Cultural Heritage Impact Statement (Re-zoning Application) 384 Frank Street, Ottawa, ON (Centretown Heritage Conservation District)

Prepared by: Julie Harris, Contentworks Inc., 21 March 2019

content works

TABLE OF CONTENTS

1 Introduction

1.1 About the CHIS

The City of Ottawa has requested a Cultural Heritage Impact Statement (CHIS) to consider potential impacts from rezoning, demolition and construction of a proposed development on the Centretown Heritage Conservation District (CHCD), which has been designated by the City of Ottawa under Part V of the Ontario Heritage Act (OHA) (By-law 269-97).

The project involves the demolition of a c 1960s house within the CHCD and the construction of a new three-storey walk-up residential building with a roof patio. The building will have utility spaces, a studio apartment and a one-bedroom apartment in the basement; two one-bedroom units on the ground floor; and two two-bedroom units on the second and third floors.

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 the CHIS because the property is located in the CHCD, to which numerous heritage policies, by-laws and guidance documents apply.

The CHIS is authored by Julie Harris, CAHP, on behalf of the property owner.[1] The author has seen several iterations of the design, including those shown at the end of the figure section.

Figure 1: Residential building located on the property at 384 Frank Street. The light-coloured structure at the rear is an extension of 433 Bank Street. The 10-storey brick and glass condominium building in the background is located at 455 Bank Street. Figure Source: Contentworks, 2018.

[1] Julie Harris, President, Contentworks Inc., is a Professional Member of the Canadian Association of Heritage Professionals. She has 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. E: jharris@contentworks.ca

Figure 2: Architectural rendering of the proposed building Frank Street (north) elevation. Source: 384 Frank Street Proposal, March 2019.

1.2 Sources

The following information sources were used to prepare the CHIS for 384 Frank Street:

- 384 Frank Street proposal, March 2019
- Previous 384 Frank Street Proposals – unPoised Architecture, 29 January 2019 and 12 November 2018; Revised drawing from August 8, 2018 for the 384 Frank Street, 8 Unit Low Rise; Applicant Project Summary Sheet prepared for the Urban Design Review Panel by Fernando Matos, August 2018; Design brief prepared for the City of Ottawa Urban Design Review Panel, [23 August 2018]; City of Ottawa Urban Design Review Panel Recommendations, 384 Frank Street, Informal Pre-consultation, 6 September 2018; Informal Pre-Application Consultation Meeting notes, 12 April 2018
- Centretown Community Design Plan (CCDP), Urban Strategies Inc., Delcan, ERA Architects, City of Ottawa. May 2013
- City of Ottawa, *Centretown Heritage Conservation District Heritage Character Statement*, 1997.

- Julian S. Smith et al., *Centretown Heritage Conservation District Study,* for the City of Ottawa, and Heritage Survey Forms for 384 Frank Street and 425-427 Bank Street.
- 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.

The consultant visited the proposed development site in May, August and December 2018.

1.3 Present Owner and Contract Information

Fernando Matos, Principal and COO
Ottawa Carleton Construction Group Ltd.
101-337 Sunnyside Ave, Ottawa, Ont K1S 0R9
C. 613-884-4425 E. fernando@ottawacarletonconstruction.com

1.4 Development Site

The legal description of the property parcel is PIN 041190193. The property is a flat site with approximately 10 m of frontage along Frank Street and a depth of about 20.5 m (total areal 206.6 sq. m.) The property's west boundary is immediately adjacent to a right of way and property connected to 425 Bank Street (Category 2 heritage building). The extant building on the site is a two-storey house with a rear extension. The house is currently unoccupied. It was likely constructed in the 1960s[2] after the construction of the Centra Apartments at 380 Frank Street or completely remodelled at that time and later re-clad in angel stone in the 1970s for use by the Calvin Hungarian Church as a residence for priests. The house occupies about 50% of the lot; the remainder is used for surface parking.

[2] The Ottawa Fire Insurance Plans from 1912 to 1956 show a two-and-a-half storey wood frame house with brick cladding. The current house is two storeys in height. It was either replaced or completely remodeled on the exterior with new cladding and the replacement and removal of windows c 1970.

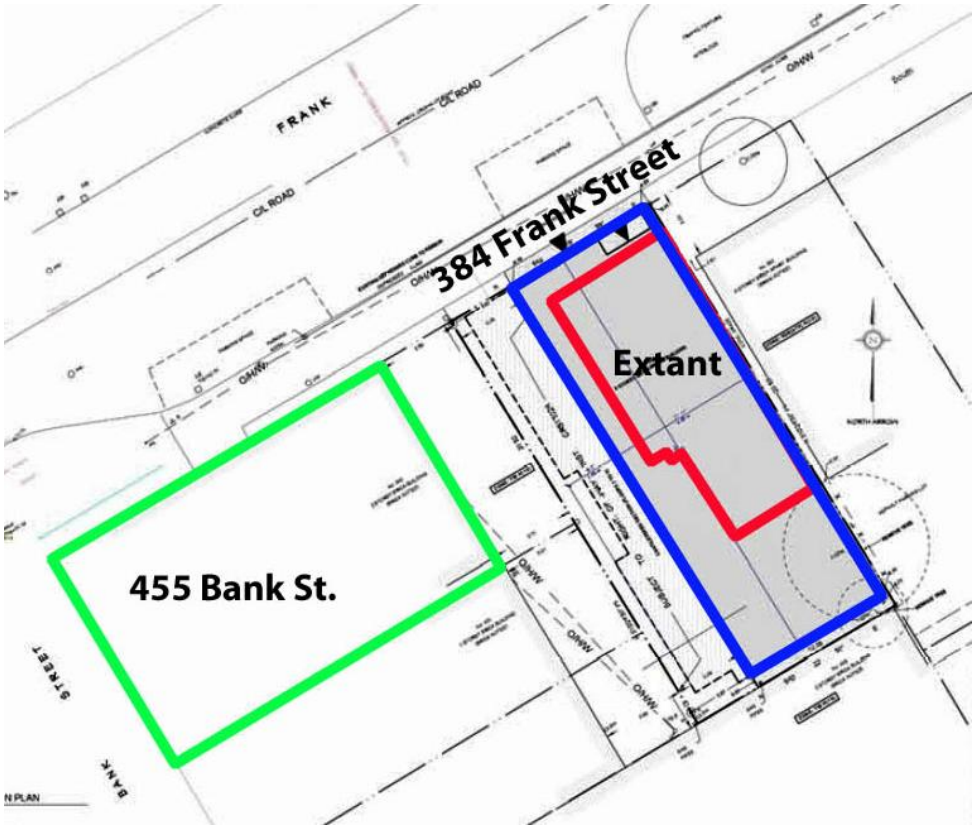

Figure 3: Building location plan annotated to show the footprints of the extant house (red), the general footprint of the proposed development (blue) and 455 Bank Street (green). Figure Source: Design Brief for the UDRP, 23 August 2018; annotations by Contentworks.)

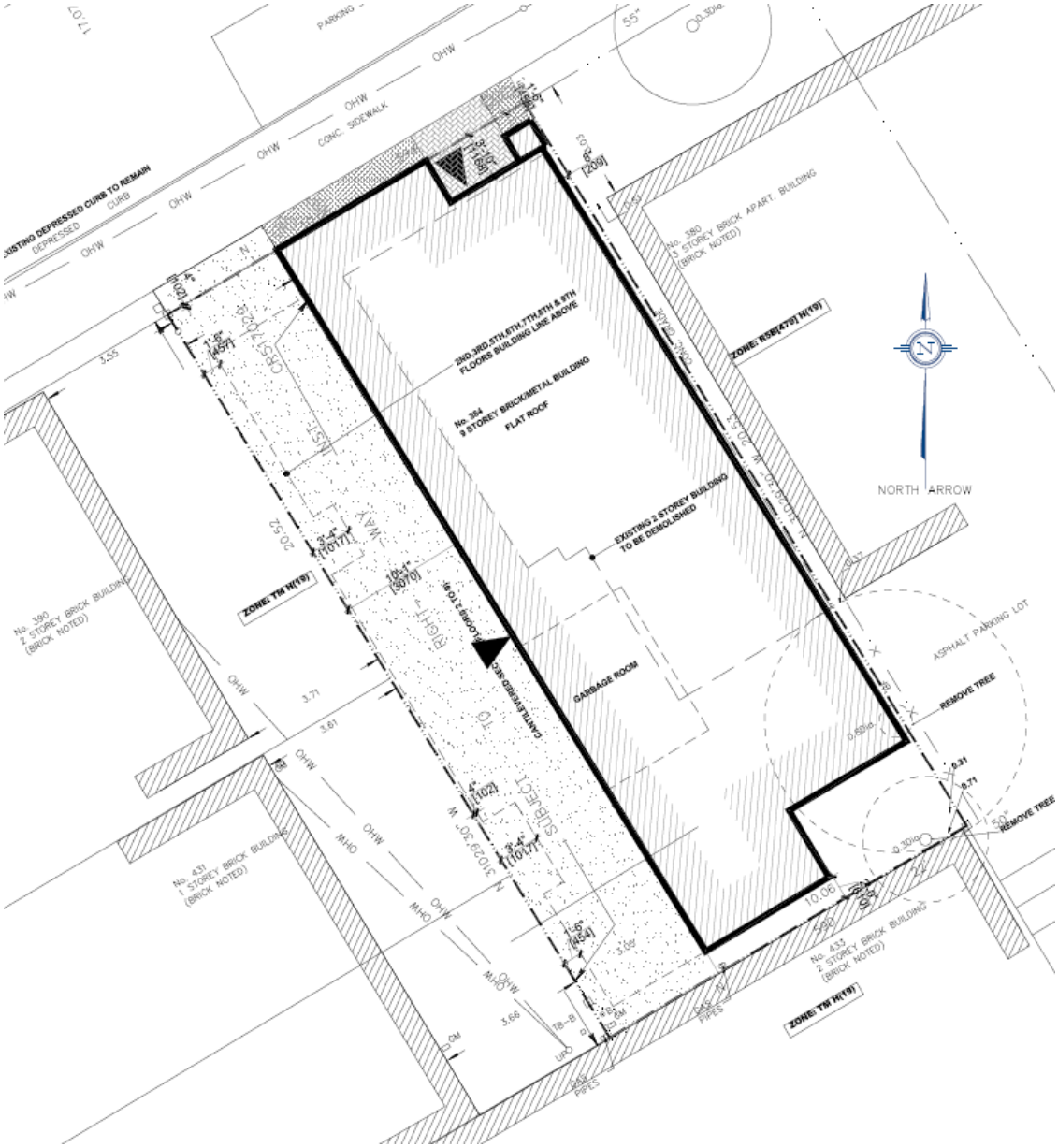

Figure 4: Site plan, showing the foot print of the proposed building inside the dotted line that shows the lot boundaries. The area between the lot line and the building on the west side is a right of way. Floors 2 to 5 will be cantilevered over the right of way. Figure Source: Ottawa Carleton Construction Ltd./ unPoised architecture, March 2018.

