

390-394 Bank Street Ottawa, ON



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Cultural Heritage Impact Statement

Prepared for:

Urban Capital (James Street Inc.)

Prepared by:

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with:

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1. Introduction

Bray Heritage has been retained by Urban Capital (James Street Inc.) (“the Owners”) prepare a Cultural Heritage Impact Statement (CHIS) for the property located at 390-394 Bank Street, in the City of Ottawa, Ontario. The purpose of the CHIS is to determine the impact of the proposed development of a 9-storey mixed use building on the existing heritage resources found on the property (if any) and in the vicinity. Since the property is located within the Centretown Heritage Conservation District (HCD), and is designated under Part V of the *Ontario Heritage Act*, the City of Ottawa requires that a CHIS be prepared to accompany the proponent’s development application to the City.

1.1 Property Information

Municipal Address:

390-394 Bank Street, Ottawa, Ontario (includes 396, 400 and 404 Bank Street)

Legal Description:

390 Bank Street: Part of Lots 18, 19 and 20 West of Bank Street, Plan 15558, in the City of Ottawa, Ontario

Site Area: 1,625 sq. m./17,491 sq. ft. (approximately)

Current Uses:

390 Bank Street: ground floor commercial (James Street pub and outdoor patio), 396-404 Bank Street, two storey commercial offices





Subject property

1.2 Study Scope and Methodology

This CHIS has been prepared in accordance with the City of Ottawa's Guidelines for the Preparation of Cultural Heritage Impact Statements (April 21, 2010) and following the process for the inventory and evaluation of cultural heritage properties outlined in the Provincial Ministry of Tourism, Culture and Sport's "Ontario Heritage Tool Kit" and specified in Ontario Regulation 9/06. The research and conclusions contained herein are based on information gathered from a limited historical review and site inspection. The historical research relies on information from secondary sources, collected within the study scope of work, time and budget limitations. The study scope did not include a condition or structural assessment conducted by a professional structural engineer, or an assessment of archaeological resource potential conducted by a registered archaeologist. With respect to historical research, the purpose of this report is to evaluate the property. The authors are fully aware that there may possibly be additional historical information. Nevertheless, the consultants believe that the information collected, reviewed and analyzed is sufficient to conduct a defensible evaluation using O. Reg. 9/06 criteria.

This report reflects the professional opinion of the authors' and the requirements of their membership in various professional and licensing bodies.

The scope of research included:

- Research into the historical evolution of the property and its environs, based on available secondary sources (fire insurance plans, directories, local histories, historical photographs) found in the City of Ottawa Archives and in published materials;
- Site reconnaissance of the property and surrounding area, including visual inspection of the existing buildings (exterior and interior);
- Review of adopted City of Ottawa planning policies and urban design guidelines for the subject property and area (Official Plan, Secondary Plan, Centretown Development Plan, Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada);
- Review of the Centretown Heritage Conservation District Study (1997), its recommendations, guidelines, heritage property inventory and evaluation listings;
- Review of the proponent's proposed design for the new building to be constructed on the property; and
- Review of comments made on the proposed design by the City of Ottawa's Urban Design Review Panel and City heritage planning staff.

The results of this research inform the study conclusions and recommendations. The review of the policy/legislation was limited to that information directly related to cultural heritage management; it is not a comprehensive planning review (for that, refer to the planning justification report that accompanies the complete planning application).

1.3 Right of Use

The information, recommendations and opinions expressed in this report are for the sole benefit of 'Owners'. Any other use of this report by others without permission is prohibited and is without responsibility to Bray Heritage. The report, all plans, data, drawings and other documents as well as all electronic media prepared by Bray Heritage are considered its professional work product and shall remain the copyright property of Bray Heritage, who authorizes only the Owners and approved users (including municipal review and approval bodies) to make copies of the report, but only in such quantities as are reasonably necessary for the use of the report by those

parties. Unless otherwise stated, the suggestions, recommendations and opinions given in this report are intended only for the guidance of Owners and approved users.

1.4 Definitions

Definitions used in this report are based upon those provided within *City of Ottawa Official Plan* (2003) where applicable, as well as the *Provincial Policy Statement* (2014) and *Ontario Heritage Act* (1990).

Alter means to change in any manner and includes to restore, renovate, repair or disturb and “alteration” has a corresponding meaning; (“transformed”, “transformation”) (*Ontario Heritage Act, 1990*).

Alteration: a substantive change to the built environment which could impact on the heritage character of an individually-designated heritage property or heritage conservation district or buildings in heritage zones, as indicated in the zoning by-law. (*City of Ottawa Official Plan*).

Adjacent Lands In terms of evaluating potential impacts of development and site alteration on protected heritage properties, means:

- b. for the purposes of policy 2.6.3, those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan (*Provincial Policy Statement (PPS), 2014*).

Built heritage includes buildings, structures and sites that contribute to an understanding of our heritage and are valued for their representation of that heritage. They may reveal architectural, cultural, or socio-political patterns of our history or may be associated with specific events or people who have shaped that history. Examples include buildings, groups of buildings, dams and bridges (*City of Ottawa Official Plan, 2003*).

Conservation (Heritage): A broad range of activities used to identify, protect, maintain and revitalize a property. Conservation seeks to retain elements of the built environment which are recognized as having heritage value (*City of Ottawa Official Plan, 2003*).

Conserved means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the *Ontario Heritage Act*. This may be achieved by

the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments (PPS, 2014).

Cultural heritage landscape: any geographic area that has been modified influenced, or given special cultural meaning by people and that provides the contextual and spatial information necessary to preserve and interpret the understanding of important historical settings and changes to past patterns of land use. Examples include a burial ground, historical garden or a larger landscape reflecting human intervention (*City of Ottawa Official Plan, 2003*).

Cultural heritage resources: Includes four components: Built Heritage, Cultural Heritage Landscapes, Archaeological Resources, and documentary heritage left by people (*City of Ottawa Official Plan, 2003*).

Development: the construction, re-construction, erection or placing of one or more buildings or structures on land or the making of a material change in the use or intensity of use of any building or land (*City of Ottawa Official Plan, 2003*).

Heritage: Buildings, structures, sites, landscapes, areas and environments of historic, architectural, contextual, cultural, and/or natural interest, which are or should be conserved for the benefit of the community and posterity (*City of Ottawa Official Plan, 2003*).

Heritage conservation district: An area or environment, usually an aggregate of buildings, open spaces and streets, which has been designated by by-law by City Council under the authority of Part V of the *Ontario Municipal Act* (*City of Ottawa Official Plan, 2003*).

MTCS refers to the Ministry of Tourism, Culture and Sport.

MTO refers to the Ministry of Transportation.

OHA refers to the *Ontario Heritage Act*.

Redevelopment: The construction of new residential units or mixed-use development to replace the current development of the area (*City of Ottawa Official Plan, 2003*).

Significant While some *significant* resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation:

- e) in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to the understanding of the history of a place, an event, or a people (PPS, 2014).

1.5 CHIS Purpose and Function

This CHIS is being prepared as part of a complete planning application for a Minor Zoning By-law Amendment, as required by the City of Ottawa. The zoning amendment is being sought in order to permit construction of a 9-storey, mixed-use building on the subject property. The building is proposed to contain 128 dwelling units, 650 square metres of retail space, and 64 parking spaces (including 13 visitor spaces). The amendment will address the site-specific provisions of the existing zoning and amend the associated schedule so that development can proceed. The proposed amendment will also remove the Heritage Overlay for the property, as indicated on Schedule 60 of the Zoning By-law.

The objective of a CHIS is to provide a critical and objective review of a proposed development or site alteration from a heritage conservation planning perspective. An CHIS is a comprehensive document designed to clearly articulate the cultural heritage values of a property (if any), respond to a proposed intervention, outline steps to mitigate impact (including do nothing if appropriate), and provide recommendations to conserve the identified heritage value and attributes of the property and/or any adjacent properties (or if within a Heritage Conservation District (HCD) or a cultural heritage landscape (CHL), the area as a whole). It considers a project not only in terms of its heritage conservation principles and how to guide a cultural heritage resource through the process of change, but also examines it from a planning and regulatory perspective. Its purpose is not to justify a particular course of action, but to evaluate its appropriateness and compliance.

The authority for the Cultural Heritage Impact Statement is derived from the *Ontario Heritage Act*, Section 2(d) of the *Planning Act*, and Section 2.6 of the *Provincial Policy Statement*, 2014 as well as the City of Ottawa's Official Plan, Section 4.6.

As defined by the City of Ottawa Official Plan Section 4.6.1, a Cultural Heritage Impact Statement is a required “to evaluate the impact of a proposed intervention (alteration, addition, partial demolition, demolition, relocation or new construction) on cultural heritage resources when that intervention has the potential to:

- Adversely impact the cultural heritage value of properties designated under Part IV of the Ontario Heritage Act (OHA);
- Adversely impact the cultural heritage value of districts designated under Part V of the OHA.

In addition:

- A CHIS may also be required for development applications adjacent to or within 35 metres of designated buildings and areas.”

Section 4.6.1 also describes the purpose of a CHIS as being to:

- Describe the positive and adverse impacts on the heritage resource or heritage conservation district that may reasonably be expected from the proposed development;
- Describe the actions that may reasonably be required to prevent, minimize or mitigate the adverse impacts;
- Demonstrate that the proposal will not adversely impact the defined cultural heritage value of the property, Heritage Conservation District, and/or its streetscape/neighbourhood.

