

**Subject: Application for alteration at 168 and 174 Murray Street, properties designated under Part V of the *Ontario Heritage Act* as part of the Lowertown West Heritage Conservation District**

**File Number: ACS2025-PDB-RHU-0034**

**Report to Built Heritage Committee on July 8, 2025**

**and Council July 23, 2025**

**Submitted on June 26, 2025 by Court Curry, Manager, Right of Way, Heritage, and Urban Design Services, Planning, Development and Building Services**

**Contact Person: Avery Marshall, Planner I, Heritage Planning Branch**

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**Ward: Rideau-Vanier (12)**

**Objet : Demande de modification des 168 et 174, rue Murray, des propriétés désignées en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario* et situées dans le district de conservation du patrimoine de la Basse-Ville Ouest**

**Dossier : ACS2025-PDB-RHU-0034**

**Rapport au Comité du patrimoine bâti**

**le 8 juillet 2025**

**et au Conseil le 23 juillet 2025**

**Soumis le 26 juin 2025 par Court Curry, Gestionnaire, Services des emprises, du patrimoine, et du design urbain, Direction générale des services de la planification, de l'aménagement et du bâtiment**

**Personne ressource : Avery Marshall, Urbaniste I, Planification du patrimoine**

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**Quartier : Rideau-Vanier (12)**

## **REPORT RECOMMENDATIONS**

**That the Built Heritage Committee recommend that Council:**

- 1. Approve the application for alteration and addition at 168 and 174 Murray Street according to the site plan and elevations by RedLine Architecture Inc dated July 4, 2023, the landscape plan by Ruhland & Associates Ltd dated April 8, 2025, and the Heritage Impact Assessment by Commonwealth Historic Resource Management revised March 2025, conditional upon:**
  - a. Prior to the issuance of a building permit:**
    - i. The applicant providing samples of all final cladding materials for approval by Heritage Planning staff.**
    - ii. The applicant providing securities through a Letter of Credit, in an amount to be determined through further consultation between the applicant and City staff, to ensure the retention and rehabilitation of the buildings at 168 and 174 Murray Street.**
    - iii. The applicant providing a copy of the building permit plans to heritage staff at the time of building permit application. The submission shall clearly identify any changes from the approved heritage permit and include a list and explanation of the changes.**
  - b. Implementation of the Conservation Plan as outlined in section 6.0 of the Heritage Impact Assessment attached as Document 7.**
- 2. Delegate authority for minor design changes to the Program Manager, Heritage Planning Branch, Planning, Development and Building Services Department.**
- 3. Approve the issuance of the heritage permit with a two-year expiry date from the issuance unless otherwise extended by Council.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité du patrimoine bâti recommande au Conseil ce qui suit :**

- 1. Approuver la demande de modification et de construction d'un ajout aux 168 et 174, rue Murray selon le plan d'implantation et les élévations de**

**RedLine Architecture Inc. datés du 4 juillet 2023, le plan paysager de Ruhland & Associates Ltd daté du 8 avril 2025 et l'évaluation de conservation du patrimoine de Commonwealth Historic Resource Management révisé en mars 2025 aux conditions énoncées ci-dessous.**

- a. Avant la délivrance du permis de construire :**
  - i. Le requérant doit fournir des échantillons de tous les matériaux de revêtement définitifs afin qu'ils soient approuvés par le personnel de la Planification du patrimoine.**
  - ii. Le requérant doit fournir des garanties financières, soit une lettre de crédit d'un montant déterminé dans le cadre d'une consultation entre le requérant et le personnel municipal, afin d'assurer la protection et la réfection des deux édifices.**
  - iii. Le requérant doit, au moment de présenter sa demande de permis de construire, fournir au personnel responsable du patrimoine un exemplaire des plans associés au permis de construire. La demande doit indiquer clairement tout changement par rapport au permis patrimonial approuvé et comprendre une liste et une explication des modifications proposées.**
- b. Le requérant doit mettre en œuvre un plan de conservation conformément aux dispositions de la section 6.0 de l'évaluation de conservation du patrimoine ci-jointe (document 7).**
- 2. Déléguer au gestionnaire de programme de la Direction de la planification du patrimoine (Direction générale des services de la planification, de l'aménagement et du bâtiment) le pouvoir d'apporter des modifications mineures.**
- 3. Approuver la délivrance d'un permis patrimonial d'une durée de deux ans à compter de la date de délivrance, sauf indication contraire du Conseil.**

## **EXECUTIVE SUMMARY**

The department recommends approval of the application to alter the buildings at 168 and 174 Murray Street, properties designated under Part V of the *Ontario Heritage Act* as part of the Lowertown West Heritage Conservation District. The proposal includes the in-situ retention and rehabilitation of two existing heritage buildings and proposes removal of the rears of these buildings to accommodate the construction of a four-storey

multi-unit addition. This report has been prepared because applications for alteration under the *Ontario Heritage Act* require the approval of City Council.