2 Description of Context

2.1.1 Surroundings and Streetscape

The subject property is located on Frank Street between Bank (west end) and O'Connor streets on a section of Frank Street that is a half-block in depth. The subject block between Bank and O'Connor contains a set 9 residential buildings of various eras of construction and heights, as well as two large empty lots used for surface parking (413 Bank Street and behind Staples at 403 Bank Street). No buildings on the block appear to have been demolished or replaced since the CHCD study was completed in 1997. The streetscape's heritage characteristics (older buildings and residential setbacks) are more evident at the east end of the block near O'Connor where a set of Category 2 brick residences and apartment buildings are located.

The heritage character of the south side of the block shifts at 360 Bank Street, a 9-storey apartment building built in the early 1960s. Further south there is a gracious 3-storey brick apartment building from the Edwardian era and then the 4-storey Centra apartments (Category 4 building; constructed early 1960s) at 380 Frank Street. The Centra sits immediately to the east of the subject property.

Category 2 buildings are also located within view of the subject property on Waverley Street across the parking lot of the Staples store.

The property across the street from 384 Bank Street includes vacant lots and a one-storey commercial building at 417 Bank Street evaluated as a Category 4 building. These properties are identified for zoning as Traditional Mainstreet (9 storeys).

The east wall of the subject house at 384 Frank Street sits very close (less than 1 m) from Centra apartment building.

The rear of the subject property backs on to a two-storey commercial structure at 433 Bank Street (Category 4 building) that faces Bank Street and stretches along Gladstone Avenue.

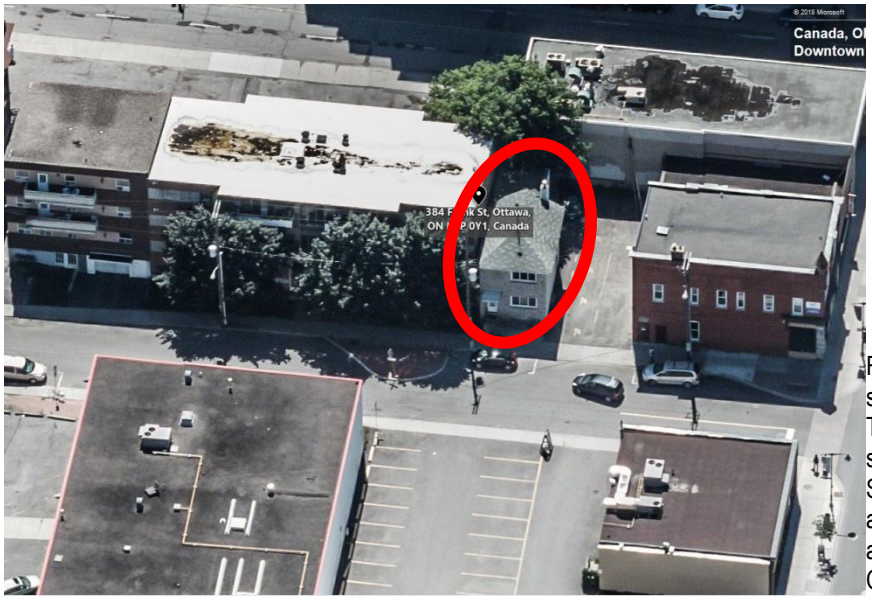

Figure 5: Development site, looking south. The lots across the street are also Figure Source: Bing.com; aerial photo 2016; annotation by Contentworks.

Figure 6: View looking east along Frank Street east of the subject property. Figure Source: Contentworks, April 2018.

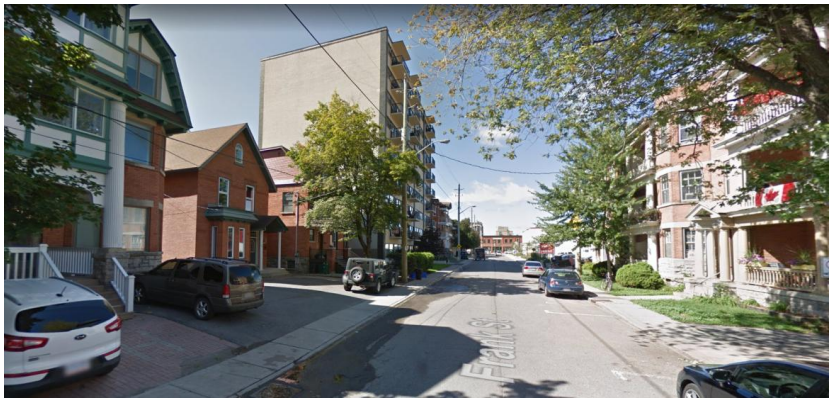

Figure 7: Looking west towards Bank Street along Frank Street just west of the corner at O'Connor Street. Figure Source: Google streetview, August 2017.

Figure 8: North side of Frank Street looking east towards the Calgarian Apartments. Figure Source: Contentworks, April 2018.

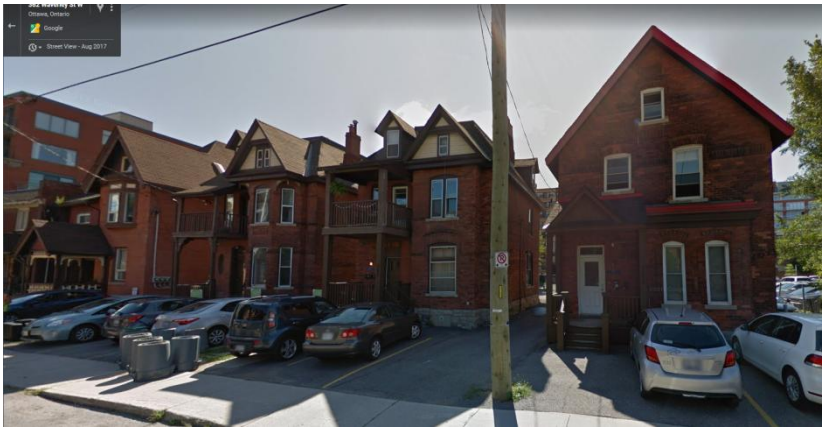

Figure 9: South side of Waverley Street showing a set of houses rated as Category 1 and 2 in the CHCD. The houses back partially or fully on to the parking lot of Staples with rear views towards the subject property. These houses, as is the case along Frank Street, are set back from street, but parking has now replaced lawns and gardens, Figure source: Google streetview, August 2017.

The building immediately to the west of the subject property is a Category 2 building at 425 Bank Street (now known as Fauna). It is a three-storey brick commercial building in the Queen Anne Style with a corner turret and large arched openings filled in with concrete or stucco panels. Its main elevation is on Bank Street. The building on the facing corner at 417 Bank Street is a Category 4 building.

Figure 10: 425 Bank Street, evaluated as a Category 2 heritage building in the CHCD Study. The subject property is located immediately to the rear of 425 Bank Street. Figure Source: Contentworks, August 2018.

Figure 11: 417 Bank Street (Category 4 building) located on the northeast corner of Bank and Frank streets. Figure Source: Contentworks, August 2018.

2.2 Heritage Issues

2.2.1 Demolition and Removal of the Heritage Overlay for the CHCD

The subject property is covered by a Heritage Overlay for Centretown that was implemented in 1978 and carried through in subsequent zoning by-laws to the current zoning by-law 2008-250 (Ottawa Official Plan, Part 2, General Provisions, Sec. 60). Respecting the overlay would require the owner of 384 Frank Street to build a building of the same volume (maximum two storeys) on the lot on the footprint of the existing building. The impact of allowing the demolition of a single non-heritage building on the heritage value of the CHCD and the building of a new building that is larger than the volume of the existing building is considered in the CHIS.

2.2.2 Infill Development on the CHCD

Any new development on the lot is an infill project to be assessed in the context of the CHCD Study, City of Ottawa planning documents, and the Standards and Guidelines for the Conservation of Historic Places in Canada. The historic place to be considered is the CHCD and its attributes, including buildings, landscapes and streetscapes that contribute to the heritage value of the CHCD.[3]

2.2.3 Heritage Impact of Rezoning in the CHCD

The CHIS is being submitted as part of an application for rezoning of 384 Frank Street from Minor Institutional to Traditional Mainstreet. The Minor Institutional zoning, which allows for a maximum building height of 15 m, is likely a hold-over from the period when the house on the property was used as a religious residence for the Calvin Hungarian Presbyterian Church from the 1960s to the 1990s. Traditional Mainstreet zoning allows for a maximum building height of 20 m (maximum of 6 storeys); the proposed development is 5 storeys and 15.86 m high.

[3] No individually designated heritage properties are located adjacent to the subject property.

3 Relevant Information from Council Approved Documents

3.1.1 Centretown Heritage Conservation District Study, 1996-1997

The CHCD was designated under the *Ontario Heritage Act* in 1997 by the City of Ottawa through By-law 269-97. The CHCD Study was completed by a consortium of consultants: Julian S. Smith, Architect; Margaret Carter, Heritage and Historical Research; Joann Latremouille, Landscape Architect and Historian; Mary Fraught, Landscape Architect; Jane Ironside, Planner; and Kevin Deevey, Architect. At the time of the district's designation, the *Ontario Heritage Act* allowed designation of a heritage conservation district under Part V of the act to proceed through a study only. The CHCD Study continues to serve as the primary heritage guidance document for heritage planning in the district although some specific recommendations, such as those concerning demolitions, have been superseded by amendments to the Act that give the City greater oversight concerning changes to properties in the district.

