailed in report ACS2023-PRE-GEN-0009 and includes:

- Construction of a new event centre to replace the existing TD Place Arena
- Reconstruction of the north side stands
- New retail podium along Exhibition Way
- Construction of 770 residential units; distributed between two towers (40 storeys and 25 storeys)
- Enhancements to the public realm including the urban park, Aberdeen Square, heritage buildings and active transportation

The Built Heritage Committee was circulated the Zoning By-law and Official Plan Amendment applications, which originally proposed three towers, at its meeting on September 12, 2023. As a result of comments received through public consultation and City Staff review, the proposed development has been amended to a two-tower development concept. The concept plan and renderings are attached as Document 1. The key changes with the two-tower option from a heritage perspective include:

- Increased at-grade space between the Aberdeen Pavilion and the proposed development;

- Increased separation between the proposed residential towers and the Aberdeen Pavilion;
- Reduced shadow impact on heritage resources.

In accordance with Section 33 (1) of the *Ontario Heritage Act*, a heritage permit is not required as the proposed alterations will not impact the heritage attributes, as set out in the designating by-law, of the Aberdeen Pavilion or Horticulture building, which are designated under part IV of the *Ontario Heritage Act*. In keeping with the Built Heritage Committee Terms of Reference, the Committee may comment or provide recommendations to Council on Zoning By-law amendments, Official Plan amendments and Plan of Subdivision applications that involve designated or listed heritage properties.

A portion of the property is subject to a conservation easement agreement with the Ontario Heritage Trust as described below. Permission from the Trust, in the form of an alteration permit will be required at the site plan stage.

## **DISCUSSION**

### **Recommendation 1:**

#### **Heritage Resources**

Lansdowne Park is the site of the former Central Canada Exhibition Association fairground (1888 – 2009). It is bounded by Bank Street to the west, Holmwood Avenue to the north, and the Queen Elizabeth Driveway (QED) and the Rideau Canal, National Historic Site of Canada, Canadian Heritage River and UNESCO World Heritage Site to the east and south.

The site contains the Aberdeen Pavilion and Horticulture Building, both of which are designated under Part IV of the Ontario Heritage Act. The Aberdeen Pavilion, a structural steel and pressed metal late-Victorian exhibition hall, was designed by architect Moses C. Edey and constructed in 1898. It is designated a National Historic Site and is also designated by the City of Ottawa under Section 29 of the *Ontario Heritage Act* (Bylaw No. 22-84). The Prairie-style two-storey brick Horticulture Building opened in 1914 and its design is attributed to architects Francis C. Sullivan (1882-1929) and Allan Keefer (1883-1952).

The Site is also subject to the 1993 Parks Canada and City of Ottawa Cost-Share Agreement and accompanying (1990) Aberdeen Pavilion Conservation Report that identifies the importance of maintaining clear vistas at each of the four entries to the Pavilion.

## **Ontario Heritage Trust Easement**

A part of the site, which includes the Aberdeen Pavilion and Horticulture Building, is subject to a 2012 Heritage Conservation Easement Agreement between the City of Ottawa and the Ontario Heritage Trust, with the purpose of conservation of cultural heritage resources on the site. The Easement Agreement includes protected view corridors, and delineated framing and setting lands. The map from the easement is attached as Document 2.

The proposed event centre and the relocated berm will encroach into the framing lands, which will require permission from the Ontario Heritage Trust through an Alteration Request to be submitted with the Site Plan Control Application. Any archaeological investigations and/or monitoring will be in accordance with Ministry of Citizenship and Multi-culturalism guidelines and will also require permission from the Ontario Heritage Trust.

Staff have met with the Ontario Heritage Trust to establish the Terms of Reference for the Heritage Impact Assessment (HIA) and to discuss the proposal. The Trust was formally circulated the Planning Act applications. Their comments noted concerns regarding the impact of the third tower closest to the Aberdeen Pavilion and emphasized the importance of protecting views of the Aberdeen Pavilion in relationship to the location of the new event centre.

In consultation with the Ontario Heritage Trust, staff have established a series of heritage conservation measures to be implemented through the Zoning By-Law Amendment and the Council approved Concept Plan. There will also be additional plans and studies to be submitted at the Site Plan stage for the event centre and other related phases. This approach is detailed below. The Ontario Heritage Trust is supportive of this approach and will continue to be involved in the next phases and approvals.

## **Heritage Impact Assessment**

In accordance with policies in Section 4.5 of the Official Plan, a Heritage Impact Assessment (HIA), was required for the Official Plan and Zoning By-Law Amendment. The HIA is attached to this report as Document 3 and an addendum to the HIA, which reflects the revised two-tower proposal is attached as Document 4. The HIA was prepared according by ERA Architects according to the City's Terms of Reference for Heritage Impact Assessments. The first version of the HIA was submitted on June 29, 2023, and was circulated and posted on the City's development application site as part of the circulation process. The Terms of Reference for the HIA was established jointly by Heritage Planning Staff at the City, the National Capital Commission (NCC), the Ontario Heritage Trust (OHT) and Parks Canada.