The City of Ottawa, in its Guide to preparing a Cultural Heritage Impact Statement (section 4) provides a series of requirements for a CHIS, which include:

- a) General information: municipal address, present owner contact information;
- b) Current conditions/Introduction to the development site: location plan, written and visual description of the cultural heritage value of the development site and/or adjacent sites, noting (in this case) the designation under Part V of the OHA, existing heritage descriptions and reference to relevant Council-approved heritage policy and guideline documents.;
- c) Background research and analysis: comprehensive written and visual research, reference to primary and secondary source material;
- d) Statement of significance identifying the cultural heritage value and heritage attributes (if any) of the cultural heritage resources;

- e) Description of the proposed development: written and visual description;
- f) Impact of the proposed development: an assessment of the positive and negative impacts that the proposed development may have on cultural heritage resources identified in section b), above;
- g) Alternatives and mitigation strategies; alternative development approaches that result in compatible development and limit adverse impacts; and
- h) Other: bibliography and list of people contacted during the study.

2. Current Conditions/ Introduction to the Development Property

2.1 History of Local Area

Ottawa grew outward from its core at the junction of the Rideau Canal and Ottawa River, and the area including the subject property was one of its later additions. Development in Centretown began with the subdivision of the By estate. Bank Street opened in 1850 (Smith et. al. 1997, Appendix A1). It began as a county road through the middle of the estate so that, by the late 1860s, the county began granting informal leases to those wishing to establish businesses or build homes along it (Smith et. al. 1997, p. 12). Although Bank Street was extended beyond the City limits at Ann Street/Gladstone Avenue in 1865-67 (Elliott 1991, p. 112), lands abutting it remained undeveloped. In 1879, the street was described as a “dusty trail with open fields on either side” with no new construction in the vicinity aside from the modest developments mentioned above (op. cit. Appendix A1).

Development was encouraged by extension in the 1880s of streetcar services south along Bank to the Glebe and fairgrounds. Bank Street became the commercial and institutional spine of the neighbourhood but it also served as a major north-south artery for commuters to and from the Parliamentary Precinct and downtown commercial core. Businesses along Bank Street included a range of local services as well as restaurants and places of entertainment (e.g. theatres) that also served a larger population (Smith et. al. 1997, p. 38). By 1958, the streetcar service was discontinued and the present-day character of the street as a vehicular traffic artery was established. A review of fire insurance plans shows a pattern of mixed-use development in the vicinity of the subject lands. Starting in the early 20th century, small apartments were intermingled with detached housing on side streets flanking Bank Street while the upper storeys of commercial buildings held apartments as well as offices and, in some cases, clubs. However, mixed-use development was confined to the Bank Street frontage, with limited infiltration of such uses into the adjacent neighbourhoods.

2.2 Heritage Significance of Centretown

The primary description of the heritage significance of Centretown is found in the Centretown Heritage Conservation District Study (Smith et. al., 1997). The Heritage Conservation District was designated by the City under Part V of the *Ontario Heritage Act* by By-law 269-97. The Study's guidelines are used by City staff to assess proposed changes within the District (see Section 4, below, for details).

According to the introduction in the Centretown Heritage Conservation District Study (III.2.3, p. 7), Centretown's heritage value is its role as "the surviving residential community and informal meeting ground associated with Parliament Hill. Its occupants have had an immense impact upon the development of Canada as a nation." This characterization is confirmed in the Study's conclusions – the Statement of Heritage Character – in which Centretown is described thus (op.cit. p.110):

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... 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....

This characterization defines Centretown's heritage character as a residential neighbourhood, with commercial being very much a secondary use meant to serve the needs of the residential community. The emphasis is on single family residences in the neighbourhoods flanking the major streets, with the majority of these residences dating from the period 1890-1914. However, the Study recognizes that arterials such as Bank Street have consistently contained higher density residential buildings, either as apartments over shops, or as stand-alone residential buildings. The Study states that (op. cit. p. 73)" apartment buildings appear in Centretown quite early, and become a dominant infill type in the period between the wars." As for built form, specifically along commercial arterials, there are general comments throughout the Study relating to building heights, which are taken to be three to four storeys overall. The Study does not deem associations with the By and Stewart Estates to be significant, although members of both families were primarily responsible for developing Centretown.

*Early examples of mixed-use buildings
on Bank Street one block south of the
subject property*



In summary, the heritage character statement found in the Study emphasizes Centretown's associations with Parliament Hill as a primary heritage value. What this means is that, where the heritage character of the built form is described, the emphasis is on the residential neighbourhoods more so than on the commercial arteries. There are properties of all types that the HCD Study assessed as being Category 1-3 in the vicinity of the subject property and the HCD Study notes that these buildings and others like them contribute to District character. However, the HCD study gives prominence to the cultural links between the area's residents and the nation-building role of Parliament over the physical setting in which the bureaucrats and Parliamentarians lived and shopped.

Extrapolating from the Study's Statement of Significance, the following attributes can be identified:

- Its predominantly residential character;
- Its role in housing persons who had important roles in shaping Canada as a nation;
- Its predominance of late 19th-early 20th century buildings; and
- The role of its main streets as transport links to and from Parliament Hill and as service providers to adjacent residential neighbourhoods.

Given some of the other elements found in the 1997 research, the Study would probably add:

- Its associations with the development activities of the By Estate, the Stewart Estate, and the federal government; and
- The role of the development of transportation links and corridors in shaping Centretown.

3. History and Significance of the Property

3.1 History of Property

The subject property and its surrounding lands remained relatively unaffected by these larger development patterns. The city directories show a pattern of commercial use that stayed relatively constant for over a century. Given that development in the area did not begin in earnest until the late 1880s, the area that includes the subject property did not develop until the late 19th century.

The development history of the subject property involves the development of several abutting properties that offer an insight into the commercial evolution of this part of Bank Street (see Chronology of Site Occupation, below). While the municipal addresses change over time, such that the subject properties are not identified by their current municipal addresses until the 1960s, the properties affected by the proposed development begin to appear in City Directories in the last decade of the 19th century. Development seems to begin with a modest house on a single lot that begins to be subdivided in the first decades of the 20th century. By this time, the small lots created by the subdivision process have resulted in land uses that include plumbing, shoe repair, painters and a glass manufacturer. After WWI, these uses are joined by a small confectionary store. Residential uses include a small house on the James Street frontage, next to the lane. By the Depression, the emphasis is beginning to shift towards automobile-related uses although some of the small shops and residential units remain. By WWII, auto-related uses dominate and new commercial uses are present, such as a butcher and a painter and decorator. The next decade shows change to a combination of local services (e.g. a “cut rate” store) co-existing with a service station and residential uses (above shops and on James Street). As a result, this part of Bank Street seems to have had a modest role in serving passing traffic as well as the immediate neighbourhood.

A major change in land use appears to occur in the mid-late 1950s. Although the fire insurance plan for 1956 (updated to 1963) does not indicate a change (this part of Bank Street does not appear to have been updated on the fire insurance plans), site investigation and conversations with the current tenants (who are former owners) of the office buildings at 396-404 Bank Street indicate that the current building was constructed in the later 1950s. In the next four decades, the City Directories indicate that a restaurant appears (“Jimmy’s Grill”) while other professional services and retail occupy the remaining properties, changing on what appears to be a

regular basis. Overall, the subject property seems to have been occupied by a constantly changing variety of commercial uses, with auto-related services predominating in the mid-20th century but with local service retail and professional services being the norm most of the time. The current configuration of professional offices (396-404) and restaurant/pub (390, replacing “Jimmy’s Grill”) appears to have been established in the last two decades (as recently as the 2001 city directories, there were retail uses in Nos. 402 and 404 Bank Street). By 2001, the Directories show that buildings at Nos. 406 and 408 Bank Street had been demolished: the resulting vacant lot remains today, as does the outline of the former building on the side wall of No. 404 Bank Street.

