

**Subject: Application to alter 315-321 Chapel Street, properties designated under
Parts IV and V of the *Ontario Heritage Act***

File Number: ACS2024-PRE-RHU-0041

**Report to Built Heritage Committee on 9 April 2024
and Planning and Housing Committee on 24 April 2024
and Council 1 May 2024**

**Submitted on March 25, 2024 by Court Curry, Manager, Right of Way, Heritage
and Urban Design Services, Planning, Real Estate and Economic Development
Department**

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Ward: Rideau-Vanier (12)

**Objet: Demande de modification des 315-321, rue Chapel, des propriétés
désignées en vertu des parties IV et V de la *Loi sur le patrimoine de
l'Ontario***

Dossier: ACS2024-PRE-RHU-0041

**Rapport au Comité du patrimoine bâti le 9 avril 2024
et au Comité de l'urbanisme et du logement le 24 avril 2024
et au Conseil le 1er mai 2024**

**Soumis le 25 mars 2024 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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Quartier: Rideau-Vanier (12)

REPORT RECOMMENDATIONS

That the Built Heritage Committee and the Planning and Housing Committee recommend that Council:

- 1. Approve the application to alter 315-321 Chapel Street, according to plans submitted by Linebox Studio dated January 25, 2024, conditional upon:

 - a. The applicant providing samples of all final exterior materials for approval by Heritage Staff prior to the issuance of the building permit; and**
 - b. The applicant considering the salvage of materials of Bate Memorial Hall to be incorporated into the development; and**
 - c. The applicant providing a detailed protection plan for the former All Saints Anglican Church and financial securities related to the implementation of the protection plan as a condition of Site Plan approval, to be implemented prior to demolition and construction; and**
 - d. The applicant providing a copy of the building permit plans to heritage staff at the time of the submission of the building permit application. The submission shall clearly identify any changes from the approved heritage permit and include a list and explanation of proposed changes.****
- 2. Delegate the authority for minor design changes to the Program Manager, Planning, Real Estate and Economic Development Department.**
- 3. Approve the issuance of the heritage permits with a three-year expiry date from the date of issuance unless otherwise extended by Council.**

RECOMMANDATIONS DU RAPPORT

Que le Comité du patrimoine bâti et le Comité de la planification et du logement recommandent ce qui suit au Conseil:

- 1. Approuver la demande de modification des 315-321, rue Chapel, conformément aux plans soumis par Linebox Studio, datés du 25 janvier 2024, sous réserve des conditions suivantes :**

- a. que le requérant soumette des échantillons de tous les matériaux de revêtement extérieur à l’approbation du personnel chargé du patrimoine avant la délivrance du permis de construire;
 - b. que le requérant envisage la possibilité de récupérer des matériaux de la salle Bate Memorial pour les intégrer dans l’aménagement;
 - c. Que le requérant fournisse, comme condition à l’approbation du plan d’implantation, un plan de protection détaillé de l’ancienne église anglicane All Saints et des garanties financières liées à la mise en œuvre de ce plan, qui devra être appliqué avant le début des travaux de démolition et de construction; et
 - d. que le requérant fournisse au personnel chargé du patrimoine, au moment de présenter sa demande de permis de construire, un exemplaire des plans associés au permis de construire; cette demande doit mentionner clairement tout changement par rapport au permis en matière de patrimoine approuvé, et comprendre une liste et une explication des modifications proposées.
2. **Déléguer au directeur général de Planification, Immobilier et Développement économique le pouvoir d’apporter des changements mineurs de conception.**
 3. **Approuver la délivrance des permis en matière de patrimoine et fixer leur date d’expiration à trois ans après la date de délivrance, sauf si les permis sont prolongés par le Conseil municipal.**

BACKGROUND

The property at 315 Chapel Street is located on the south side of Laurier Avenue East between Chapel Street and Blackburn Avenue. The site contains the former All Saints Anglican Church, now used as an event space known as allsaints. The property is located in the Sandy Hill neighbourhood of Ottawa (Documents 1-2) and is adjacent to the Russell Avenue – Range Road Heritage Conservation District. The property was designated under Part IV of the *Ontario Heritage Act* in 1998.