The HIA concludes that the proposed development generally conserves the cultural heritage value of the site, while allowing for its revitalization. Some of the impacts identified include:

- The visibility of the proposed towers beyond the silhouette of the Aberdeen Pavilion
- Impact to the dynamic views of the site from the Rideau Canal and adjacent landscapes  
Shadow impact on existing built heritage resources and the proposed new event centre
- Extended berm will encroach into the framing lands and Great Lawn south of the Aberdeen Pavilion

The Heritage Impact Assessment concludes that these impacts can be mitigated through the implementation of Conservation Design Parameters, which serve as architectural mitigation strategies for future planning and design development. The Conservation Design Parameters establish a set of conservation objectives and design guidelines for the following areas: Exhibition Way, Event Centre and Southeastern Edge and Tower Design. The Conservation Design Parameters will be implemented as part of the Request for Offer of Air Rights and future site plan applications to help guide the overall design and maintain the cultural heritage value of the site. The Conservation Design Parameters will also form part of future Urban Design Review Panel analysis for design discussions.

### **Additional Planning Measures**

A series of measures will be implemented through the Zoning By-Law Amendment and concept plan that will assist in the conservation of the cultural heritage resources on site. These include:

- Implementing a unit maximum and tower height maximum, which would aid in implementing the two-tower approach.
- Defining the height and step-backs of the podium along Exhibition Way to ensure compatibility with the Aberdeen Pavilion.
- Implementing the minimum distance separation for the towers, to reduce the impact of wind and shadowing on the Aberdeen Pavilion.
- Establishing a maximum height for the event centre to reduce its impact on the Aberdeen Pavilion.

- Including a holding zone on the event centre, which will require the submission of an addendum of the HIA once its design is finalized to understand the impact of the event centre on the views of the Aberdeen Pavilion and determine how it can be mitigated.

The recommended Concept Plan for the site will include an increased setback on the south side of Exhibition Way to increase the visibility of the Aberdeen pavilion and ensure both spires of the pavilion are visible from Bank Street and a new open space to the southwest of the Aberdeen Pavilion, which will assist in maintaining its prominence and visibility.

The following additional plans and studies will be required at site plan:

1. Heritage Impact Assessment addendums, including analysis of:
  - The event centre as it relates to the Aberdeen Pavilion, which will include mitigation measures
  - The implementation of Conservation Design Parameters
  - Impacts to views along the Rideau Canal
2. Heritage Interpretation Plan
3. Documentation and Salvage Plan for the north stands and Frank Clair Stadium.
4. Heritage Protection Plan for the site which includes:
  - Pre-construction building condition survey and documentation
  - Vibration and crack monitoring
  - Implementation of physical protection for the designated buildings
  - Management of construction dust, debris etc.; and
  - Post-construction building condition survey and documentation.

Heritage Planning Staff will assist in the creation and establishment of the terms of reference for these studies and plans.

## **CONCLUSION**

Staff are of the opinion that the revised design, which eliminates the third tower, reduces tower floor plate sizes, reduces the height of the eastern tower and creates the opportunity for new public space to the southwest of the Aberdeen pavilion significantly reduces the adverse impacts on the important heritage resources on site.

As identified in the HIA, the proposed development generally conserves the cultural heritage value of the site. The proposal will have some impacts on the cultural heritage resources of Lansdowne Park, but these impacts can be mitigated through the implementation of Conservation Design Parameters, which will be executed during the next phases of the project. A series of heritage conservation measures have been established to be implemented through the Zoning By-Law Amendment and Council-approved Concept Plan that will assist in the conservation of the cultural heritage resources on site. Future heritage studies will be conducted during the Site Plan Control process.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report

## **CONSULTATION**

City of Ottawa staff and the Lansdowne Project team have engaged in open public consultation with residents following the Council approved [Public Engagement Strategy](#). Consultation details can be found in report ACS2023-PRE-GEN-0009. No consultation was undertaken as part of this information report.

## **COMMENTS BY THE WARD COUNCILLOR(S)**

Councillor comments on the application can be found in report ACS2023-PRE-GEN-0009.

## **LEGAL IMPLICATIONS**

As noted in this report, an Alteration Permit from the Ontario Heritage Trust will be required in respect of the Event Centre and berm.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

## **FINANCIAL IMPLICATIONS**

There are no financial implications associated with this report.

## **ACCESSIBILITY IMPACTS**

There are no accessibility implications associated with this report.

## **SUPPORTING DOCUMENTATION**

**Document 1 Concept Plan and Renderings**

**Document 2 Ontario Heritage Trust Easement Map**

**Document 3 Heritage Impact Assessment**

**Document 4 Heritage Impact Assessment Addendum**

**DISPOSITION**

This report is for information purposes.

# Document 1 – Concept Plan and Renderings