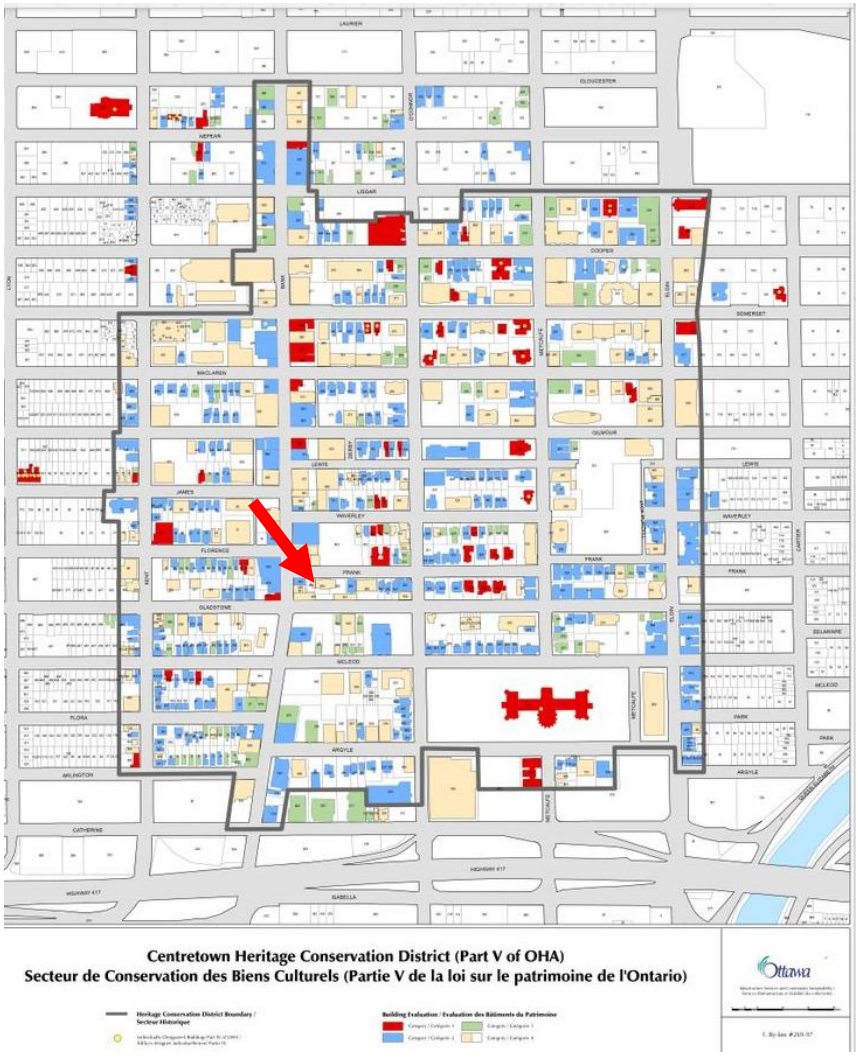

Figure 12: City of Ottawa Centretown HCD boundaries with an arrow showing the location of proposed development at 384 Frank Street. Figure Source: City of Ottawa, annotations by Contentworks. Legend: Red properties – contain buildings evaluated as Category 1; Blue – Category 2; Green – Category 3; and Buff – Category 4. All buildings, with the exception of 425-427 Bank Street (Category 2) located west of the subject property, are Category 4 buildings.

3.1.1.1 *Heritage Values of the CHCD*

The Statement of Heritage Value included in the CHCD Study is attached here as Appendix A. A slightly shorter version for the Statement of Significance on the Canadian Register of Historic Places states:

> The Centretown Heritage Conservation District has close associations with the governmental character of Uppertown to the north and developed as a desirable neighbourhood for the transient population of government workers and ministers. Centretown still contains a large variety of relatively intact historic streetscapes, reflecting the diverse nature of development that occurred in the area in order to serve the varied population. Throughout its development, the area reflected national politics and priorities of the time.
>
> The majority of buildings within the Centretown Heritage Conservation District date from the 1890-1914 period. This was a period of mature design and craftsmanship in the Ottawa area, related to the new prosperity of the expanding national capital and the availability of excellent building materials such as smooth face brick of Rideau red clay, a good selection of sandstones and limestones, a full range of milled architectural wood products, and decorative components in terra cotta, wrought iron and pressed metal.
>
> The dominant character of Centretown remains heritage residential. While most buildings retain their residential use, many others have been converted for use as professional offices, or small retail or commercial establishments. The most common residential building type is the hip-roofed single family home, with a projecting gabled bay on an asymmetrical façade. Flat roofed, medium density apartment buildings also play a strong role in defining the character of the District. Also, a few commercial corridors, most notably Bank street, run through the area while still reflecting the low scale and architectural character of the rest of the district.
>
> Centretown's landscape is unified by historical circumstance. Both Stewarton and the By Estate opened for development in the mid 1870s and developed under consistent pressures. Together they constituted the entire area within the boundaries of Centretown. The idea of a separate residential neighbourhood close to downtown was relatively rare, although the concept became increasingly popular in Canadian cities as the nineteenth century drew to a close. Along with residential Uppertown, Centretown has provided walk-to-work accommodation for Parliament Hill and nearby government offices. As part of the residential quarter of official Ottawa, Centretown was a sensitive mirror of national politics.
>
> Centretown is the surviving residential community and informal meeting ground associated with Parliament Hill. Its residents have had an immense impact upon the development of Canada as a nation. While Canada's official business was conducted around Parliament Hill, its Members of Parliament and civil service lived and met in the area immediately south. Centretown is ripe with evidence of behind-the-scenes politics, of the dedication, talent and character that have formed Canada.

3.1.1.2 *Directly Affected Cultural Heritage Attributes*

3.1.1.2.1 Attributes of the Centretown Heritage Conservation District

The subject property is located within the CHCD. The heritage character elements of the CHCD as described in the Statement of Significance (Appendix B) are:

- the heritage residential character of the district, featuring low to medium scale development
- the original grid block layout and plan
- relatively intact residential streetscapes

- predominant use of Rideau red clay decorative brick veneer with trim details in stone, wood and pressed metal
- its varied building types and styles due to the diverse populations of the area
- its single family homes executed in a vernacular Queen Anne style, with substantial wood verandas and elaborate trim, varying in size
- its low rise apartment buildings with similar detailing to single family dwellings but featuring horizontal layering and flat roofs
- its commercial corridor on Bank Street, consisting of low-rise commercial and mixed use buildings set close to the street
- its development during a significant period in the growth of Ottawa as the government centre of Canada
- its connection with Uppertown and the governmental activities which occur there
- its associations with many people and institutions of national prominence who have played an important role in shaping Canada
- its historical role as a meeting place for governmental and community groups, clubs and organizations.

3.1.2 City of Ottawa Planning Documents

3.1.2.1 *Centretown Secondary Plan*

The Secondary Plan for Centretown is intended to support a vision for Centretown to serve as "a showcase for creative and beautiful design. Heritage buildings are celebrated features of the community, carefully preserved and often creatively re-used with some incorporated into new development. At the same time, new buildings have come in all shapes and sizes, responding to established neighbourhoods and the downtown context. The resulting eclecticism reinforces Centretown's identity as a place that values its past while embracing the future."

The subject property is located in the Central Area of the planning area. The lot is identified for zoning as "Traditional Mainstreet", which can allow for 9-storey buildings and minimal front and side yards. Mainstreet zoning allows for compact development and continuous massing along the street.

The objectives of the plan are:

1. Protect identified heritage buildings, streetscapes and areas;
2. Rehabilitate, conserve and re-use buildings with heritage value;
3. Preserve and reinforce the character of stable, valued neighbourhoods and main streets;
4. Ensure the scale, massing and design of new development respects the character of surrounding established areas with concentrations of heritage buildings;
5. Preserve irreplaceable, valued architectural styles.

The Secondary Plan also states that the area will offer a range of housing options for a growing number of residents. To support residential growth, the plan encourages "New buildings to house more people will fill gaps in Centretown's urban fabric, optimizing the use of land and creating more attractive streetscapes."

To promote design excellence, the Secondary Plan aims to:

- Ensure all new development is well designed and built with high-quality, long-lasting materials;
- Ensure new development in established neighbourhoods respects and complements the existing character of the area;
- Steadily increase the number of buildings that meet high standards for energy efficiency, environmental design and green buildings generally (i.e., LEED rated buildings);

- Steadily increase the number of projects recognized by professional design organizations for excellence;
- Ensure the community is engaged in the processes that lead to significant new developments and has an opportunity to provide input on the design of new buildings and public projects.

With respect to Heritage, the Secondary Plan aims to "ensure the most significant aspects of Centretown's heritage are protected, maintained and celebrated through sensitive and complementary development consistent with with existing heritage plans and policies.

Schedule H2 establishes the maximum building heights but the Secondary Plan also requires any increases from existing zoning to be subject to a rezoning process. The current zoning of I1A (Minor Institutional) allows for a maximum building height of 15 m. Traditional Mainstreet zoning allows for a maximum building height of 20 m (maximum of 6 storeys).