The former All Saints Anglican Church is a Gothic Revival style building, with an imposing weighty tower, broad roof, restrained exterior decoration, rough-textured masonry, large windows and a polygonal apse. The building was constructed between 1899 and 1900, to designs by architect A.M. Calderon and reflects the development of the eastern end of Sandy Hill. An addition was constructed between 1933-1934, known as Bate Memorial Hall. Along with the interior, this addition as well as a 1960s addition

are excluded from the designation. See Document 3 for full Statement of Cultural Heritage Value.

In 2018, City Council approved a Zoning By-law Amendment through report [ACS2018-PIE-PS-0024](#) to permit a nine-storey building on the site. In February 2024, the City received a Zoning By-law Amendment application to make minor modifications to the approved building envelope. This report has been prepared because the alteration of a property designated under Part IV of the *Ontario Heritage Act* requires the approval of City Council after consultation with the Built Heritage Committee.

DISCUSSION

Project Description

The heritage permit application is for the demolition of Bate Memorial Hall and the construction of a nine storey, 113-unit residential building in its place. The new building will be built around the apse of the former church, and will be clad in brick and aluminum panel. A six-storey brick corner tower will be the main feature on the new building, with a three-storey brick podium on the Chapel Street façade. The proposal includes design details to tie the new building in to the former church. These include coloured glass windows inspired by the former church's stained-glass windows, and decorative metalwork evocative of the tracery found in the pointed arch windows.

The proposal includes a newly acquired sliver of land adjacent to the site at 321 Chapel to be used partly as a drive aisle and walkway for the new residential building. This small strip of land is currently vacant and is included in the Russell Avenue – Range Road Heritage Conservation District and is therefore designated under Part V of the *Ontario Heritage Act*. The portion of the lot containing the former All Saints Anglican Church will also be severed from the proposed development. This application is taking place concurrently to the heritage application and zoning by-law amendment. The project description, site plan and renderings of the proposed building are attached to this report as Documents 4-7.

The subject application is accompanied by a Heritage Impact Assessment (HIA), attached as Document 8, that assesses the impact of the proposed alteration on the heritage attributes of the designated property.

Recommendation 1

Bate Memorial Hall is specifically excluded from the designation in By-law 301-98; therefore, staff have no objections to its removal.

Heritage Planning staff have reviewed the application to alter 315 Chapel Street and find that the proposal is generally compliant and consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada, and recommend approval of the proposed alteration for the following reasons:

1. The new construction has been designed to respect the former All Saints Anglican Church in terms of materials and design. The new building will surround the apse of the former church; however, the apse will be enclosed within the two-storey lobby of the new building. It will be visible from both public spaces in the building and also the public realm. Large windows along Laurier Avenue East will provide views of the apse from the street.
2. The project includes design details that link to the former All Saints Anglican Church including the stained-glass-inspired windows as accent features at each entrance, and also decorative metal grill details on the west façade evocative of to the tracery in the gothic windows on the former church. A stone bay is proposed on the new building on the north façade near the apse to help transition from the stone of the former church into the new building.
3. The corner tower feature helps to anchor the Blackburn Avenue corner of Laurier Avenue East with the tower on the former church.
4. The colour palette and materials are reflective of the former church in that they are neutral in tone and use subservient materials of brick and aluminum panels that allow the stone of the former All Saints Anglican Church to remain the focal point of the site. The use of brick relates to the residential character of Sandy Hill with red brick being the primary cladding material found in the neighbourhood.
5. The refined architectural treatment including the brick window surrounds, and the decorative metalwork found on roof's edge elevate the design of the new construction.
6. Sightlines along Laurier Avenue East from the east of the property will continue to maintain views of the former church and its tower. Additionally, the property will maintain the existing green landscape along Laurier Avenue East.
7. The drive aisle provides a transition from the majority of the mass to the low-scale character of Blackburn Avenue.

Standards and Guidelines for the Conservation of Historic Places in Canada

City Council adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada ("Standards and Guidelines") in 2008 to assist with the

conservation of heritage resources in Ottawa. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources.