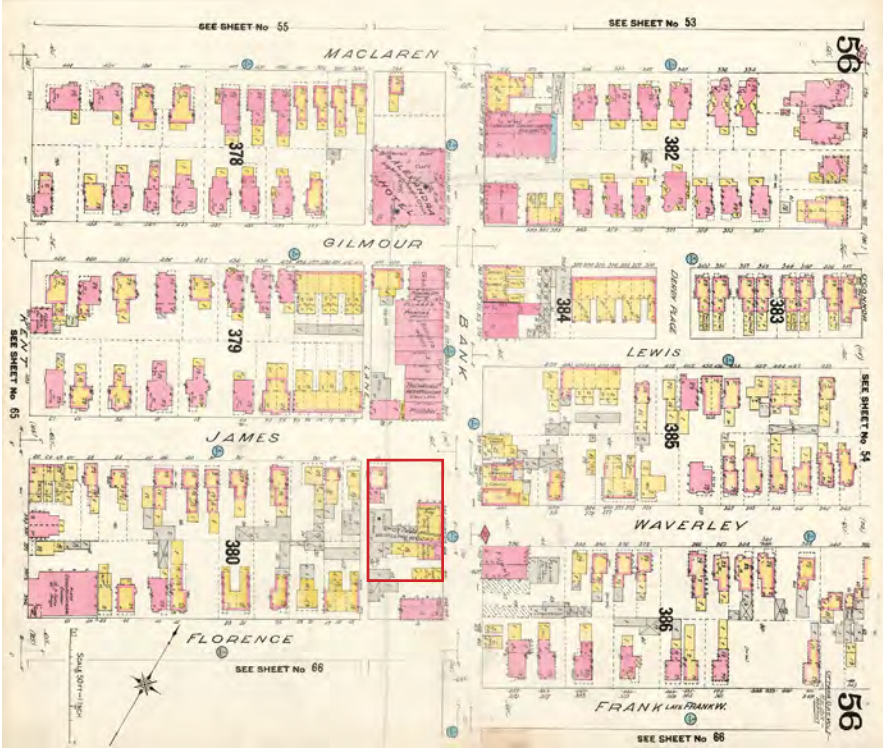
Further information on the construction dates and character of the buildings currently occupying the subject property is not easily determined. The fire insurance plan from 1925 (and updated subsequently) shows the service station on the James Street corner flanked by a 2½ storey brick-clad frame detached house next to the lane on James Street and, along Bank, by 2 storey brick-clad frame commercial buildings with small frontages. By the 1956 fire insurance plan, the corner service station remains (but rebuilt in concrete block instead of brick) as does the house on James Street. The brick-clad frame buildings remain, and the southernmost properties (Nos. 406 and 408 Bank Street) show what may be an earlier 3 storey brick structure with retail at grade and residential units above, next to which is a 1 storey concrete block structure that combines a restaurant facing Bank Street and a garage/repair shop facing the rear lane. It appears that there was a restaurant at No. 390 by the 1951 directory: it may have occupied portions of the brick-clad commercial properties that had occupied that portion of the subject property for much of the first half of the 20th century. The current pub may have replaced these properties and be a newer structure built by 1971, since the service station appears in the 1971 Directory but not in the 1981 Directory. What is now the patio seems to have replaced the service station forecourt and structure as well as the single dwelling (fronting on James Street) that occupied the property beginning in the 1930s.

On the other end of the subject lands, the two abutting buildings further south (Nos. 406 and 408 Bank Street) appear in the City Directories beginning in 1910 and seem to have survived until the early 2000s. The evaluation from the 1996 HCD Study inventory shows a three-storey Second Empire style brick structure at No. 408 and a one-storey early-mid-20th century concrete block structure at No. 406. The building at No. 408, had commercial uses

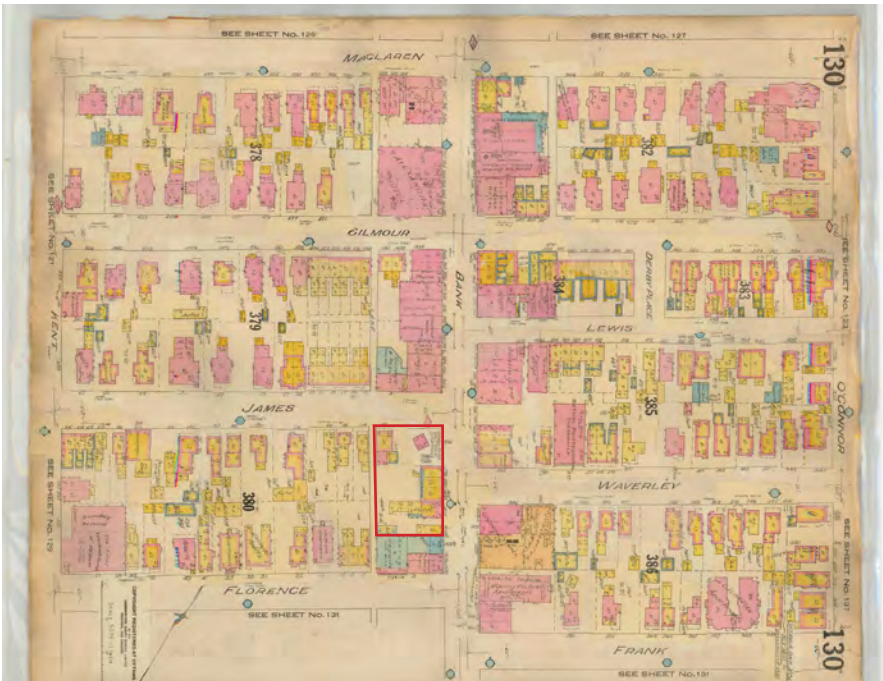
at grade and on the flanking elevation on Florence Street, with apartments above (fire insurance plans show it as the Clarendon Apartments with a garage attached behind).



*Nos. 408 and 406 Bank Street,
with Nos. 404-390 shown abutting*

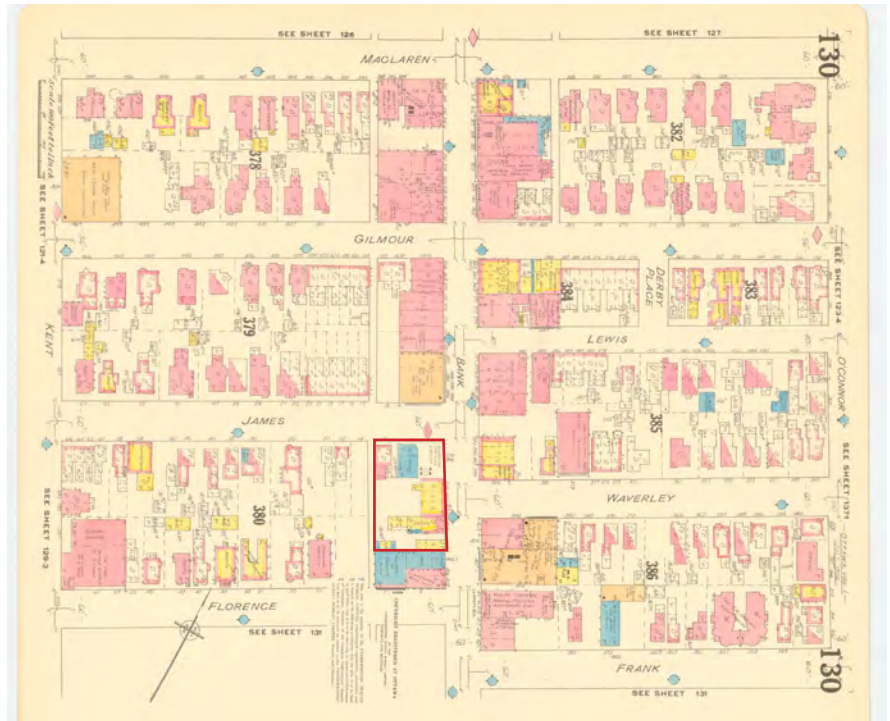


Fire Insurance Plans: 1912
Source: City of Ottawa Archives



Fire Insurance Plan: 1948
Source: City of Ottawa Archives

Fire Insurance Plans: 1963-65
Source: City of Ottawa Archives



CHRONOLOGY OF SITE OCCUPATION

Directory	Address	Use
1890-91	<i>James St. Commences</i> 394 Bank 404 Bank <i>Florence St. Commences</i>	Ross James, M Vacant Lot Storr John painter Unfinished House
1899	390 Bank 394 Bank	Montgomery, Wm J Coyles, James
1910	386-390 Bank 394 Bank <i>James St. Commences</i> 398 Bank 400 Bank 402 Bank 402 ½ Bank 404 Bank 406 Bank 408 Bank <i>Florence St. Commences</i>	Fruitatives Ltd. pro med Blyth & Holloway, plmbrs Vacant Goodyear Modern Shoe Repair Co. Horwood Glass Mfg. Co. Cleland George, R Storr, John ptnr Ryan Miss Margaret, confy Stewart John, shoes
1921-22	386-390 Bank 394 Bank <i>James St. Commences</i> 398 Bank 400 Bank 402 Bank 402 ½ Bank 404 Bank 406 Bank 408 Bank <i>Florence St. Commences</i>	Fruitatives Ltd. pro med Stewart, Peter Ltd. Paints Sharp, Francis, confy Goodyear Modern Shoe Repair Co. Shoremkrs Horwood Glass Mfg Co. Gates Emily Mrs. Storr, Jno, ptnr Arton Jos A, real estate Stewart Jno, shoes
1931-32	386-390 Bank 394 Bank <i>James St. Commences</i> 396 Bank 398 Bank 400 Bank 402 Bank 402 ½ Bank 404 Bank 404 ½ Bank	Fruitatives Ltd. prop medicines Stewart & Hoey batteries Sunlight Oil Co. Service Goodyear Modern Shoe Repair Nierep, P gro Rudy's Valet Service Cole Albert H (Florence) Storr, John ptnr (Alice) Zirta Barel fruit (Zelda)