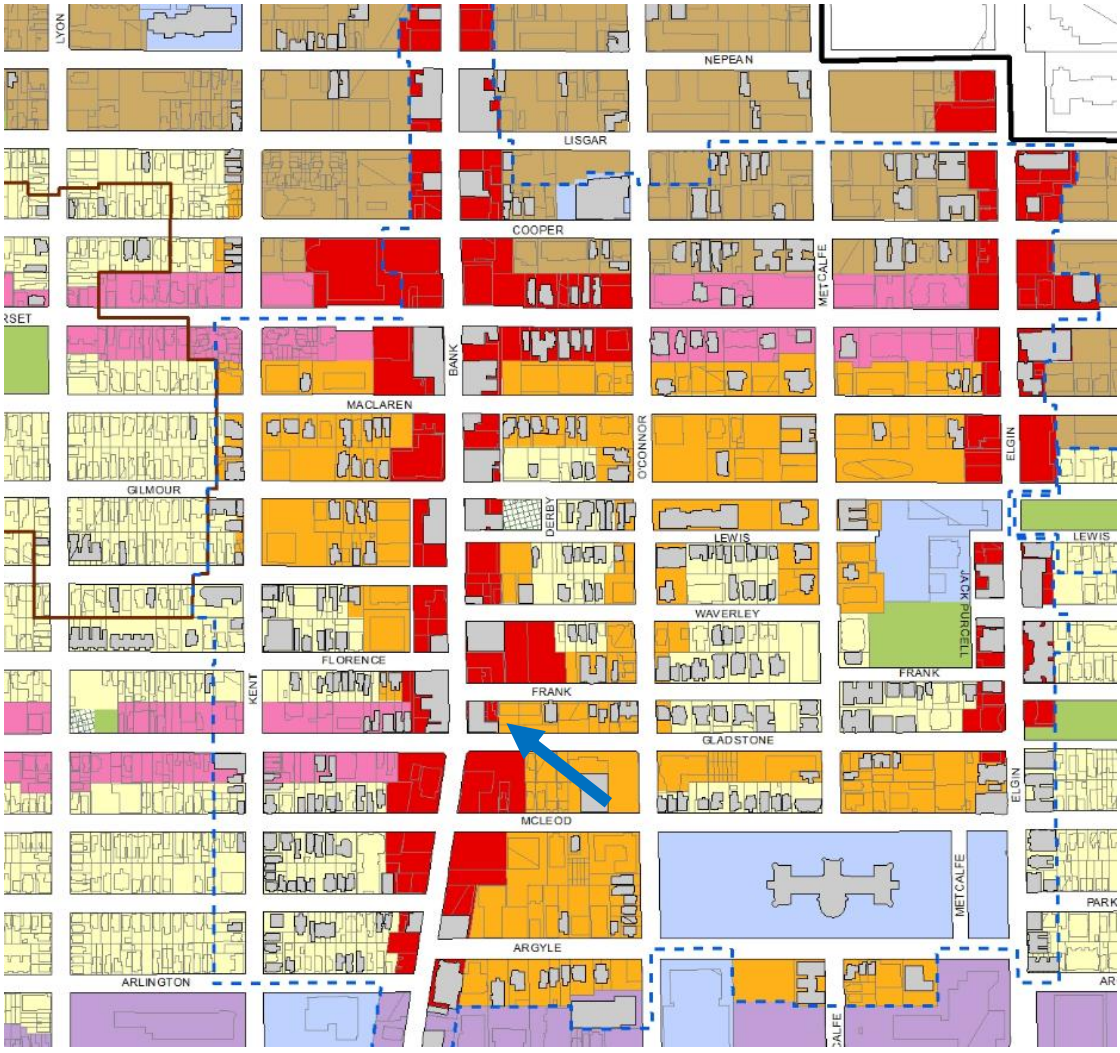

Figure 13: City of Ottawa, Centretown Secondary Plan, Schedule H1 – Land Use. The arrow has been added to show the location of 384 Frank Street. The red coloured lots are noted as Traditional Mainstreet; the grey lots are "heritage buildings"; and the yellow lots are zoned "Residential". Figure Source: City of Ottawa, online at: https://documents.ottawa.ca/sites/default/files/documents/schedule_h1_en.pdf.

3.1.2.2 *Centretown Community Design Plan (CCDP), 2013*

The CCDP supports the CHCD Study's evaluations and recommendations. The CCDP describes the Central Character Area where the subject is located as "Unlike the area to the north, which is characterized by larger buildings frequently above 10 storeys, this area is generally characterized by a mix of smaller-scale low and mid-rise buildings organized in a finer-grained development pattern." The plan also states that "Although much of this area is designated as a Heritage Conservation District, the heritage value of some areas is questionable. There are however, several pockets of outstanding heritage quality that merit full protection"

The CCDP recommends that a the Land Use Plan identify the subject lot at 384 Frank Street as "Traditional Mainstreet."

To address heritage context, the plan also recommends that:

- setbacks should be considered to address overshadowing and to serve as appropriate transitions with adjacent building heights
- façades should be modulated through the use of vertical breaks and stepbacks in a manner that is compatible with the surrounding heritage structures.

3.1.2.3 *Heritage Overlay*

The subject property lies within the Heritage Overlay for Centretown that was implemented in 1978 and carried through in subsequent zoning by-laws to the current zoning by-law 2008-250 (Ottawa Official Plan, Part 2, General Provisions, Sec. 60). The purpose of the overlay 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 384 Frank Street to build a two-storey building on the lot on the footprint of the existing building and would allow an addition within a specific envelope.

3.1.2.4 *Heritage Policy (Section 4.6.9 of the Official Plan)*

Section 4.6.9 states:

> When reviewing applications for zoning amendments, site plan control approval, demolition control, minor variance, or the provision of utilities affecting lands/properties adjacent to or across the street from a designated heritage resource, adjacent to or across the street from the boundary of a heritage conservation district, or within heritage conservation district, the City will ensure that the proposal is compatible by:

1. Respecting the massing, profile and character adjacent to or across the street from heritage buildings; [Amendment #76, August 04, 2010]
2. Approximating the width of nearby heritage buildings when constructing new buildings facing the street;
3. Approximating the established setback pattern on the street;
4. Being physically oriented to the street in a similar fashion to existing heritage buildings;
5. Minimizing shadowing on adjacent heritage properties, particularly on landscaped open spaces and outdoor amenity areas;
6. Having minimal impact on the heritage qualities of the street as a public place in heritage areas;
7. Minimizing the loss of landscaped open space;
8. Ensuring that parking facilities (surface lots, residential garages, stand-alone parking and parking components as part of larger developments) are compatibly integrated into heritage areas;

9. Requiring local utility companies to place metering equipment, transformer boxes, power lines, conduit equipment boxes, and other utility equipment and devices in locations that do not detract from the visual character or architectural integrity of the heritage resource.

3.1.3 Standards and Guidelines for the Conservation of Historic Places in Canada

The City requires a CHIS to consider the impacts of a proposed intervention to a heritage property in the context of the *Standards and Guidelines for the Conservation of Historic Places in Canada* (hereafter cited as *Standards and Guidelines*.) The *Standards and Guidelines* include process steps, treatment categories and general and specific guidelines to conserve the attributes[4] of heritage resources. The heritage resource to be considered is the CHCD. The intention of the *Standards and Guidelines* is to help safeguard the heritage attributes of the heritage resource. The general categories of actions are: preservation, rehabilitation and restoration. The proposed project includes infill, which fits into the category of "rehabilitation."[5] Rehabilitation is defined as a "the action or process of making possible a continuing or compatible contemporary use of an *historic place*, or an individual component, while protecting its *heritage value.*"[6]

Relevant standards and guidelines from the document are:

- Standard 12: Create any new additions or related new construction so that the essential form and integrity of an *historic place* will not be impaired if the new work is removed in the future.
- Guidelines related to cultural landscapes include:
    - Land patterns identified as heritage attributes
        - Recommended: Designing a new feature when required by a new use that does not obscure, damage or destroy character-defining land patterns
        - Not recommended: Introducing a new feature that is incompatible in size, scale or design with the land pattern.
    - Visual relationships identified as heritage attributes
        - Recommended: Designing a new feature when required by a new use that respects the historic visual relationships in the cultural landscape. This can include matching established proportions and densities, such as maintaining the overall ratio of open space to building mass in an urban heritage district when designing an infill building.
        - Not recommended: Introducing a new feature that alters or obscures the visual relationships in the cultural landscape, such as constructing a new building as a focal point, when a character-defining vista was traditionally terminated by the sky.

[4] Heritage attributes is the term used under the *Ontario Heritage Act*; the *Standards and Guidelines* use character-defining elements.
[5] The development requires demolition of a building, but this CHIS is considering demolition as a step towards infill, not as a action on its own.
[6] SGCHP: 17.

4 Description of Resources

4.1.1 Subject Property – 384 Frank Street

The subject property is occupied by a former residence that was likely built in the post-war period and remodelled c 1970 as a residence for priests. It is a Category 4 building in the CHCD. The evaluation sheet from the CHCD Study for 384 Frank Street describes the house as a "minor example of residential development" that is "compatible with heritage residential environment." Its architectural style is noted as "vernacular" and its architectural integrity as "poor."

4.1.2 Adjacent Heritage Property – 425 Bank Street

The sole building near the subject property evaluated above Category 4 is the building at 425 Bank Street, currently used by the restaurant Fauna. The heritage evaluation form identifies its year of construction as 1879-1901. 425 Bank Street was evaluated as a Category 2 building because it is a "good example of turn of the century commercial design" that is "very compatible with heritage commercial environment" and "reinforces heritage commercial character of Bank Street corridor." Alterations that are visible on the building today were also present when the evaluation was undertaken.

Figure 14: 425 Bank Street. Source: Contentworks, November 2018.

Figure 15: Illustration of the proposed project as seen from the west side of Bank Street looking towards 425 Bank Street. Source: Ottawa Carleton Construction Group Ltd., March 2019.

4.1.3 Organization and Landscape

The subject site is a single lot that is typical of residential lots in the CHCD. The house is set back about 2 m from the sidewalk, in front of the setback of the neighbouring Centra Apartment building but slightly behind the side lot line of the Frank Street elevation of 425 Frank Street (Figure 4).

Figure 16: 3-D view of Frank Street looking south with the Staples parking lot is in the middle of the image and the set of Category 1 and 2 houses on Waverley Street circled. Source: Google 3-D mapping with annotations by Contentworks.

4.2 Site Development History

The history of the development site is not documented in the CHCD evaluation form. Based on fire insurance plans, aerial photographs and directory research, a two-and-a-half-storey wood frame house with brick cladding was located on the property as early as 1912 and appears to have been replaced by the current two-storey house shortly after the Centra Apartments were constructed in the early 1960s.

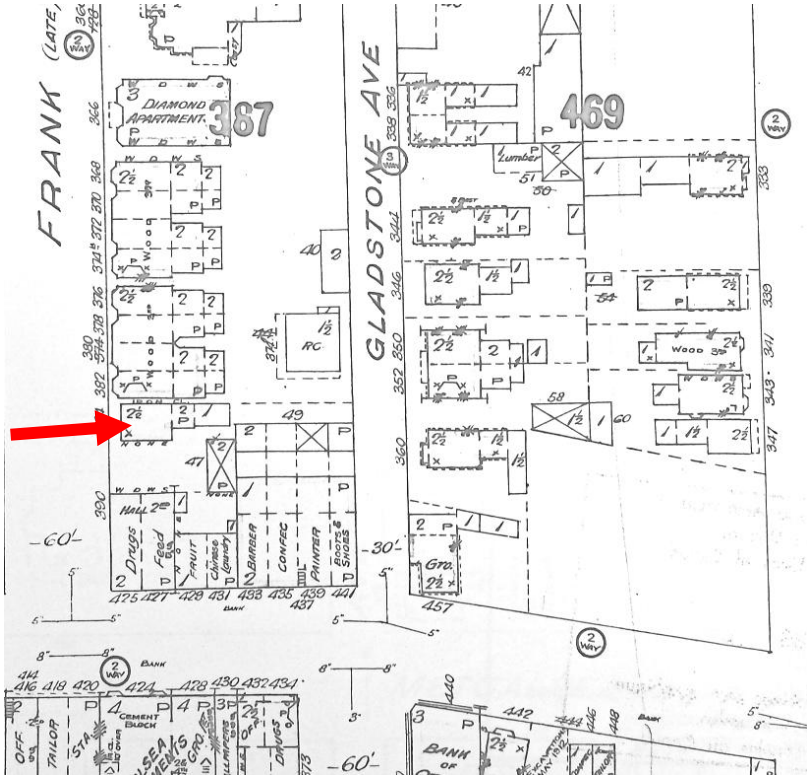

Figure 17: Ottawa Fire Insurance Plan, 1912, sheet 66. The arrow points to 384 Frank Street, showing a residence of 2 ½ storeys. Figure Source: City of Ottawa Archives, photo taken by Contentworks.