The proposal conserves the historic place by retaining the designated building in its entirety and locates the development at the rear of the former church. While the new construction is taller than the designated building, the materials, siting and design allow the former All Saints Anglican Church to remain its primacy on the lot and along Laurier Avenue East. To increase compatibility, the new construction takes design cues in subtle ways through the stained-glass window details, to the metalwork. The material selection of brick and aluminum panel is compatible and subservient to the heavy stone of the former church. Additionally, while the polygonal apse will no longer be exposed on all sides, this heritage attribute will remain visible from both within the former church, within the public spaces in the new building, and from the public realm. Through its sensitive design and materials, the proposed alteration is consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Heritage Impact Assessment

Section 4.5.2 (2) of the City of Ottawa Official Plan requires that a Heritage Impact Assessment (HIA) be submitted where a proposed development has the potential to adversely affect a heritage resource. A Heritage Impact Assessment was prepared for this proposal by Commonwealth Historic Resource Management and Barry Padolsky Associates Inc and is attached as Document 8. Heritage staff have reviewed the document and have determined that it meets the requirements of the City's Guidelines for Heritage Impact Assessments.

The Heritage Impact Assessment concludes that:

The Windmill infill development takes full advantage of the landmark status of the church in a respectful and creative design. As a whole, the proposed development, with the incorporation of the suggested alternatives and mitigating measures will not have a negative impact on the heritage values of the All Saints property, the national historic site across the street and the surrounding heritage conservation districts. It fits well within the neighbourhood and will be a positive addition to Sandy Hills cultural landscape.

Heritage staff generally concur with the findings of the Heritage Impact Assessment.

Conditions

In order to ensure that the project and its construction respects and protects the former All Saints Anglican Church, staff recommend four conditions of approval for this permit.

- Material Samples

To ensure that the final material selection will be compatible the former All Saints Anglican Church, approval has been made conditional upon heritage staff support of the exterior cladding materials prior to the issuance of a building permit.

- Salvage of material from Bate Memorial Hall

To mitigate the impact of the removal of Bate Memorial Hall, staff recommend the applicant explore options to salvage some material to be incorporated into the new development.

- Heritage Protection Plan

To ensure the appropriate conservation and protection of the former All Saints Anglican Church during construction of the new building, staff recommend a heritage protection plan to be completed at the time of Site Plan Control. The heritage protection plan will include an evaluation of potential risks to the heritage building and a detailed plan for protection and mitigation of these risks including but not limited to:

- Pre-construction building condition survey and documentation
- Vibration and crack monitoring
- Monitoring reports
- Implementation of physical protection for the former church
- Management of construction dust, debris etc.
- Post-construction building condition survey and documentation

Staff recommend that financial securities be considered through the Site Plan Control process in order to ensure protection of the apse during the construction process through the implementation of the protection plan.

- Building Permit

Minor changes often emerge during the detailed building permit phase of a project and Council has delegated authority to approve minor changes to staff. It is incumbent on the applicant to ensure that the Heritage Planning Branch is made aware of any changes to the approved plans that arise through the detailed design phase of a project. To expedite the building permit process and assist heritage staff in identifying changes that may arise after the heritage approval, heritage staff recommend a condition requiring the applicant to provide a digital copy of building permit plans directly to

heritage staff at or before the time of submission of a building permit application. The submission must include a list of changes from the original approval and clearly identify them on the plans. This recommendation also ensures that the authority delegated to the Program Manager, Heritage Planning Branch for minor design changes is exercised and documented appropriately.

Conclusion:

Staff have reviewed the application for alteration at 315 Chapel Street against the Standards and Guidelines and have no objections to its approval. The proposal will achieve the broader city goal of intensification while maintain the heritage attributes of the former All Saints Anglican Church.

Recommendation 2

Delegate authority for minor design changes to the Program Manager, Planning, Real Estate and Economic Development Department.

Minor design changes may emerge during the working drawing phase of a project. This recommendation is included to allow Planning, Real Estate and Economic Development Department to approve these changes should they arise.

Recommendation 3

Issue the heritage permit with a three-year expiry date from the date of issuance.