1941		<p>Canadian Tire Corp. Associate Store</p> <p>Sunlight Oil Company Service Station</p> <p>Vacant</p> <p>Waldorf Bros. Butchers</p> <p>Rudy's Valet Service</p> <p>MacCormack Lorne (Florence)</p> <p>Storr John (Alice) pntr and dec</p>
1951	<p>390-94 Bank</p> <p><i>James St. Commences</i></p> <p>396 Bank</p> <p>398 Bank</p> <p>400 Bank</p> <p>402 Bank</p> <p>402 ½ Bank</p> <p>404 Bank</p>	<p>Under Construction</p> <p>Sunlight Oil Co. Arbuthnot Gordon Service Stn.</p> <p>Jimmy's Grill</p> <p>Waldorf Bros. Butchers</p> <p>Associated Cut Rate Store</p> <p>Sayer Lee (Pearl)</p> <p>1. Storr Alice Mrs.</p> <p>2. Sullivan Julia Mrs.</p>
1961	<p><i>James St. Commences</i></p> <p>388 Bank</p> <p>390-392 Bank</p> <p>392 Bank</p> <p>394 Bank</p> <p>396 Bank</p> <p>398 Bank</p> <p>400 Bank</p> <p>402 Bank</p> <p>404 Bank</p> <p>406 Bank</p> <p>408 Bank</p> <p><i>Florence St. Commences</i></p>	<p>John's Service Stn</p> <p>Jimmy's Restaurant</p> <p>Vacant</p> <p>Bouris, Wilson, Scott, Robinson & Co chart accts</p> <p>Rosenes Electric lighting fixtures CE</p> <p>Vacant</p> <p>Woods Art, Office Supplies CE</p> <p>Ye Stag Shoppe Men's Wear</p> <p>International Panel Boards Ltd CE 6-3677</p> <p>Canadian International Paper Co (customs Div)</p> <p>newsprint CE 3-9611</p> <p>Vacant</p> <p>Reward Shoe Store</p>
1971	<p><i>James St. Commences</i></p> <p>388 Bank</p> <p>390 Bank</p> <p>396 Bank</p> <p>400 Bank</p> <p>404C Bank</p> <p>406 Bank</p> <p>408 Bank</p> <p><i>Florence St. Commences</i></p>	<p>John's Service Station</p> <p>Jimmy's Restaurant</p> <p>Rosenes Electric lighting fixtures CE</p> <p>Woods Office and Stationary Supp</p> <p>Defence Headquarters (Ottawa) Credit Union</p> <p>Capital Restaurant</p> <p>Reward Shoe Store</p>

1981-1982	<i>James St. Commences</i> 390 Bank 396 Bank 400 Bank 402 Bank 404 Bank 406 Bank 408 Bank <i>Florence St. Commences</i>	Jimmy's Steak & Seafood House Art Woods Office Supplies Ltd Wings On Travel Save In Style Shoes Salon Stu's Driving School 76 Ltd Ging-Sing Restr & Tavern Paris Tailors
1992	390 Bank 396 Bank 400 Bank 402 Bank 404 Bank 406 Bank 408 Bank	James St. Feed Company Doyle Salewski Inc., A B Doyle Young, G Integrated Fighting Arts International Video Inc Sam's Place Pawn Brokers Ghanem Sam Ging Sing Restaurant & Tavern Mico Angelo's Pizzeria
2001	<i>James St. Commences</i> 390 Bank 394 Bank 396 Bank 400 Bank 402 Bank 404 Bank	James St. Feed Company Jones R A Abdoyle, B Doyle, Doyle Salewski Inc., A B Doyle Young, G Integrated Fighting Arts International Video Inc. Sam's Place Pawn Brokers, Ghanem, Sam

3.2 Property Description

390-404 Bank

The inventory prepared as part of the 1997 HCD Study does not include survey sheets for the subject properties (now treated as a single property) and thus it is assumed that the properties were deemed to be Category 4 and not worthy of assessment for heritage significance.

Site investigation undertaken as part of this report has revealed that the following are the characteristics of these buildings:



James Street pub



Pub patio



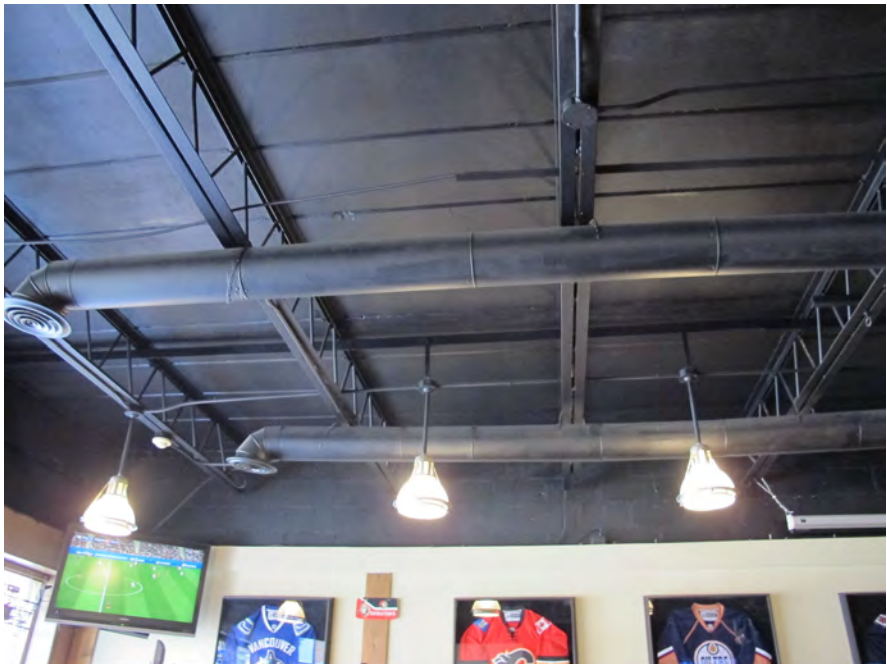
Pub rear elevation



Patio rear elevation



Pub basement



Pub interior ceiling

390 Bank (James Street pub)

EXTERIOR

- Building is a single storey structure with an outdoor patio.
- Patio is constructed on a slightly raised wooden platform, with decorative screens (wooden and cast iron fencing) on the perimeter, with access from within the pub.
- Massing of the main block is a 3-bay Bank Street façade, with a central shallow projecting bay with an offset entrance.
- Fenestration is large plate glass windows in the east and west bays and flanking the entrance in the central bay. A shallow fascia runs continuously above the signboard.
- A continuous sign board spans the façade under a heavy, projecting cornice.
- Roof is a shallow monopitch with rooftop vent hoods and HVAC equipment (rooftop was not observed).
- Materials are concrete block (painted) on the rear and side walls and vertical board cladding (painted) on the façade.
- James Street elevation is a blank sidewall.
- Rear elevation has a slightly projecting bay on the south third, with the remaining elevation inset. Two square windows and a single door are in the centre bay (with decorative metal grilles) and a single door in the south bay.

INTERIOR

- Basement has a poured concrete floor, exposed interior faces of the concrete block walls are painted.
- Ceilings are dropped and clad with drywall.
- Storage freezers and shelving are evident throughout the basement.
- Main floor has kitchen, bar and seating in two main areas.
- Main floor ceiling is exposed. Construction appears to be of panels (metal?) supported by lateral steel trusses. Ventilation ducts are hung from the trusses and are exposed.

CONDITION

- The interior appears to have been substantially altered over time, with changes in the interior layout and floor levels.
- Some dampness is evident in the basement.
- In general, the building appears to have been competently built and to have fair-good structural integrity



Nos. 394-396 Bank Street



Nos. 400-404 Bank Street



Rear elevation Nos.394-404 Bank Street



Floor structure detail



Linked basements

394-404 Bank Street

EXTERIOR

- 396-8 building is 3-storey massing, with a 3-bay façade (ground floor only). 400-404 building is 2-storey massing.
- Fenestration is plate glass windows across the ground floor façade and a 7-unit metal sash strip 2-pane window across the third storey façade, with a raised metal surround. No. 400-404 has the same window in the second storey, with a continuous concrete sill.
- Entrance for Nos. 396-8 is glazed, inset in the third bay, with glazed transom and a metal panel insert and a fixed plastic awning/sign spanning the façade above. Ground floor for Nos. 400-404 has paired entrance doors located centrally in the plate glass fenestration. Ground floor façade is inset under a continuous fixed plastic awning/sign, with a terrazzo floor. A hanging sign projects over the sidewalk at the north edge of No. 400.
- Roof is a shallow monopitch (rooftop was not observed).
- Materials are panels (concrete?) over concrete block walls (façade) and painted on the north and west elevations.
- James Street elevation (visible above the adjacent pub) has a plastic sign affixed on the east half.
- Fenestration of Nos. 396-398 on the rear (west) elevation is a single 7-unit strip window in the second storey, with a continuous wooden surround, below which is a single, two-pane window with metal grille. Various servicing openings and cables are evident on the exterior and a shallow-pitched wooden roof covers entrance doors on the north half of the elevation.
- Fenestration of Nos. 400-404 is a 3-unit metal strip 2-pane sash window with a concrete sill and a single 2-pane sash window with a concrete sill on the south portion, next to an attached concrete block chimney.
- South wall of No. 404 is concrete block (ground floor appears to show the outline of a building formerly abutting the south wall, now exposed).

INTERIOR

- Nos. 396-404 interiors are interconnected and contain office and storage space.
- Main and upper storey walls are clad in drywall and ceilings are suspended with acoustic tile.

- Main entrance has a double-height ceiling with an open mezzanine, with a single access stair on the north wall.
- Floor structure is metal panel supported by steel I-beams. Wall structure is concrete block. Floors are linoleum-clad (over poured concrete).