## RÉSUMÉ

La direction générale recommande l'approbation de la demande de modification des bâtiments situés au 168 et 174, rue Murray, des propriétés désignées en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario* et faisant partie du district de conservation du patrimoine de la Basse-Ville Ouest. La proposition prévoit la conservation *in situ* et la réfection des deux édifices historiques et la démolition des parties arrière pour permettre la construction d'un rajout de quatre étages à logements multiples. Le présent rapport a été élaboré parce que les demandes de modifications d'édifices assujettis à la *Loi sur le patrimoine de l'Ontario* nécessitent l'approbation du Conseil municipal.

## BACKGROUND

The properties at 168 and 174 Murray Street are designated under Part V of the *Ontario Heritage Act* as part of the Lowertown West Heritage Conservation District (HCD). Each property contains a building that contributes to the cultural heritage character of Lowertown West. Both contributing buildings were constructed during the HCD's period of highest significance (pre-1880 to 1957); and their built form and attributes reflect the values, history and themes identified in the Statement of Cultural Heritage Value and List of Attributes. Both buildings are representative examples of vernacular residential typologies that are common to the HCD and have been altered to suit the needs of successive generations of inhabitants.

### 168 Murray Street

- Built circa 1851-1876 in a vernacular cottage design, originally with a side-gable roof;
- Originally one- and one-half (1.5) storey squared timber construction, the roof was raised circa 1957 to create a full second storey with a flat roof;
- Three bays with central entrance, likely in their original locations;
- Simple rectangular openings with plain trim;
- Zero front setback creating a close relationship between the house and street.

### 174 Murray Street

- Built circa 1908 in a vernacular flat-roof design with Italianate influences;
- Two-storey height;
- Wood frame construction clad in redbrick veneer;

- Decorative brick dog tooth courses;
- Segmental arch openings featuring stone sills, lunettes, keystones and brick voussoirs;
- Off-centre entrance with transom;
- Bracketed metal cornice;
- Basement windows with rectangular stone lintels;
- Relatively small front setback creating a close relationship between the house and street.

Refer to Documents 1 and 2 for location map and site photos.

#### Lowertown West Heritage Conservation District

Lowertown West was designated as a Heritage Conservation District (HCD) in 1994 through By-law 192-94. In 2024, Council passed by-law 2024-458 adopting a new [Heritage Conservation District Plan for Lowertown West](#). This plan came into force on December 16, 2024, and included a new Statement of Cultural Heritage Value for the HCD. The cultural heritage value of the Lowertown West HCD is based on a combination of historical, associative, and social values, as well as physical and contextual values. Patterns of its development are expressed in its built form and landscape today, including its existing street layout and collection of buildings from different development periods. For additional details, please refer to Document 3 – Statement of Cultural Heritage Value.

Through the updated HCD Plan project, the original heritage inventory for the Lowertown West HCD was updated. Properties were reviewed for their contribution to the HCD and categorized as either "Contributing" or "Non-Contributing." The properties at 168 and 174 Murray Street were both categorized as "Contributing." "Contributing" properties are considered to have design, historic and/or associative or contextual value expressing the overall cultural heritage value of the HCD.

Given the long history of the HCD and its evolution over time, many "Contributing" properties have been modified or, in the case of 168-174 Murray Street, heavily altered. These properties still contribute to the overall value of the HCD by virtue of their age, typology and street presence.

This report has been prepared because an application to alter the existing buildings and construct an addition to the rear was submitted and deemed complete. Under the *Ontario Heritage Act*, applications to alter and for construction of additions to contributing properties in heritage conservation districts designated under Part V of the *Ontario Heritage Act* require the approval of City Council. This application is the first Council-level application since the new Lowertown West HCD Plan came into force.