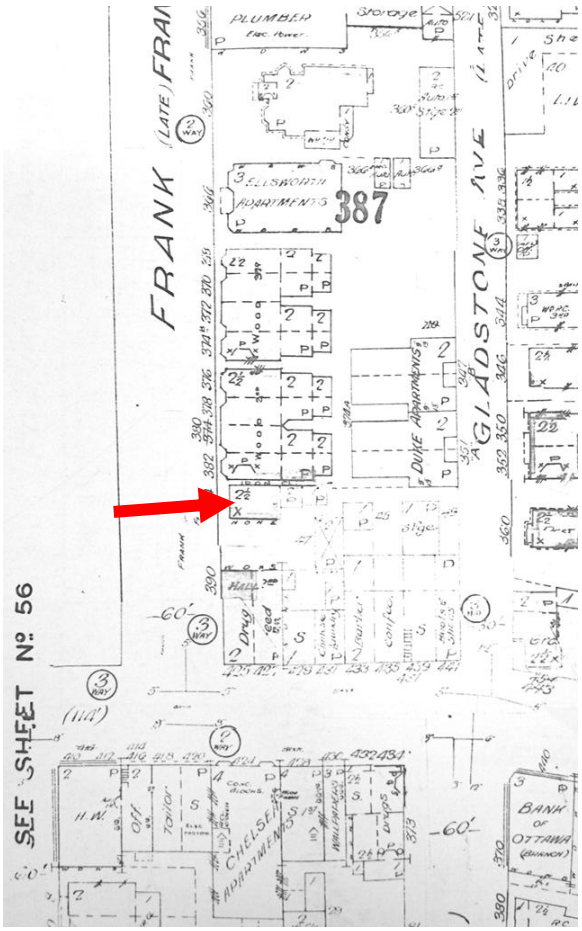

Figure 18: Ottawa Fire Insurance Plan, 1922, sheet 66. The arrow points to 384 Frank Street, showing a residence of 2 ½ storeys. Figure Source: City of Ottawa Archives, photo taken by Contentworks.

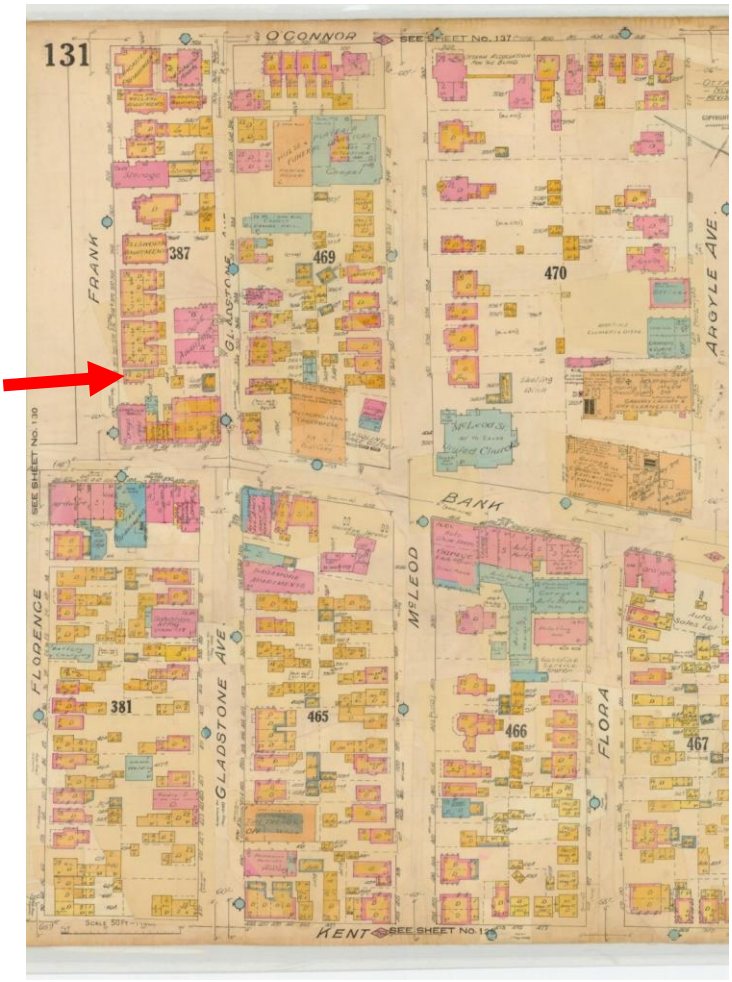

Figure 19: Ottawa Fire Insurance Plan, 1928-1948, sheet 131. The arrow points to 384 Frank Street. Figure Source: City of Ottawa Archives, photo taken by Contentworks.

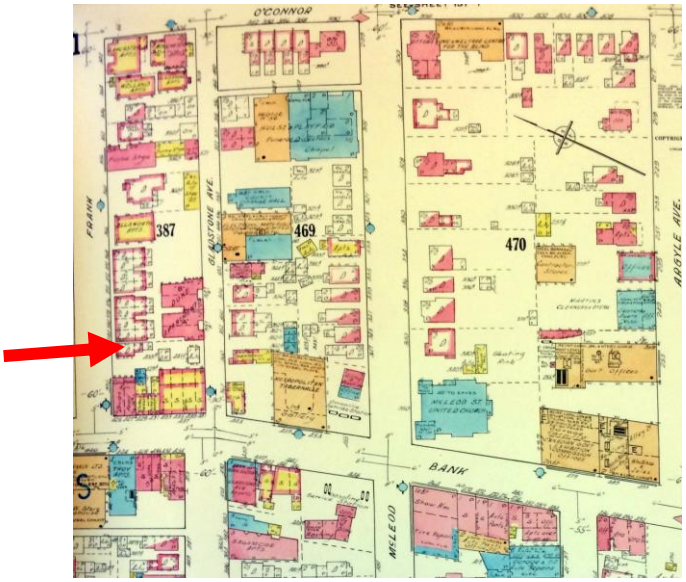

Figure 20: Ottawa Fire Insurance Plan, 1956, sheet 131. The arrow points to 384 Frank Street. Figure Source: City of Ottawa Archives, photo taken by Contentworks.

5 Proposed Development

5.1 Overall Plan and Design

The proposed building has a rectangular footprint with a recessed front entrance, a recessed back corner to allow for larger windows on the south side of the building, and recessed window channels on the west side.

The proposed project at 384 Frank Street consists of a three-storey walk-up residential building with two units in the basement, two units on the ground floor, and two two-bedroom units on the second and third floors. A roof patio will be built on the roof on the north side of the mechanical penthouse. The total height, including the penthouse unit, is 43 ft (12.2 m).

The main elevation is divided into three bays, with red-brown brick facing used to articulate the east and centre bays. The west bay is recessed about 1 m from the main elevation, visually separated from the centre bay by a light grey panel, dropped down slightly to allow for an alignment in the cornice height with 425 Bank Street, and cantilevered over the right of way from the second floor and above. The massing of the building is broken up by the recessing of the bay and by its cladding in grey cement board, which is also the primary cladding material for the east, west and south elevations.

Generous multi-pane windows face north towards Frank Street, while side windows are located in recessed channels that extend from the second floor up. The rear (south) elevation includes tall windows for the apartment units facing the rear of the building. The entrance is recessed on the east side of the building on Frank Street.

The right-of-way to access parking spaces behind the buildings on Bank Street will be used for a side entrance and garbage collection near the rear of the development.

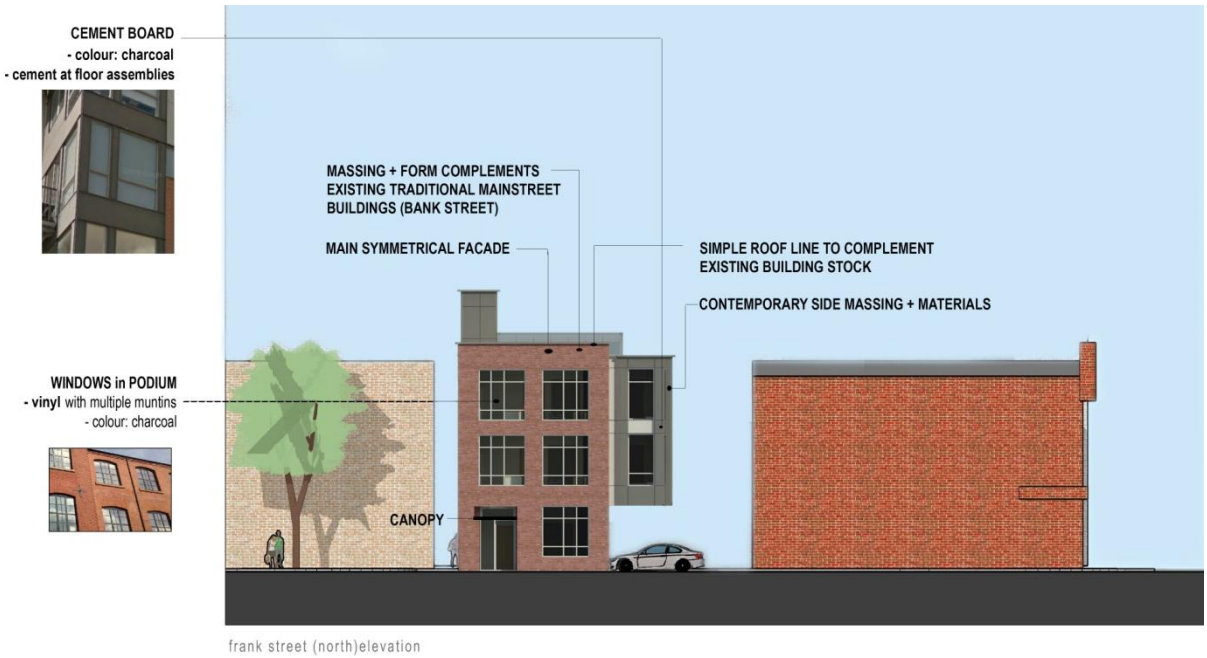

Figure 21: Architectural rendering of the proposed building Frank Street (north) elevation in context with 425 Bank Street, a Category 2 Heritage Building in the CHCD. Source: 384 Frank Street Proposal, March 2019.