CONDITION

- The interiors of the buildings have been extensively altered to permit conversion to a single office operation.
- No signs of damage or deterioration were evident.
- In general, the building appears to be competently built and in good condition.

3.3 Heritage Character Statement

The following is the summary of an evaluation undertaken as part of this CHIS using the criteria in O. Reg. 9/06 for determining the cultural heritage value or interest of a property. The evaluation addresses the three buildings and outdoor patio that comprise the subject property.

Design/Physical Value

The existing buildings are standard commercial structures suited to, or adapted to, their current functions. Their architectural styles, construction materials and massing are commonplace interpretations of mid-20th century commercial design. They are not rare or early examples of a building style, construction method or technical achievement. As a result, they do not have design/physical value.

Historical/Associative Value

The existing buildings were constructed in the mid-20th century and are indicative of commercial development of that era. The current and former uses of the properties are common versions of the food service and personal service businesses found along major streets in established neighbourhoods. They are generally associated with commercial development in that period but not directly associated with a theme, event or person of significance. They do not add to the understanding of the community beyond their local service function nor do they represent the work of an important architect or builder. As a result, they do not have historical/associative value.

Contextual Value

By being low scale and built to the street line, the existing buildings share common characteristics with other mid-20th century commercial and mixed-use properties along the street but are not compatible with the massing, design and materials of the late-19th century buildings in this part of Bank Street. They are somewhat supportive of the character and function of Bank Street but are not landmarks. Their commonplace character does not provide them with contextual heritage value.

The foregoing evaluation indicates that the subject property does not meet any of the three criteria for designation under Part IV of the *Ontario Heritage Act*. As a result, a Statement of Significance is not necessary, as it would simply indicate that the subject property has no heritage significance.

The heritage context of the subject property is important and the City's CHIS requirements in Section 4.6.1.3 of the Official Plan (see below for further detail) include a review of adjacent or nearby (within 35 m.) heritage properties, that is, properties assessed in the 1997 HCD Study as either Category 1 or 2¹. While there are no adjacent heritage properties, the following properties are approximately within 35 m. of the subject property. The first two are across the street, Nos. 366-370 are in the next block north while the remainder are on adjacent side streets (with the Waverley Street example across Bank Street). Note that the properties described below are of two types: mixed use commercial/residential structures fronting on Bank Street; and low-scale residential dwellings on the streets running east and west from Bank Street in the vicinity of the subject property. Descriptions provided below are summaries of the evaluations on each survey sheet.

¹ The inventory of heritage properties prepared in support of the HCD Study assesses properties within the HCD for architectural significance. According to the City of Ottawa's document "A Handbook for Evaluating Heritage Buildings and Areas in the City of Ottawa" (reprinted January, 1989), the City's evaluation process focuses on three factors that determine potential heritage significance:

- Construction date
- Architectural design (exterior)
- Compatibility with surroundings or landmark status

Buildings within HCDs are evaluated in the context of the district rather than as individual properties. Only building exteriors are evaluated.

Category 1 or 2 heritage properties roughly within a 35 m of these properties seem to be:



399 Bank Street

399 BANK

- 1879-1901
- Category 2, Edwardian Commercial style
- Good example of turn of the century commercial design
- Very compatible with heritage commercial environment
- Helps establish heritage commercial character of Bank Street corridor



*403 Bank Street, with
399 Bank Street beyond*

403 BANK

- 1923-1948
- Category 2, vernacular Edwardian Commercial style
- Good example of turn of the century commercial design
- Very compatible with heritage commercial environment
- Helps establish heritage commercial character of Bank Street corridor



366-370 Bank Street

366-370 BANK

- 1879-1901
- Category 2, Edwardian Commercial style
- Very good example of turn of the century commercial design
- Very compatible with heritage commercial environment
- Reinforces heritage commercial character of Bank Street corridor

Category 1 and 2 residential and mixed-use properties on nearby side-streets include:



371-377 Waverley Street

371-377 WAVERLEY

- 1913-1922
- Category 2, vernacular Edwardian style
- Very compatible with mixed residential/commercial environment
- Reinforces heritage residential/commercial character



*James Street north side,
looking east from Bank Street*



*James Street south side, looking
west from Bank Street.
Source: Google Earth*

25-27 JAMES

- 1879-1901
- Category 2, Queen Anne vernacular style
- Very good example of turn of the century double residential
- Very compatible with residential environment
- Helps establish heritage residential character

29 JAMES

- 1879-1901
- Category 2, vernacular Queen Anne style
- Very good example of 19th century residential design
- Very compatible with residential environment
- Reinforces heritage residential character

30 JAMES

- 1879-1901
- Category 2, vernacular Queen Anne style
- Good example of turn of the century residential design
- Very compatible with residential environment
- Helps establish heritage residential character

38 JAMES

- 1879-1901
- Category 2, vernacular Queen Anne style
- Very good example of turn of the century residential design
- Very compatible with residential environment
- Reinforces heritage residential character

*Florence Street, south side
looking towards Bank Street*



*Florence Street, north side,
looking west from Bank Street.
Source: Google Earth*



18 FLORENCE

- 1879-1901
- Category 1, vernacular Gothic Revival style
- Excellent example of turn of the century residential design
- Very compatible with heritage residential/commercial environment
- Reinforces heritage residential/commercial character

20 FLORENCE

- 1879-1901
- Category 1, vernacular Gothic Revival style
- Excellent example of turn of the century residential design
- Very compatible with heritage residential/commercial environment
- Reinforces heritage residential/commercial character

22 FLORENCE

- 1879-1901
- Category 1, vernacular Gothic Revival style
- Excellent example of turn of the century residential design
- Very compatible with heritage residential/commercial environment
- Reinforces heritage residential/commercial character

35 FLORENCE

- 1949-56
- Category 2, Moderne style
- Good example of early 20th century apartment design
- Very compatible with heritage residential/commercial environment
- Reinforces heritage/commercial character

These evaluations from the 1997 HCD Study provide some insight into what the authors felt were properties that either helped establish, or reinforce, local heritage character. However, no definitions of “heritage commercial character” or “heritage residential character” appear in the inventory or evaluation, on the survey sheets, or in the Study, so it is difficult to determine in what ways the properties in Categories 1 and 2 are “compatible”. It could be assumed that their materials, height, general design and age are roughly similar to those found on other nearby commercial buildings from the late-19th and early 20th centuries. And all of this assessment dates from the mid-late 1990s, since which time many changes to the commercial character have occurred in the surrounding area, especially along Bank Street (see below for a discussion of planning and urban design issues). As for the residential properties on Florence and James Streets, they are characteristic of low-density residential development found throughout the neighbourhoods in Centretown and contrast in type, scale, massing and style from the mixed-use properties flanking Bank Street.

4. Current Heritage and Relevant Planning Policies

4.1 Introduction

The following is an analysis of relevant heritage policies and guidelines that will assist in determining impact on cultural heritage resources. Beginning with the Provincial policy context, as provided in the Provincial Policy Statement, the discussion proceeds to assess the City of Ottawa Official Plan, the Centretown Secondary Plan, the Centretown Community Design Plan, and the Centretown Heritage Conservation District Study.

4.2 Provincial Policy Statement (PPS), 2014

Section 1.1.3.2 (b) sets out the Province's policy goals for urban intensification. Such development is to be based on a series of criteria that determine "where this can be accommodated". These portions of "settlement areas" are to use land efficiently, have sufficient infrastructure, minimize negative environmental impacts, support active transportation and be transit-supportive. As a result, most such development is in the form of infill within established settings and is on main transit routes. According to this policy, properties on Bank Street meet the criteria for a suitable location for intensification.

Policy 1.1.3.3 directs municipalities to identify "appropriate locations" for intensification that meet these criteria. This policy also references the heritage policies of Section 2.6 so that any impact on adjacent significant built heritage resources or cultural heritage landscapes must be addressed. By virtue of its location within an HCD, the subject property is affected by this policy.

4.3 City of Ottawa Official Plan (2003)

Section 4.6 of the Official Plan addresses compatibility of new development with existing settings. Section 4.6.1.9 deals with properties within an HCD and those adjacent to or across the street from designated heritage resources. Development of the subject property would be required to address this policy. New development will be assessed in terms of:

- a) respecting the massing, profile and character of heritage buildings adjacent or across the street;
- b) approximating the width of nearby heritage buildings (in new buildings facing the street);

- c) approximating the established setback pattern;
- d) the orientation to the street in terms of existing heritage buildings;
- e) minimizing shadows on adjacent heritage properties;
- f) minimizing the impact on the heritage qualities of the street as a public place in heritage areas;
- g) minimizing the loss of landscaped open space;
- h) ensuring compatible integration of parking; and
- i) locating utility meters etc. so as not to detract from the visual character or architectural integrity of a heritage resource.

(Note: for a more complete description and assessment of planning policies affecting the subject property and the proposed development, including the existing zoning, please refer to the Planning Rationale [FoTenn] that accompanies this development application).

4.4 Centretown Secondary Plan (May, 2013)

The Secondary Plan includes a larger area than the HCD but has policies that apply within the HCD boundaries. Section 3.3 Vision, describes the area as being “eclectic” in character and has overall goals of integrating heritage within new development while reinvigorating businesses along Bank Street and ensuring that the area is “no longer home to architectural blandness.” How this vision is to be accomplished is explained in subsequent sections.