Related applications for Zoning By-law Amendment and Site Plan Control are required under the *Planning Act* and have been submitted.

## DISCUSSION

### Project Description

This application is for alteration and addition at 168 and 174 Murray Street. The proposal includes the in-situ retention and rehabilitation of two existing heritage buildings and proposes removal of the rears of these buildings to accommodate the construction of a four-storey multi-unit addition. The addition will be clad in brick and metal panels and is designed to pick up on details from local buildings. The application proposes restoration and reconstruction of the front and side facades of the existing heritage buildings, to be linked by a glazed connection. Where unsympathetic alterations have occurred, historic photos and neighbourhood examples are used to inform the proposed conservation treatments. The proposed low rise apartment building will add 20 units to these properties.

This application is accompanied by a Heritage Impact Assessment that contains a Conservation Plan. Please refer to Document 7 for the Heritage Impact Assessment and Conservation Plan.

### Proposed Conservation Approach:

The Conservation Plan outlines a detailed conservation approach to rehabilitate the two existing buildings and to sensitively incorporate them into the development. The Conservation Plan proposes “mix of preservation, rehabilitation, and restoration of the character-defining features of the buildings’ exteriors” using the *Standards and Guidelines for the Conservation of Historic Places in Canada* as a benchmark. The conservation plan sets out treatments for the proposal and includes the following considerations:

- Both buildings will be retained in-situ except for the one-storey rear additions and the upper floor installed at 168 Murray Street. Defining features including exterior wall assemblies, including squared timber where extant, brick veneer, and fenestration patterns are being preserved and/or restored;
- Both buildings will continue residential use;
- Decorative elements on the front façades of the buildings will be reinstated - guided by photographic evidence and detailed inspection;
- Inspection of exterior walls was previously completed; further investigation will occur through future project phases;
- The two existing buildings will maintain their prominence in the streetscape. The four-storey multi-unit addition is set back from the historical structures. Visual

compatibility is achieved through design and materials.

The conservation approach for 168 Murray Street includes:

- Removal of the second-floor addition and exterior siding;
- Construction of a new side gable roof with two gabled dormers and with a flat roof behind the ridge;
- Stripping and replacement of the vinyl siding on the front façade with horizontally-laid wood cladding;
- Exposure and repair of squared log on the east elevation.

For the red brick building at 174 Murray Street, the conservation approach includes:

- Assessment and realignment of the foundation using a jack to level floors and settle the building on a repaired foundation;
- Repair the metal cornice and replicate badly deteriorated cornice sections;
- Extensive brick assessment, dismantling, replacement, and salvage;
- Installation of a new front stoop providing access to the new front door.

The Conservation Plan will be further refined when site access, including roof access, is available. Staff recommend a condition of approval to capture refined details in the future, prior to the issuance of building permits.

### **Lowertown West HCD Plan**

Applications for alteration in the Lowertown West HCD are reviewed for consistency with the HCD Plan's Statement of Objectives, the Statement of Cultural Heritage Value, and the identified heritage attributes. Proposed alterations and additions must meet the policies and guidelines established in this plan. Part B of the HCD Plan sets out the policies and guidelines for managing change and includes the following sections relevant to the proposal for 168 and 174 Murray Street:

- 4.0 Summary of Policies and Guidelines
- 6.0 Existing Buildings: Conservation and Repair
- 7.0 Alterations
- 8.0 Additions (Contributing and Non-contributing)
- 9.1 New Construction: Incorporating Contributing Buildings
- 10.0 Landscape, Streetscape and the Public Realm

Part C of the HCD Plan describes the heritage permit process.

### **Recommendation 1 – Approve the application for alteration and addition at 168 and 174 Murray Street**

This proposal has been reviewed against the policies and guidelines in the 2024 Lowertown West HCD Plan. Heritage staff determined that the proposal is compliant and consistent with the policies and guidelines of the Lowertown West HCD Plan for the following reasons:

- Two contributing heritage buildings are meaningfully integrated into the proposed addition in a way that has regard for their original built form, features and location. While the rears of the buildings will be removed, the historical heights, rooflines, front façades, and cladding materials will be maintained and/or reinstated.
- The conservation approach including a mix of preservation, rehabilitation, and restoration treatments is appropriate given the extensive alterations that have occurred to these buildings over time.
- The design and materiality of the new addition is contemporary and does not detract from the heritage character of the HCD. The application of brick is both distinct and complimentary to the existing heritage buildings, taking cues from local buildings and offering a background colour palette subordinate to the historical buildings in front.
- The four-storey height of the proposed addition is generally appropriate for the area and allows for the primacy of the spire of the former St. Brigid’s Church to remain. The proposed addition is adequately set back from the front facades of the heritage buildings and is further removed from them by a two-storey glazed connection linking the buildings.
- In combination with the retention and rehabilitation of the existing heritage buildings, the proposed addition can achieve sensitive, sustainable intensification in Lowertown that is physically and visually compatible with, subordinate to, and distinguishable from the existing “Contributing” buildings on the properties.