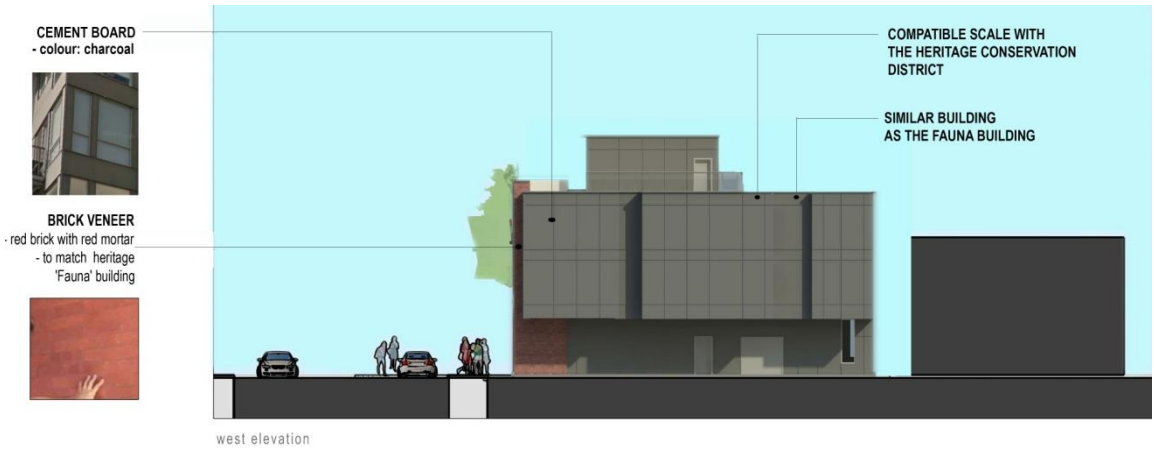

Figure 22: Architectural rendering of the west elevation that will be mostly hidden from views from Bank Street. Source: Ottawa Carleton Construction Ltd. (drawings and annotations).

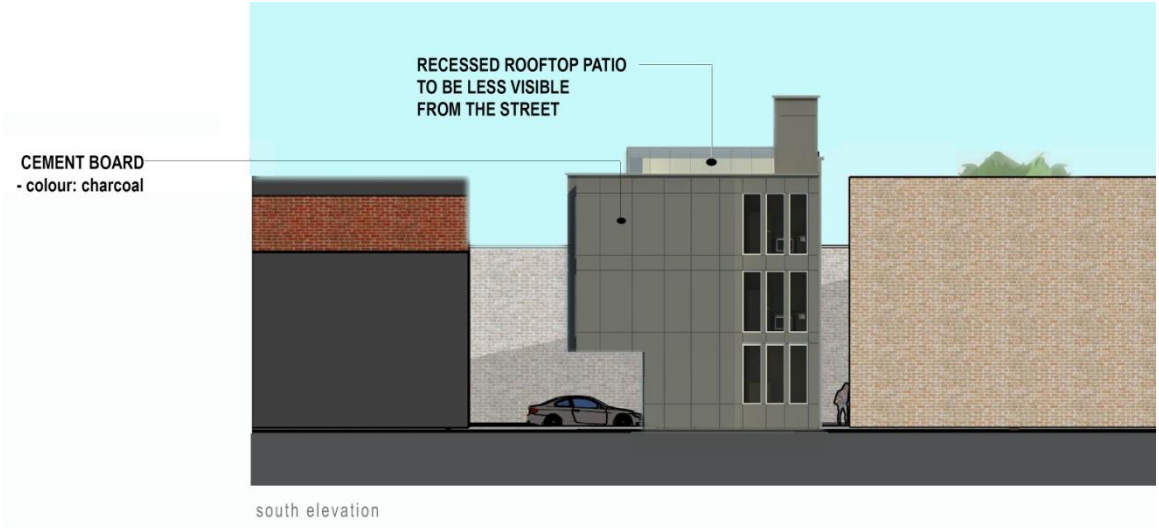

Figure 23: Architectural rendering of the rear (south) elevation visible from Gladstone Avenue. Source: Ottawa Carleton Construction Ltd. (drawings and annotations).

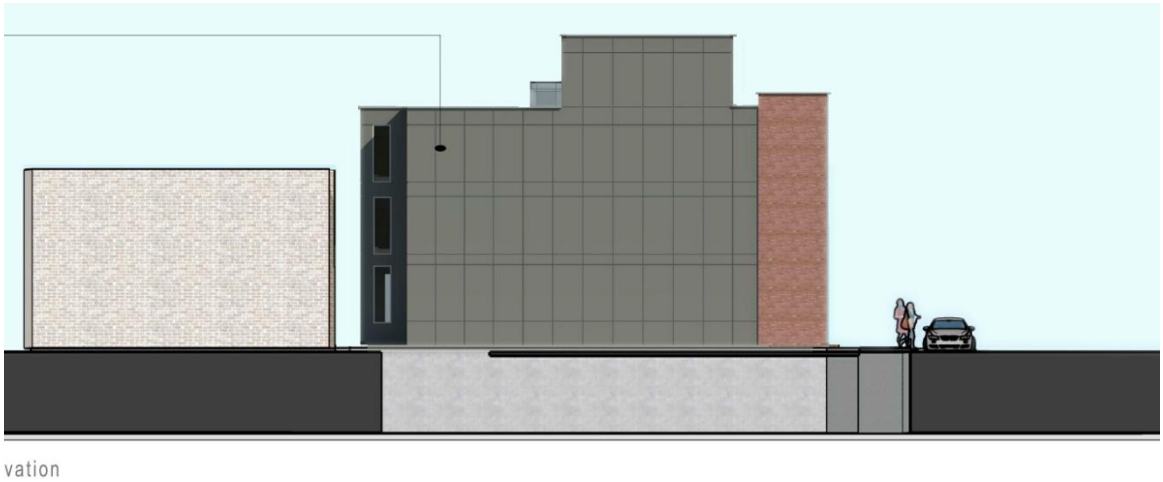

Figure 24: Architectural rendering of the east elevation that will largely be screened from view by the Centra Apartments to the east, except for the brick portion. Source: Ottawa Carleton Construction Ltd. (drawings and annotations).

5.2 Style and Materials

The proposed building is a contemporary structure with a flat roofline. The building is clad in red-brown brick and cement board, with the façade featuring large multi-pane windows. The low height of the building (three storeys above grade), the brickwork on the façade that wraps around the first bay of the side elevations, its massing that emphasizes typical historic building widths, and its simple roof line provide continuity with its historic context.

5.3 Organization

The footprint of the building sits 2 ft 6 in behind the property line, which is about 3 ft in front of the Centra apartment block, but in line with the north wall of the 425 Bank Street at the corner. There will be no parking provided on the site; the right of way allows rear parking on the adjoining lot for 425 Bank Street. No space is provided for trees on the lot.

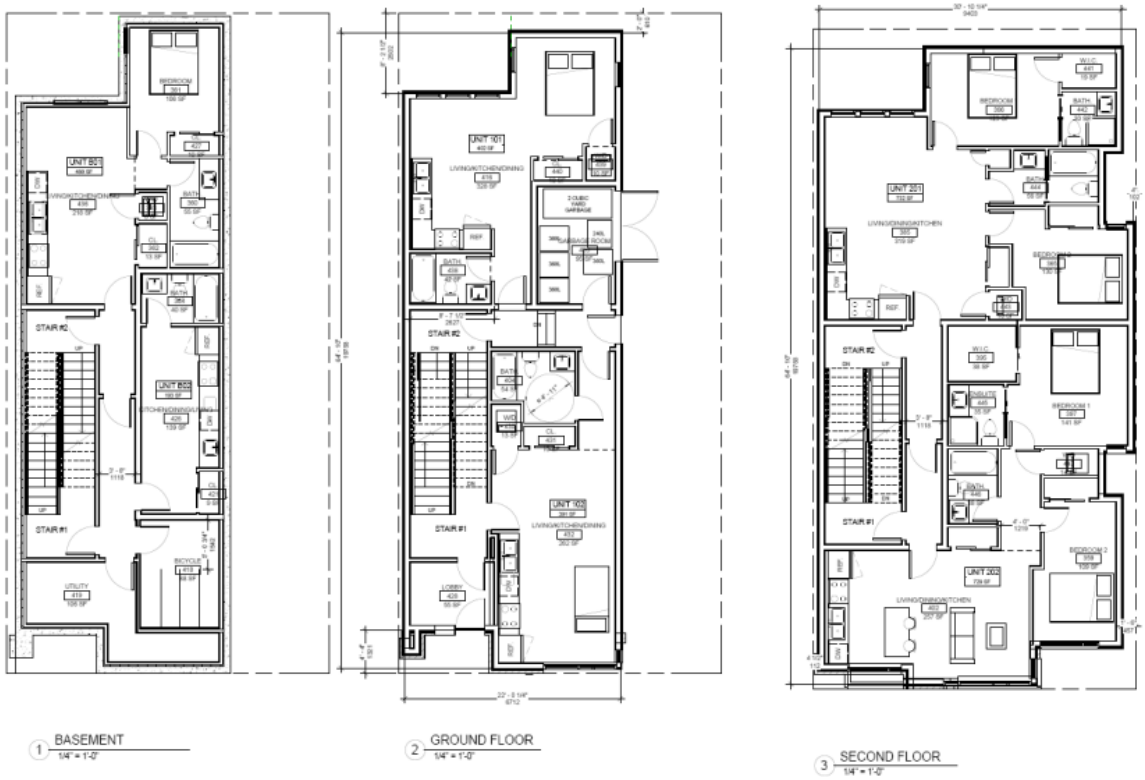

Figure 25: Plans of the basement, ground and second floors. Source: 384 Frank Street, Ottawa Carleton Construction Ltd., Proposal, March 2019.