Section 3.4 Principles and Objectives has as a core principle that the Secondary Plan “...recognize that Centretown is one of Ottawa’s oldest established communities with significant heritage but also an area of the city that can be improved and should evolve strategically to accommodate many more residents and additional businesses.” An objective of Section 3.4.1.4 is to “ensure [that] the scale, massing and design of new development respects the character of surrounding established areas with concentrations of heritage buildings.” Section 3.4.2.2 states that accommodating residential growth shall “target intensification where it will have minimal or no adverse impacts on established neighbourhoods, e.g. in established neighbourhoods south of James Street and west of Bank Street.” Section 3.4.4 states that the objective for reinforcing and promoting commercial activity is to “fill in gaps on Bank Street...with mixed-use buildings that reinforce the street’s pedestrian-oriented character.”

There are specific policies for heritage in Section 3.7. Section 3.7.1 recommends that the 1997 HCD Study be updated to become an HCD Plan (this process is underway, led by the City, with the intent of making the HCD compliant with the requirements of the 2005 *Ontario Heritage Act*, Part V). Section 3.7.2.2 states that new development will be subject to the HCD Study guidelines and the guidelines in Section 6.5 of the Centretown Development Plan (CDP). The CDP guidelines are discussed below.

Further sections of the Secondary Plan provide policy direction for the character and scale of new development. Section 3.9.4 indicates that the subject property is within the Central Character Area. Section 3.9.4.1 indicates that, within this Area, properties flanking Bank Street are part of the “Traditional Main Street” character area which is generally described as having commercial uses on the first and second floors, with residential uses above. In terms of massing, Section 3.9.4.3 states that new development can be constructed up to nine storeys in height, however, if it is to be located “adjacent to a significant heritage resources or streetscapes, a stepping of heights or increased setbacks should be provided to achieve an appropriate transition.” The accompanying Schedule H2 of the Plan shows that the subject property is within the area designated for development up to nine storeys and is within both the Mature Neighbourhoods Overlay and the area that is covered by the Heritage Overlay.

4.5 Centretown Community Design Plan (May, 2013)

This Plan has been adopted by Council but is not a policy document of the same type as the Official Plan or Secondary Plan. It is an advisory document intended to provide guidance for assessing new development within Centretown. Its guidelines build upon the policies found in the Official Plan and Secondary Plan and offer more detail on ways in which the planning policies can be implemented.

Section 2.2.2 of the Centretown Community Design Plan (CCDP) shows that most of the potential sites for redevelopment are located in the Bank Street corridor. That section also reviews the surveys found in the 1997 HCD Study and finds that the “heritage value of some areas is questionable”, another way of saying that a review and update of the Study is required. Following this comment, Section 2.4 shows a revised classification system for heritage resources, in this case, built heritage resources. Group 1 includes highly

significant heritage resources, Group 2 are buildings of heritage significance, Group 3 are buildings that are significant as parts of a wider grouping or streetscape, and Group 4 buildings have little or no heritage significance. The schedule on page 27 of Section 2.4 shows that the subject property is classified as Category 4.

In terms of guidelines for compatible development, Section 3.1.2 (p. 44) has guidelines for the Central Character Area indicating that stepbacks are encouraged for mid-rise buildings to avoid overshadowing and that the height of new buildings along Bank Street “must respect existing Mainstreet standards and be built in a manner that is compatible with adjacent developments”. That section also notes that “considering the context and the size of available sites, this area is suitable for low-to mid-rise infill, generally not taller than nine storeys in height.”

Section 6 of the CCDP has mapping that shows the subject property as being within an area suitable for development up to nine storeys (p. 88). General guidelines for mid-rise development are found in Section 6.4.2. (p. 93). To summarize the applicable guidelines:

- i) align setbacks with adjacent buildings;
- iii) provide special treatments at corners;
- iv) buildings over 6 storeys should have a 1.5 – 3 m. front setback and 3 m. minimum sideyard setback;
- vi) ground floor treatment should be fine-grained;
- ix) inset balconies are recommended for floors 2-6, with projecting balconies above a stepback; and
- x) HCD guidelines should be considered for new infill.

Section 6.4.3 also recommends a 5 m. setback from rear property lines and a transition in height from 4 storeys to nine storeys on rear elevations, when the development is adjacent to stable low-rise residential neighbourhoods.

For Mainstreet mid-rise infill, the guidelines (p. 96) recommend: iv) a grained rhythm street frontage to reflect adjacent building and mainstreet character; ix) lower portions of buildings should respect the context of any adjacent heritage elements such as stepbacks, cornice lines, façade horizontal and vertical articulation, opening sizes, proportions and rhythms, and building materials; and x) stepbacks from the building face of at least 3 m. after the 4th storey [note that this recommendation appears to contradict the guideline in Section 6.4.2 iv) where a stepback is recommended after 6 storeys].

Finally, the CCDP recommends specific approaches for heritage resources. Section 6.5 (p. 103) spells out the differences between conditions prevalent at the time of the 1997 HCD Study and those found today:

Although the Centretown HCD Study (1996) characterizes the neighbourhood as [having a] relatively intact “low to medium residential scale” constructed between the 1880s and the 1930s, today this characterization cannot be fully applied to all locations throughout the district. While the Heritage Conservation District Study reinforces the heritage residential scale of the area, when it was written it did not fully recognize the existing mixed-use nature of the area nor did it anticipate the level of growth that Centretown is now experiencing.

In response, the CCDP recommends a “more up-to-date, fine-grained Heritage District Plan that would clearly present place-specific objectives for heritage resources/streetscapes...” Infill guidelines would be based on the immediate context of the proposed development and the character of the street. Criteria for assessing a new development would be based on a description of the overall heritage value of the property and its evolution, the property’s current condition, and provision of an urban design vision describing the ways in which the site should evolve in order to support the City’s goals (presumably as found in the Official Plan and Secondary Plan).

Guidelines for “heritage integration” and “heritage context” (p. 105) address the inclusion of significant built heritage resources within new development (not applicable in this case) and the addition of new buildings adjacent to an existing streetscape. New development should follow the guidelines found in the Mainstreet Mid-rise Infill Guidelines, as described above. It should follow good heritage planning practice in using compatible materials, stepbacks, references to adjacent building ground floor heights and character, including façade modulation.

4.6 Centretown Heritage Conservation District Study (1997)

The Centretown Heritage Conservation District was designated by the City of Ottawa under Part V of the *Ontario Heritage Act* under By-law 269-97. The Centretown Heritage Conservation District Study (Smith et. al. 1997, Vols. 1 and 2) includes an historical analysis of the area, an inventory and evaluation of cultural heritage resources, and management policies. Although

it does not comply with the current, post-2005, OHA requirements for HCD Plans, guidelines provided in the Study have been used by the City to inform the ways in which staff review proposals for alterations within the HCD.

The Statement of Heritage Character for the District, as found in the Study, concludes by stating that “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.” In this way, the District’s character is both physical and associative, with the architectural elements a part of, but not dominant, in establishing and reinforcing heritage character. This recognition will be important in discussions of the impact of proposed development on the District’s heritage character.

As for the heritage character of Bank Street, Section IV.2.4 of the HCD Study states that the buildings along the street are “characterized by decorative brick veneers with trim details in stone, wood and pressed metal. The buildings are in a vernacular Queen Anne or Italianate commercial style, two, three or four storeys in height.”

The Centretown HCD Study generally seeks to conserve the established pattern of land uses and built forms, that is, low density residential neighbourhoods of 2-3 storey houses flanked by mixed use main street corridors of 3-4 storey buildings lining the sidewalk. Since the time of the 1997 HCD Study, a pattern is emerging of early 20th century 2-3 storey commercial buildings juxtaposed with parking lots, single storey buildings, a church and new infill buildings that are mixed use and medium density development (including a 9-storey building on the SE corner of Gladstone and Bank).

The differences between conditions then and now are evident in the text of the 1997 HCD Study. That document has the following recommendations for appropriate development along Bank Street and vicinity. Section VII.1.1 (p. 108) mentions the predominant “low scale, high density pattern” of development. In the overall Statement of Heritage Character for Centretown, the Study states that the district “has always been a predominantly residential area” (VII. 1.3, p. 110). The same section describes apartment development as being primarily in the period from 1914-1948, with those apartments being compatible with local heritage character. As for apartment development since then, the Study states that “in the recent 1960-1990 period, the predominantly low-scale environment has been punctuated by high-rise residential development”. This comment appears to relate to infill on residential streets.

As for the Bank Street corridor, the Study has the following comments: (VII.3.1, p. 114) "The Bank Street corridor has always had a primary commercial use, with residential above in many cases. Continuing commercial and mixed-use designation of this corridor would be consistent with the preservation of heritage character...In terms of building height and density...the Bank Street corridor, from Gloucester down to Catherine, should be downzoned to reflect the predominantly three and four storey height of existing commercial properties."

This recommendation (which was not adopted by the City) is reflected in the Building Conservation and Infill Guidelines found in Section VII.5. Here (p. 134) reference is made to the "late 19th-turn of the century character" and an "important overlay" of development in the first half of the 20th century. The Study finds that "More recent mid-and-high-rise developments are for the most part out of character with their neighbours and unsympathetic to the heritage qualities of the area. They do not contribute in any significant way to the heritage character of the proposed district."