### **Conditions – Recommendation 1**

Heritage staff recommend several conditions of approval for this permit to ensure the conservation of the historic buildings and their integration into the addition.

#### Material Samples

Staff have included a condition of approval to provide final material samples for heritage staff’s approval prior to the issuance of a building permit. This includes but is not limited to the brick and metal panels proposed on the addition and the new shiplap cladding for the cottage.



### Financial Securities

Given the risks associated with partial demolition, temporary shoring, jacking, foundation work, and changes to roof and wall assemblies, staff recommend that the owner be required to provide a Letter of Credit to the City in an amount equal to the estimated cost of the conservation works proposed as part of this project. This Letter of Credit would be required prior to the issuance of any permits under the *Building Code Act* and would be held by the City until the work on the façade is completed. The amount of this security and the details of the agreement will be determined through discussion between Heritage Planning and Legal Services staff and the applicant and their heritage consultant.

### Conservation Plan

Staff recommend that the Conservation Plan be implemented as part of this project. The proposed Conservation Plan is outlined in section 6.0 of the Heritage Impact Assessment and Conservation Plan attached as Document 7. The Conservation Plan provides direction on the retention and rehabilitation of the heritage houses including conservation approaches for elements being altered, repaired or replaced in-kind.

### **Heritage Impact Assessment**

Section 4.5.2 (2) of the Official Plan requires that a Heritage Impact Assessment (HIA) be submitted where a proposal has the potential to adversely impact the heritage resource. A HIA for this proposal was prepared by Commonwealth Historic Resource Management and is attached as Document 7.

Heritage staff have reviewed the HIA and determined that it meets the requirements of the City's Terms of Reference for HIAs. The HIA concludes that:

*The new addition integrates well with the street and functions as a backdrop to the heritage components of the project and surrounding buildings. The design team took the project through multiple iterations to assure that the 4-storey addition is subordinate to the two heritage houses. This was achieved by pushing back the mass away from the street and both buildings, by refining and setting back the entrance to the apartment, treating it as a covered carriageway, thus improving the compatibility of the design and refining the material palette. The use of beige/tan brick helps focus views on the heritage assets. The proposed development achieves the intention of small-scale development and relies on the existing buildings and the recessed entrance between the buildings to interpret and maintain the existing lot divisions. In combination with the retention and restoration of the existing buildings, there is a clear distinction and integration of existing and new. The retention and restoration of the 1.5 storey side gable worker's cottage (168 Murray) and the two-storey brick building (174 Murray) are*

*defining features and major assets to the project. The landscape plan and proposed plantings will help to integrate the entire composition of original and new as a welcome renewal of this section of Murray Street.*

Heritage staff generally concur with the findings and conclusions of the HIA.

### **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. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources. The Lowertown West HCD Plan was based on the principles included in the Standards and Guidelines. As such, applications in the HCD are reviewed using the policies and guidelines in the HCD Plan which are more contextually specific than the Standards and Guidelines.

### **Provincial Planning Statement**

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Planning Statement, 2024.

### **Conclusion**

Staff have reviewed the application for alteration and addition at 168-174 Murray Street in accordance with the objectives, policies and guidelines of the Lowertown West HCD Plan and the Standards and Guidelines and have no objections to its approval.

### **Recommendation 2 – Minor Design Changes**

Delegate authority for minor design changes including adjustments to the conservation approach to the Program Manager, Heritage Planning, Planning, Development and Building Services Department

These minor design changes including adjustments to the conservation approach may include changes resulting from the investigative work that is required to finalize the conservation approach and any minor design changes that may emerge during the working drawing phase of a project. This recommendation is included to allow the Program Manager, Heritage Planning Branch to approve these changes as they arise.