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A three-year expiry date is recommended to ensure that the project is completed in a timely fashion.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that is consistent with the Provincial Policy Statement, 2020.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Application materials were posted on the City's Development Application website on February 28, 2024.

Heritage Ottawa and Action Sandy Hill were notified of this application and offered the opportunity to provide comments.

Neighbours within 30 metres of the property were notified of this application and offered an opportunity to comment at the Built Heritage Committee meeting.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendations.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications associated with this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- A city that has affordable housing and is more liveable for all

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on May 27, 2024.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Site Photos

Document 3 Statement of Cultural Heritage Value

Document 4 Project Description and Heritage Details

Document 5 Site Plan

Document 6 Elevations

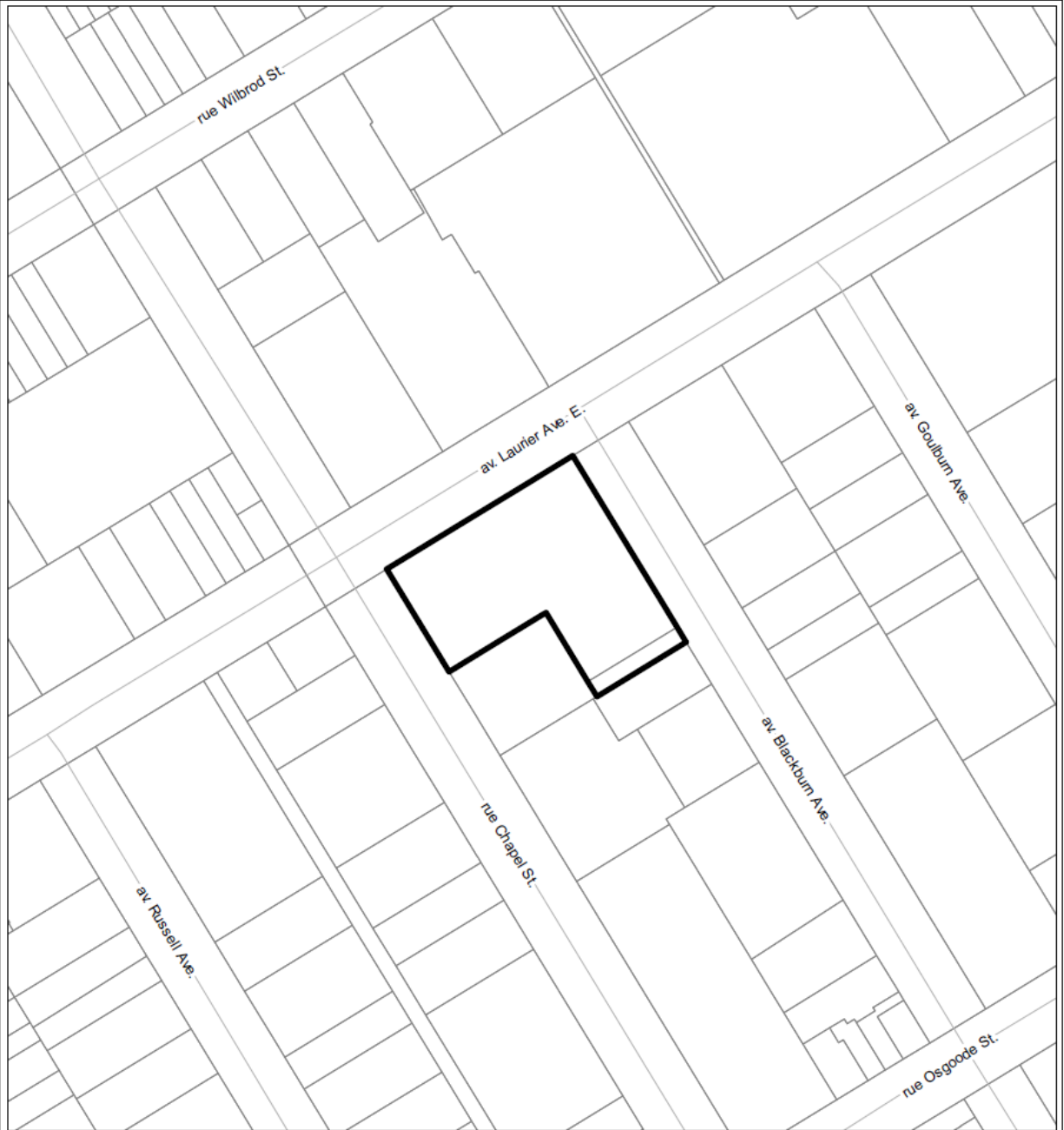
Document 7 Renderings




Document 8 Heritage Impact Assessment

DISPOSITION

Office of the City Clerk, Council and Committee Services, to notify the property owner and the Ontario Heritage Trust, 10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