Similar comments are found in the recommendations for Conservation and Restoration of Heritage Commercial Properties (Section VII. 5.2). For infill on Bank Street, the Study states that (p. 135) "There are only a few mid-rise buildings in this corridor. Of more concern are the vacant lots, and the key to their infill is successful conservation of the older properties and the application of sympathetic design guidelines for new construction." While the subject property is not a vacant lot, the emphasis on "sympathetic design" is consistent with recommendations for redevelopment. For example, in Section VII. 5.5 Commercial and Mixed-Use Infill (p. 140), the Study states that "This infill must respect the existing heritage character by providing sympathetic contemporary design...the dominant character of the area was set at the turn of the [20th] 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-the-century vocabulary."

As will be shown below, however, these comments and recommendations are, for the most part, contradicted by subsequent planning policies and guidelines for the redevelopment in downtowns and, by extension, in the Bank Street corridor.

5. Impact Assessment

5.1 Description of Proposed Development

The proposed development entails demolition of the existing buildings and construction of a new nine storey mixed use building with underground parking, ground floor commercial uses and residential units above. The building massing has the main block built to the street line for floors 1-6 and floors 7-9 stepped back. There are stepbacks on the north side for the east half of floors 5 and 6 and on the south elevation for floors 5-7. The James Street corner is inset with a corner chamfer. The rear (west) elevation has stepbacks for most of floors 2-7 and additional stepbacks at floors 8-9. There is a mechanical penthouse on the flat roof along with access stairs and a private outdoor amenity space consisting of a pool and terrace.

The fenestration pattern is asymmetrical with different window sizes and configurations: there are no clearly defined bays. The ground floor is continuously glazed with floor-ceiling units framed in black metal surrounds. Similar glazing is found in floors 7-9. The other floors have punched windows with black metal surrounds. Exterior materials glazing and black metal for the ground floor and floors 7-9, with red brick for floors 2-6. Brick cladding extends around the corner along James Street to include a projecting bay on the west elevation (the remainder of that elevation is glazed above the ground floor). The south elevation is brick-clad for floors 2-4 and metal-clad for floors 5-7, with no windows on these walls that abut the property line. Floors 8-9 are stepped back with extensive glazing with black metal surrounds.

The architect explains the design intent of the building elevations as follows (Colthoff, 2019):

James House is intended to provide subtle reinforcement of the repetitive vertical articulation characteristic of Bank Street. It is worth noting that James House does not share its block with any existing structure so issues of alignment and visual connections are less directly perceptible.

James House is a new structure that has taken a more playful approach to issues of stepbacks and articulation to create a taut façade animated by irregular cuts at the north and south to create; a small intimate urban space at the street corner, and higher up, a nod to the heights of nearby buildings. Above the brick base, which anchors the building to the character of Bank Street the building is a panelized window system set well back from the façade.

The ground floor is set back from the sidewalk to create a wider pedestrian area at grade. The height of this floor rather neatly aligns

with the existing storefronts on the adjacent blocks and signage and visual articulation/animation of the retail facade will take place in this area.

Above the ground floor the building is rendered in a sympathetic and traditional red brick palette using a loose pattern of running bond and an open 'headered' coursing to create a gentle horizontal play across the façade. The grillage formed by the headered course allows light onto the balconies and provides them additional privacy but more importantly gives a depth and play of shadow to the façade. This brick pattern is interspersed with charcoal window framing and panels.

While not directly obvious, the brick generally forms continuous vertical lines of brick running top to bottom at each structural bay. This neatly coincides with the rhythm of columns individuating the retail storefronts at grade. In this manner James House while being a modern addition to the street still modestly and quietly reinforces the character of Bank Street.

Informal pre-consultation comments from the City of Ottawa's Urban Design Review Panel (March 1st, 2019) are generally supportive of the proposed design. Their summary comment is that "the proposed building [is] an elegant fabric building that is sensitive to its context within the Centretown Heritage Conservation District." However, there were concerns about the massing as it relates to adjacent properties and the rear lane, as well as comments about the need to consider further setbacks along the Bank Street elevation.





Exterior views



Exterior views



Exterior views

5.2 Conservation Principles

Approaches to conservation principles or “interventions” as applied to buildings and settings that have potential or confirmed heritage value are covered by Provincial and federal guidelines. For the purposes of this report, the federal *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010 edition, as adopted by the City of Ottawa) will be used as the benchmark (Provincial guidelines in the *Ontario Heritage Tool Kit* are harmonized with the federal guidelines).

Principles for good conservation practice include, first, an *understanding* of the potential resource through an assessment of existing conditions (including its value, physical setting, condition, as well as policy context), an *evaluation* using established criteria for cultural heritage resource assessment (e.g. O. Reg. 9/06), and provision of recommended *conservation and mitigation strategies* (including options to the proposed development).

The federal guidelines provide three basic types of “intervention”:

- **Preservation:** essentially keeps the existing structure or setting as is, repairing any damage and preventing further deterioration;
- **Rehabilitation:** may involve the adaptive re-use of an existing building or site to allow a continuing or compatible contemporary use; and
- **Restoration:** reveals or reconstructs earlier elements that are of heritage value.

As applied to the subject property, the federal Standards and Guidelines are used for understanding and evaluating the potential resource and providing mitigation strategies for impact on the heritage attributes of the Heritage Conservation District. Similar principles are found in the Provincial Ministry of Tourism, Culture and Sport's Eight Guiding Principles for the Conservation of Built Heritage Resources. In this case, however, there is not a built heritage resource on the subject property, and thus these principles do not apply.

5.3 City of Ottawa CHIS Requirements

The City of Ottawa Official Plan Section 4.6.1.3 reflects a general policy intent in Section 4.6.1 which seeks to ensure compatible development. The policy as applied to HCDs states that: “Where development is proposed on a property that is adjacent to or within 35 metres of the boundary of: a property containing an individually designated heritage building...[or] a heritage conservation district...the City may require that a cultural heritage impact statement will do the following:

- a) Describe the positive and adverse impacts on the heritage resource or heritage conservation district that may reasonably be expected to result from the proposed development;
- b) Describe the actions that may reasonably be required to prevent, minimize or mitigate the adverse impacts in accordance with the policies below [Section 4.6.1.9, referenced above]; and
- c) Demonstrate that the proposal will not adversely impact the defined cultural heritage value of the property, Heritage Conservation District, and/or its streetscape/neighbourhood.

5.4 Potential Impacts

5.4.1 Initial Assessment

The following assessment considers the objectives, policies and guidelines found in the 1997 HCD Study and those of subsequent planning documents affecting the HCD and the Bank Street corridor. As has been noted above, the HCD Study envisioned future infill on the corridor as being of a similar scale and type as that of the predominant late 19th and early 20th century buildings existing at that time. The Study is explicit in recommending building heights no higher than four storeys. By contrast, all of the subsequent planning policies, as well as the existing zoning, permit mid-rise buildings and encourage intensification along the corridor. Where they agree is that the existing setting is low-scale and that the character of adjacent residential neighbourhoods must be taken into account. There is also agreement that mixed-use development is a characteristic of Bank Street. As was discussed in Section 4, above, the 1997 HCD Study does not have the same policy status as would an HCD Plan prepared since the 2005 changes to the *Ontario Heritage Act*. Until the HCD Study is updated to conform with the current OHA requirements for HCD Plans, City staff continue to use the Study's guidelines in assessing impacts within the HCD, but the current, in-effect heritage planning policies are those of the PPS, the OP, and the Secondary Plan.

The proposed development envisages demolition of the existing, non-heritage buildings and outdoor patio and replacing them with a nine-storey mixed-use building. Given that intention, the initial assessment is of the potential negative impacts of this approach. Subsequent parts of the assessment will discuss impact in terms of the heritage character of the HCD and in relation to the policies and guidelines found in the current land use planning framework. From this discussion will be a review of mitigative measures and optional development approaches, and recommended conservation and development guidelines for the subject property.

The following chart is based on the negative impacts described in the *Ontario Heritage Tool Kit* (Info. Sheet 5, p. 3).

TABLE 1: ASSESSMENT OF POTENTIAL NEGATIVE IMPACTS

Impact	Assessment
Destruction of any, or part of any, significant heritage attribute or features	There are no identified heritage attributes on the subject property (Nos. 390-404 Bank Street).
Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance	The proposed project does not entail alteration of historic fabric or appearance.
Shadows created that alter the appearance of a heritage attribute or change the viability of an associated natural feature or plantings, such as a garden	There will be no shadows created from the proposed project that will negatively impact heritage attributes on adjacent or nearby natural features. No heritage attributes have been identified on adjacent properties. Heritage properties within 35 m. will have some (minor) shadow impacts.
Isolation of a heritage attribute from its surrounding environment, context or a significant relationship	The project will not result in the isolation of any heritage attributes.
Direct or indirect obstruction of significant views or vistas within, from, or of built and natural features	This proposal does not obstruct any significant views or vistas. Views of the property from the intersection will be retained.
A change in land use (such as rezoning a church to a multi-unit residence) where the change in use negates the property's cultural heritage value	The change in use from commercial to mixed-use commercial/residential is compatible with the character of the Bank Street streetscape.
Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affects a cultural heritage resource, including archaeological resources	No changes in grade are proposed and Archaeological Assessments have been completed for the property.