### **Recommendation 3 – Permit Expiry**

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

## **FINANCIAL IMPLICATIONS**

The owner will be required to provide financial securities through a letter of credit in an amount equal to the estimated cost of the conservation works proposed as part of this project. The securities would be held by the City until the work on the façade is completed. The amount of this security and the details of the agreement will be determined through negotiations between Heritage Planning, Legal Services and the applicant and their heritage consultant.

## **ASSET MANAGEMENT IMPLICATIONS**

There are no servicing constraints identified at this time. Servicing capacity requirements to be confirmed at time of site plan. Sanitary capacity is only provided as a guide. Allocation of sanitary capacity is typically committed on a first come first served basis at time of site plan application.

## **LEGAL IMPLICATIONS**

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

## **COMMENTS BY THE WARD COUNCILLOR**

Councillor Plante was notified of the *Ontario Heritage Act* application on 30 May 2025. The Councillor was circulated on the related applications for minor rezoning and site plan on the same day, 30 May 2025.

## **CONSULTATION**

Plans and other material related to the proposal were posted on the City's Development Application website ([DevApps.ottawa.ca](https://devapps.ottawa.ca)) on 29 May 2025. Heritage Ottawa and the Lowertown Community Association were notified of this application by email circulation and offered the opportunity to provide comments. Neighbours within 60 metres of the property were notified of this application by mail and offered an opportunity to comment and/or participate at the Built Heritage Committee meeting. A notice sign was installed at the subject properties. Three pre-application consultation meetings were held between the applicant and the City. Representatives from the Lowertown Community Association attended and provided comments following the meetings in 2021 and 2023.

The Lowertown Community Association has indicated they support the proposed development.

## **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this report.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk implications.

## **RURAL IMPLICATIONS**

There are no rural implications.

## **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 August 20, 2025

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Site Photos

Document 3 Statement of Cultural Heritage Value

Document 4 Proposed Site Plan and Elevations

Document 5 Proposed Renderings

Document 6 Proposed Landscape Plan

Document 7 Heritage Impact Assessment and Conservation Plan

## **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





**Document 2 Site Photos**

174 Murray Street (left) and 168 Murray Street (right). June 2025, City of Ottawa.



View of 174 and 168 Murray Street, looking southwest. June 2025, City of Ottawa.

### **Document 3 Statement of Cultural Heritage Value**

The Lowertown West HCD is a primarily residential area in what is now Ottawa's downtown core, to the east of Parliament Hill and north of the ByWard Market. The current character reflects its role as the earliest residential settler neighbourhood in Ottawa as well as its evolution, with its period of significance beginning before 1880 until the mid-1950s.

### **Summary of Cultural Heritage Value**

The cultural heritage value of the Lowertown West Heritage Conservation District is based on a combination of historical, associative, and social values, as well as physical and contextual values. The Lowertown West HCD is the city's oldest residential settler neighbourhood in Ottawa, which developed at the terminus of the Rideau Canal, adjacent to the Ottawa River and in close proximity to the Rideau River. Patterns of its development are expressed in its built form and landscape today, including its existing street layout and collection of buildings from different development periods. The HCD features some very early structures (approximately 1830- 1880), a range of late 19th and early 20th century buildings (1880-1920), as well as mid-20th century buildings (1920 to the mid-50s). The bilingual history of Ottawa, both French and English languages and cultures, are also clearly reflected in the HCD, having been fundamental to the establishment of many institutional buildings and influential in the stylistic design of its buildings. Various sites in Lowertown are associated with events, groups, individuals and institutions significant to local and national history, but also women's, worker's and immigrant histories. Of particular importance is the influential role of the Roman Catholic Church which occupied large portions of the north-west section of the HCD; this influence is reflected in the landmark buildings throughout the HCD. The Lowertown West HCD is also historically and contextually connected with the ByWard Market located to the south, which together developed as the commercial and residential area known as "Lower Town." Many properties within the Lowertown West HCD are individually designated under Part IV of the *Ontario Heritage Act*, or as Federal Heritage Buildings and National Historic Sites of Canada (see Map 3). These sites and their designations reflect Lowertown's long and varied history, recognizing the contribution they make and stories they tell.<sup>1</sup>

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<sup>1</sup> City of Ottawa. "3.3. Statement of Cultural Heritage Value", [Lowertown West Heritage Conservation District Plan](#), 2024.