Document 1 – Location Map



		<p>LOCATION MAP / PLAN DE LOCALISATION HERITAGE / PATRIMOINE</p> <p> 315 rue Chapel St.</p>  NUT TO SCALE
D09-01-CHAP315	24-0236-L	
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REVISION / RÉVISION - 2024 / 02 / 29		

Document 2 – Site Photos



315 Chapel Street (former All Saints Anglican Church), front façade



315 Chapel Street (former All Saints Anglican Church), side elevation along Laurier Avenue East



315 Chapel Street (former All Saints Anglican Church), apse



315 Chapel Street (former All Saints Anglican Church), corner of Laurier Avenue East and Blackburn Avenue



315 Chapel Street (former All Saints Anglican Church), Bate Memorial Hall on Blackburn Avenue



315 Chapel Street (former All Saints Anglican Church), Bate Memorial Hall on Blackburn Avenue



Blackburn Avenue looking north

Document 3 – Statement of Cultural Heritage Value

Statement of Cultural Heritage Value or Interest

All Saint's Anglican Church, Sandy Hill is recommended for designation under Part IV of the *Ontario Heritage Act* for historical and architectural reasons. The 1899-1900 church (parish established 1898), reflects the development of the eastern end of the Sandy Hill neighbourhood by the financial elite, the growth of the Ottawa Diocese, and the popularity of the "Low Church" Anglican rite in the region. The church's founder and principal benefactor was Sir Henry Newell Bate (1828-1917), the City's pre-eminent grocer, controller of a diverse family business empire and first chairman (1899-1917) of the Ottawa Improvement Commission (later National Capital Commission)

Elaborate society and state events at All Saints' are highlighted by the 1924 royal wedding of Lois F. Booth (granddaughter of lumber baron J.R. Booth) to H.R.H. Prince Erik of Denmark (first cousin of King George V), and the 1937 funeral of former Prime Minister Robert Borden. Many other noteworthy people have been closely associated with the church including Sir George H. Perley (1857-1938); lumber industry and military outfitter Lt. Col. James H. Woods (1863-1930, a founding parishioner); the Hon. Brig. The Venerable Channell G. Hepburn, (1888-1971) rector (1919-1956) and Archdeacon of Ottawa (1945-61); Barbara Ann Scott (born 1928), the first Canadian woman figure skater to win an Olympic gold medal (1948) and Arthur E. Davis (1891-1935) honoured for his parish and community work, and for decorated service in the First World War.

The history of All Saints' is also distinguished by organist-choirmasters who contributed greatly to Ottawa's musical development: Edgar Birch (1854-1931, incumbent 1904-1910) and John W. Bearder (1873-1958. Incumbent 1913-1931). Both men directed leading local musical organizations and, during their tenures, All Saints' had one of the best church programmes in the city.

The design of All Saints' in the Gothic Revival style, is imposing with a weighty tower, broad roof and restrained exterior decoration, rough-textured masonry, large windows and a polygonal apse. Little changed since 1900, the church is the best extant work of architect A.M. Calderon (local practice c. 1887-1902). The windows are a prized feature of All Saints': stained glass memorial windows light the apse and the sides of the nave; the remaining windows are almost all original-of these, the art glass in the great west window, lower level chapel, organ pipe chamber and entrance transom is the most distinguished. The nine-bell chime is unique in Ottawa, and rare in Canada. The structure's generous grounds complement the traditional qualities of the neighbourhood.

This designation does not include the interior, Bate Memorial Hall of 1933-34, or the Barber Annex of 1960-61.