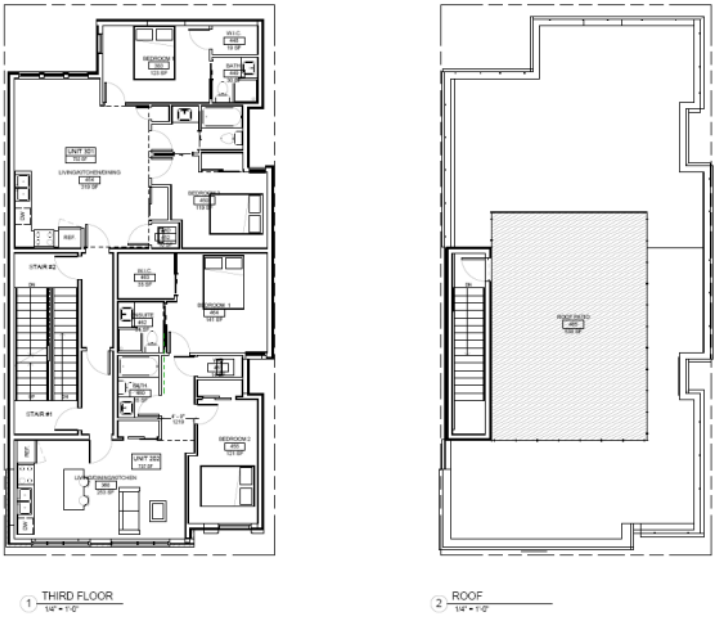

Figure 26: Plans of the third floor and roof. Source: 384 Frank Street, Ottawa Carleton Construction Ltd., Proposal, March 2019.

5.4 Parking and Circulation

The project includes no parking spaces. A right of way along the west side of the building runs below the cantilevered bay to provide access to parking on the neighbouring property and to a side entrance to 384 Frank Street.

6 Impact of Proposed Development

6.1 Discussion of impacts

This discuss of impacts begins with recommendations from the CHCD Study and adds new recommendations and policies from other documents.

Centretown Heritage Conservation District Study

Recommendation	Discussion
CHCD Study, Section VII. It is important to encourage infill development, and to promote design which is sympathetic to existing building types and which re-establishes streetscape continuity.	Infill will either take place on the existing lot or through a larger land assembly with a neighbouring property. An opportunity exists to build infill on a single lot and add a residential building that is the same height as the neighbouring building to the east and less than one storey taller than 425 Bank Street.
CHCD Study, Section VII. Infill should not rely on land assembly leading to large-scale development. It will be easier with small and medium size development to maintain texture and variety of the existing streetscape.	The proposed development does not rely on land assembly. The texture of the street, which is fragmented at the west end near Bank Street due to large empty lots, will be improved.
CHCD Study, VII. All infill should be of contemporary design, distinguishable as being of its own time. However, it must be sympathetic to the heritage character of the area, and designed to enhance these existing properties rather than calling attention to itself.	The proposed development's design addresses this guideline in its aesthetic treatment and massing (contemporary), the use of brick detailing and the sympathetic design that respects and enhances the massing and materials of 425 Bank Street. It is clearly contemporary in its design due to its massing and to cantilevered section.
CHCD Study, VII. Brick veneer should be the primary finish material in most areas, to maintain continuity with existing buildings. Trim materials would commonly be wood or metal; and details at cornices, eaves, and entrances should be substantial and well-detailed. Colours should be rich and sympathetic to existing patterns. Lighting should be discreet and can be used to highlight architectural features.	The proposed development uses brick in a purposeful and sympathetic manner. The cement-board panels are contemporary materials that provide pleasing colour and texture contrasts with the brickwork.
CHCD Study, VII. The form of new buildings should reflect the character of the area they are in, which will vary considerably along Elgin, Somerset, Gladstone, and other mixed use locations. In most cases, buildings should be two, three or four storeys in	The building is three storeys in height with a setback that is forward from the neighbouring apartment building but in line with the Frank Street elevation of 425 Bank Street. The floor levels are taller than the existing building, which is a post-war house, but similar to the heights of buildings on Bank Street and mid-century

height, with a setback that matches adjacent properties. Floor levels should also match what exists.	apartment buildings in the CHCD.
CHCD Study, VII. Materials and colours should ensure continuity in the streetscape.	The main façade features three storeys articulated in brick, which will provide continuity with the streetscape.
Centretown Secondary Plan	
Recommendation	Discussion
Recommends Traditional Mainstreet zoning to a maximum building height of 9 storeys for the subject property and for the properties across Frank Street from the subject property.	The development is within the maximum height allowed for Traditional Mainstreet developments.
Ensure the community is engaged in the processes that lead to significant new developments and has an opportunity to provide input on the design of new buildings and public projects.	The proponents have met with representatives of the Centretown Community Association (most recently on 8 December 2018) and with the local councillor, Catherine McKenney. They expressed support for a new residential building.
Heritage Overlay	
The purpose of the overlay 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."	The demolition affects a single structure determined to be a Category 4 building that does not contribute to the heritage character of the CHCD or the streetscape due to its design, placement very close to the street, and spatial organization. The infill impacts are considered in the discussions concerning the CHCD and the Secondary Plan.
Section 4.6.9 of the Official Plan	
Approximating the width of nearby heritage buildings when constructing new buildings facing the street	The proposed development sits on a single lot from the original subdivision of the Centretown area.
Approximating the established setback pattern on the street	The setbacks vary along the street. The proposed building stands proud of the Centra apartments to the east, but it sits in line with the Frank Street elevation of 425 Bank Street.
Standards and Guidelines for the Conservation of Historic Places in Canada	
Recommendation	Discussion
Create any new additions or related new construction so that the essential form	The proposed development sits on a single lot from the original subdivision of the Centretown area and it is

and integrity of an *historic place* will not be impaired if the new work is removed in the future.	detached from all neighbouring buildings, including 425 Bank Street. It can be removed.

6.1.1 Impact Summary

Positive impacts of the proposed development include:

- Replacing a deteriorating building with a new structure of strong architectural merit and interest
- Purposeful design connections between the new building and historic structures in the CHCD in the use of brick that wraps around the first three storeys
- A sense of moving around a corner into a more residential area from Bank Street
- An emphasis on contemporary materials[7] and colours in a manner that is compatible with but distinct from historic materials (brick, wood and stone)
- Retaining the historic lot size, rather than assembling multiple lots into a new development
- Creating a more pleasant pedestrian experience through a well-designed and well-lit entrance that is also scaled to the size of street-front commercial spaces on Bank Street and other commercial streets
- Constructing a building that will strengthen the residential function of the block and signal to viewers passing by on Bank Street that the block is residential
- Creating continuity with 425-427 Bank Street (Fauna Building; Category 1 Heritage Building) in the use of brick and a similar cornice height
- Respectful of side-lot spatial relationships in retaining the distances between buildings on the east and west sides

Adverse impacts of the proposed demolition and infill development include:

- No adverse impacts are identified.

7 Alternatives and Mitigation Strategies

7.1 Alternatives

The design of the proposed building has changed significantly since the first pre-consultation meeting with the City in April 2018. Previous designs were taller, up to 9 storeys.

[7] The CHCD Study was completed in 1997. It makes no mention of options to use alternative materials, such as cement board and painted metal, that have been found to be appropriate in historic urban settings in North America and elsewhere.

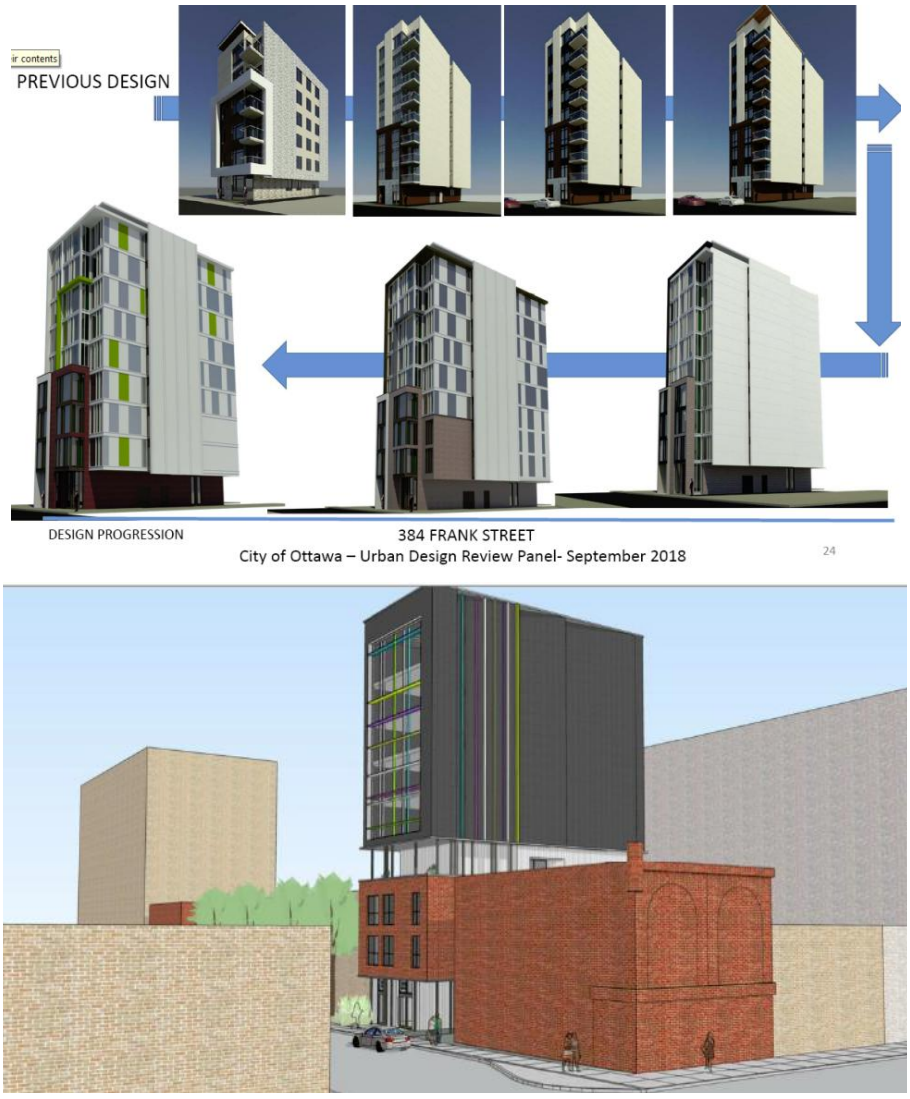

Figure 27: Progression of the design for 384 Bank Street. Figure Source: *Design Brief for the UDRP,* 23 August 2018 (above) and 17 December 2018 (below))

7.2 Mitigation

7.2.1 Demolition

Demolition methods must ensure that the structural and design of integrity of 425 Bank Street is unaffected.

7.2.2 Re-zoning and Site Plan

No mitigation is proposed.

7.2.3 Heritage Permit

No mitigation is proposed.

8 Conclusion

Based on a review of the proposed development (demolition of an existing two-storey house and building of a three-storey residential building) and consideration of both positive and negative impacts, the consultant believes that the project is appropriate for the CHCD.

Appendix A: Statement of Heritage Character for the Centretown Heritage Conservation District

The statement of heritage character cited below is taken from the CHCD Study (p. 109, Section VII.1.3.)

The following statement of heritage character is intended to form the basis for evaluating heritage resource management initiatives and guidelines within the proposed district. The purpose of district designation is to protect those aspects of heritage character which are most valued by the community.

Centretown has always been a predominantly residential area, functionally linked to Parliament Hill and the structures of government. Over the past century, it has housed many individuals important to Canada's development as a nation. The built fabric of this area is overwhelmingly residential. It is dominated by dwellings from the 1890-1914 period, built to accommodate an expanding civil service within walking distance of Parliament Hill and government offices. There is a wide variety of housing types from this period, mixed in scale and level of sophistication. It had an early suburban quality, laid out and built up by speculative developers with repetitive groupings.

There is a sprinkling of pre-1890 buildings on the north and south perimeters which predate any major development. There are also apartment buildings constructed and redeveloped during the 1914-1948 period in response to the need to house additional parliamentary, military, civil service and support personnel. In the recent 1960-1990 period, the predominantly low-scale environment has been punctuated by high-rise residential development.

Over the past century, this area has functioned as soft support for the administrative and commercial activity linked to Parliament Hill. In addition to residences, it has accommodated club facilities, organizational headquarters, institutions, professional offices and transportation services, all associated with Ottawa's role as national capital. Conversely, many of the facilities that complement Centretown's existence as a residential community have traditionally been situated in the blocks between Laurier and Wellington, closer to Parliament Hill.

Centretown has one major commercial artery, Bank Street. This street predates the community of Centretown both as a commercial route and as the major transportation corridor between Parliament Hill and outlying areas to the south. Bank Street has always serviced the entire area, with secondary commercial corridors along Elgin, Somerset, and Gladstone in select locations and time periods. The Bank Street commercial corridor broadens onto associated side streets in periods of intense pressure, then narrows back to the street itself when the commercial activity is in decline.

Centretown itself has always been an access route to Parliament Hill. There is a longstanding pattern of north/ south movement through the area by outsiders. Over the years, this pattern has been supported by livery locations, streetcar routes and automobile traffic corridors. Long distance travellers have traditionally arrived on the transportation corridor that marks the south boundary of the area - originally the Canadian Atlantic Railway and later its replacement the Queensway. Travel within Centretown occurs east/ west, radiating from Bank Street.

As the federal government's residential quarter, planning initiatives in Centretown have been influenced by both federal and municipal authorities. Federal intervention in this area has established some of its unusual qualities such as the formal emphasis on the Metcalfe Street axis, early enhancement of its residential quality, and a number of its parks and services. The streetscapes have traditionally been enhanced by extensive public tree planting and other hard and soft landscape features, many of which have been in decline since the period of extensive tree removal in the 1930s and 40s. However, the scale and texture of the heritage streetscape are still discernible.

This area is unique both as an early residential suburb and as the temporary and permanent home of many of those who have governed and shaped the nation.

Appendix B: Statement of Significance for the Centretown Heritage Conservation District

The following Statement of Significance (SOS) appears on the Canadian Register of Historic Place (www.historicplaces.can) as submitted by the City of Ottawa. Some differences are evident between the SOS and Heritage Character Statement (Appendix A). The section on Character-Defining Elements is a succinct summary of the physical elements that are important in retaining the heritage value of the historic place, namely, the entire CHCD.

Description of Historic Place

The Centretown Heritage Conservation District is a primarily residential area, with some commercial corridors, within downtown Ottawa. Centretown consists of many blocks in the centre of Ottawa, south of Parliament Hill, to the north of the Queensway corridor and to the west of the Rideau Canal. Since its development, Centretown has served as a residential community serving the government activities of Uppertown and has been home to many of the civil servants and government ministers of Parliament Hill. The buildings comprised in the district were mainly constructed between the 1880s and the 1930s and the original low to medium residential scale is relatively intact throughout the area.

The District was designated under Part V of the Ontario Heritage Act by the City of Ottawa in 1997 (By-law 269-97).

Heritage Value

The Centretown Heritage Conservation District has close associations with the governmental character of Uppertown to the north and developed as a desirable neighbourhood for the transient population of government workers and ministers. Centretown still contains a large variety of relatively intact historic streetscapes, reflecting the diverse nature of development that occurred in the area in order to serve the varied population. Throughout its development, the area reflected national politics and priorities of the time.

The majority of buildings within the Centretown Heritage Conservation District date from the 1890-1914 period. This was a period of mature design and craftsmanship in the Ottawa area, related to the new prosperity of the expanding national capital and the availability of excellent building materials such as smooth face brick of Rideau red clay, a good selection of sandstones and limestones, a full range of milled architectural wood products, and decorative components in terra cotta, wrought iron and pressed metal.

The dominant character of Centretown remains heritage residential. While most buildings retain their residential use, many others have been converted for use as professional offices, or small retail or commercial establishments. The most common residential building type is the hip-roofed single family home, with a projecting gabled bay on an asymmetrical façade. Flat roofed, medium density apartment buildings also play a strong role in defining the character of the District. Also, a few commercial corridors, most notably Bank street, run through the area while still reflecting the low scale and architectural character of the rest of the district.

Centretown's landscape is unified by historical circumstance. Both Stewarton and the By Estate opened for development in the mid 1870s and developed under consistent pressures. Together they constituted the entire area within the boundaries of Centretown. The idea of a separate residential neighbourhood close to downtown was relatively rare, although the concept became increasingly popular in Canadian cities as the nineteenth century drew to a close. Along with residential Uppertown, Centretown has provided walk-to-work accommodation for Parliament Hill and nearby government offices. As part of the residential quarter of official Ottawa, Centretown was a sensitive mirror of national politics.

Centretown is the surviving residential community and informal meeting ground associated with Parliament Hill. Its residents have had an immense impact upon the development of Canada as a nation. While Canada's official business was conducted around Parliament Hill, its Members of Parliament and civil service lived and met in the area immediately south. Centretown is ripe with evidence of behind-the-scenes politics, of the dedication, talent and character that have formed Canada.

Figure Source: Centretown Heritage Conservation District Study, Winter 1996-1997, City of Ottawa.

Character-Defining Elements

Character defining elements that contribute to the heritage value of the Centretown Heritage Conservation District include:
- the heritage residential character of the district, featuring low to medium scale development
- the original grid block layout and plan
- relatively intact residential streetscapes
- predominant use of Rideau red clay decorative brick veneer with trim details in stone, wood and pressed metal
- its varied building types and styles due to the diverse populations of the area
- its single family homes executed in a vernacular Queen Anne style, with substantial wood verandas and elaborate trim, varying in size
- its low rise apartment buildings with similar detailing to single family dwellings but featuring horizontal layering and flat roofs
- its commercial corridor on Bank Street, consisting of low-rise commercial and mixed use buildings set close to the street.
- its development during a significant period in the growth of Ottawa as the government centre of Canada.
- its connection with Uppertown and the governmental activities which occur there.
- its associations with many people and institutions of national prominence who have played an important role in shaping Canada.
- its historical role as a meeting place for governmental and community groups, clubs and organizations

Appendix C: Building Improvement and Design Guidelines

(Selected Guidelines) from the Centretown Heritage Conservation District Study

Note: The existing house is a Category 4 building (low heritage value). The CHCD guidelines for "heritage" residential structures are focused on "turn-of-the-century" structures and mid-rise apartment buildings from the first half of the 20th century.[8]

This selection from the full set of guidelines applies to existing "Heritage Residential Properties" and new construction.

VII.5.5 Commercial and Mixed Use Infill

Appropriate infill design is critical to the long-term success of the heritage commercial corridors within the District. This infill must respect the existing heritage character by providing sympathetic contemporary design.

There has been a continuous process of construction, alteration, demolition and infill over the years. However, the dominant character of the area was set at the turn of the century, and the surviving buildings from this period still establish the best point of reference for the design of infill projects.

On Bank Street, the original buildings were all commercial to begin with, and infill design can continue to reflect a dominant turn-of-century commercial vocabulary. On Elgin, Somerset and Gladstone, the early building stock was more residential in nature, and contemporary infill must take this adaptive reuse background into account.

Recommendations

All infill should be of contemporary design, distinguishable as being of its own time. However, it must be sympathetic to the heritage character of the area, and designed to enhance these existing properties rather than calling attention to itself.

[Other recommendations regarding Commercial and Mixed Use Infill do not apply.]

VII.5.6 Residential Infill

As with the commercial corridors, there are many vacant lots in the older residential areas. Sympathetic infill is important to the long term survival of the heritage residential character.

Infill should not rely on land assembly leading to large-scale redevelopment. It will be easier with small and medium size developments to maintain the texture and variety of the existing streetscape.

The actual scale and density of infill will vary depending on the exact location. Some areas still have a predominant turn-of-the-century character defined by single family homes; others have been modified by early twentieth century apartment buildings or other multiple-unit residential. The design of new infill can learn from the successes and failures of previous experiments: most of the gradual infill and replacement over the years has maintained a reasonable continuity of form, materials, and detail. Only in more recent years has there been disturbing trend of out-of-scale high rise buildings, large lot developments, and buildings of unsympathetic materials and detail.

Recommendations

1. All infill should be contemporary design, distinguishable as being of its time. However, it must be sympathetic to the heritage character of the area, and designed to enhance these existing properties rather than calling attention to itself.

[8] The study reads "first half of the nineteenth century" but this is a typographical error.

2. The form of new infill should reflect the character of existing buildings on adjoining and facing properties. The buildings should normally be three or four storeys in height, with massing and setbacks matching earlier rather than later patterns still evident in the immediate area.

3. Single family homes, rowhouses, and townhouse developments should reflect the rhythm of early lot development, with gables, balconies, or other features providing an appropriate scale. Small multiple-unit residential developments should reflect the U-shaped and H-shaped patterns of earlier examples, with emphasis on the entrances.

4. Brick veneer should be the primary finish material in most areas, to maintain continuity with existing buildings. Trim materials would commonly be wood and metal; the details at cornices, eaves, and entrances should be substantial and well detailed. Colours should be rich and sympathetic to existing patterns. Lighting should be discreet and can be used to highlight architectural features.