5.4.2 Description of Impacts

For the property itself, no built heritage resources will be impacted as the current buildings are not of heritage significance. The existing buildings do little to contribute to the streetscape. They are undistinguished architecturally and, aside from providing commercial uses, they are commonplace examples of mid-20th century development and do not reflect the predominant character of the street as described in the HCD Study. As a result, the loss of these buildings will not have a direct impact on the HCD. There were no survey forms filled out for the subject property at the time of the HCD Study, and subsequent mapping in the CCDP shows that the property is Category 4, or of no heritage significance. The evaluation prepared as part of this CHIS confirms this assessment.

There are no adjacent properties of heritage significance: the impact on the heritage character of the Heritage Conservation District as a whole is discussed below. On Bank Street, the nearest Category 1 and 2 mixed use buildings are across the street, at Nos. 399 and 403 Bank Street, and Nos. 366-370 are approximately 35m. from the subject lands in the next block north. The proposed development would have no direct impact and some shadow impact on these properties. Nearby residential properties on side streets would also not be directly impacted but would have some shadow impact (for shadow impact, refer to shadow studies accompanying the complete planning application).

Impact on the heritage character of the District is more difficult to assess. The HCD Study does not define that character in any detail, and survey forms for nearby properties use general terms in determining the degree to which the Category 1 and 2 buildings “contribute to”, “help establish” or “reinforce”, the “heritage residential” or “heritage commercial/residential character” of the immediate area. If the Study’s guidelines are to be followed, the dominant character of Bank Street and vicinity is to be determined by late-19th and early-20th century development. Although the Study does not define this character further, judging by surviving examples from this period, the recommended type of streetscape infill could be interpreted as having brick or brick-clad frame commercial and commercial/residential 2-4 storey buildings built to the street line and showing vernacular interpretations of Classical styles (e.g. symmetrical facades, higher ratios of walls to windows, a defined base, middle and top, selective use of architectural details).

In that case, the proposed development is much higher than the predominant existing scale, although its massing transitions down to the adjacent low-rise residential/commercial neighbourhood. The building has few references to Classical architectural stylistic elements. The use of red brick continues the dominant material palette of the streetscape, as do the shallow setback and corner chamfer. Whether or not the building design is able to “reflect the dominant turn-of-the-century commercial vocabulary” is more difficult to determine.

It is here that the comments in the CCDP are germane. Much has changed since 1997 when the HCD Study was completed. Both heritage and land use planning policies have been substantially modified at the Provincial and municipal level. Ottawa has grown and its economic and cultural character has evolved. Bank Street has become the focus of renewed development activity that is, for the most part, a direct result of changes in planning policy. The street is identified as a location for intensification and, in this case, that means mid-rise construction. What has not changed is the mixed-use nature of development, the primary commercial and residential functions of Bank Street, and the stable residential neighbourhoods that continue to exist nearby. The result of these changes is that impact on the heritage character of the HCD may be assessed both in terms of building bulk and architectural style and in terms of compatibility with the uses found in that part of the HCD and with the pedestrian-oriented character of Bank Street itself.

5.4.3 Mitigation Measures

Mitigation of impact is addressed here first through compliance with the design guidelines found in the 1997 HCD Study. This design generally follows the guidelines for Commercial and Mixed Use Infill on the Bank Street Corridor found in the HCD Study (VII.5.5, p. 141), as follows:

- It addresses guideline 2.1 not by providing a 2-4 storey infill structure (it exceeds this height), but by locating the building close to the sidewalk with ground floor retail and residential uses on the upper floors. The building covers the entire lot width and re-establishes a continuous commercial frontage.
- It addresses guideline 2.2 by providing a ground floor facade with large glass areas, recessed entrances (under a continuous canopy in this case) and an articulated transom, with signage in a horizontal band. A corner chamfer is provided at the ground and second floor to acknowledge the corner (see also guideline 2.3).

- It addresses guideline 2.3 by providing upper floor facades that are slightly more opaque, with smaller glazed openings onto balconies for individual units within a simple rhythm created by the window glazing pattern and by perforated brick screens. The upper floors acknowledge the corner with a stepback and change in materiality.
- It addresses guideline 2.4 by providing glass and metal trim throughout and red brick as the predominant exterior cladding.

A more complete description of the ways in which the proposed design addresses the HCD Study Guidelines (1.0 and 2.1-2.4) is found in the architect's analysis of the design (Appendix D).

In terms of the addressing the impact evaluation criteria in Official Plan Section 4.6.1.9, the proposed design:

- a) is a larger version of the massing, profile and character of heritage buildings across the street, while providing a brick-clad, mixed-use building constructed to the street line;
- b) approximates the width of nearby heritage buildings (in new buildings facing the street), particularly No. 403 Bank Street;
- c) approximates the established setback pattern;
- d) shares the same orientation to the street in terms of existing heritage buildings;
- e) minimizes shadows on adjacent heritage properties (heritage properties are not adjacent and shadows are minimized on those within 35 m. of the subject property);
- f) minimizes the impact on the heritage qualities of the street as a public place in heritage areas by providing an expanded sidewalk, especially at the James Street corner;
- g) minimizes the loss of landscaped open space (the patio is private outdoor space, otherwise no public landscape is affected);
- h) ensures the compatible integration of parking by placing it underground; and
- i) locates utility meters etc. away from the Bank Street elevation so as not to detract from the visual character or architectural integrity of a heritage resource.

In term of addressing the recommendations of CCDP Section 6.4.2. (p. 93), mitigation measures include:

- i) aligning setbacks with adjacent buildings;

- iii) providing special treatments at corners;
- vi) providing a ground floor treatment that is fine-grained;
- ix) providing inset balconies for floors 2-6, with projecting balconies above on portions of the stepback; and
- x) considering the HCD guidelines (see above).

The proposed design addresses some of the recommendations of CCDP Section 6.4.3 in terms of a 5 m. setback from rear property lines and a transition in height from 4 storeys to nine storeys on rear elevations, when the development is adjacent to stable low-rise residential neighbourhoods, by varying the stepbacks on the side and rear elevations. The adjacent building to the west, across the laneway, is a commercial building: the established residential neighbourhood begins further west.

In terms of addressing the Mainstreet mid-rise infill guidelines, the proposed development provides a “grained rhythm street frontage” with inset balconies, a varied fenestration pattern, and brick detailing. The lower portions respect some of the nearby heritage elements of heritage buildings in the vicinity, such as façade horizontal and vertical articulation and brick, glass and metal materials. The design also includes a variety of stepbacks on all elevations. The façade design, while a departure from the predominant 19th and early architectural styles, does reflect the portions of the HCD Study’s descriptions that mention “decorative brick veneers, with trim details in....wood” (Section IV.2.4., p. 74).

In general, the following mitigation measures are evident in the proposed design:

- To mitigate the height of the proposed development, the elevation facing west towards the adjacent low-rise residential neighbourhood has been stepped back. The development is also separated from the adjacent neighbourhood by a laneway and a low-rise commercial building. Stepbacks on the north and south elevations, and the chamfered ground floor corner, also bring down the height as the building approaches the adjacent residential streets.
- To further address impact of the building height on the character of the HCD, the mid-rise form is not high-rise, a form of development specifically mentioned in the HCD Study as negatively affecting District character.

- To mitigate impact on the commercial/residential character of the street, there is the use of red brick as the dominant cladding, the clear distinction of commercial uses at grade from residential uses above, and selective use of volumetric variety to modulate the exterior.
- To mitigate the impact of a Bank Street elevation rising six storeys from street level, the stepbacks on the edges, as well as the inset portions of the façade (balconies and screens), help to articulate the surface.

5.5 Conservation and Development Options

Revitalization of the Bank Street corridor within the current municipal policy context requires considering the goals of conservation along with those of increased residential development along main streets. The latter goals appear to be best met by encouraging medium density, mixed use development of the sort envisaged in the Centretown Community Development Plan guidelines. Clearly, the increased height and residential intensity of the built form recommended in these guidelines are not the same as the built form recommended in the 1997 HCD Study guidelines.

There are several options for addressing this dilemma on the subject property in following the general intent of the 1997 HCD Study guidelines:

- Retain the existing buildings;
- Demolish the pub and patio and develop new infill on that site, up to four storeys in height; and
- Demolish the all of the existing buildings and redevelop the entire property with new infill up to four storeys in height.

While meeting the 1997 guidelines, none of these options reflect planning and urban design policy and guidelines that are now in effect, as shown in Section 4, above.

5.6 Rationale for the Chosen Development Option

As discussed above, in order to fully meet the intent of the 1997 HCD Study guidelines, development on this property would have to either retain the existing structures and/or build a new structure that would be no higher than four storeys. In the context of the evolving planning and development policies for this part of downtown Ottawa, such an approach is clearly problematic.

With new policies encouraging construction of mixed-use development along Bank Street of over twice that height, there appear to be few ways of fully reconciling the HCD Study with the emerging policies, at least as far as massing is concerned. However, a taller building can meet some of the guidelines with architectural treatment that takes cues from the existing mixed use heritage buildings. It is here, and in terms of conservation of the HCD character, that the proposed development addresses most of the elements of that character aside from height. In this regard, as shown in text and illustrations prepared by the architect (Appendix D), the proposed design attempts to address the infill guidelines of the HCD Study.

5.7 Conclusions and Recommendations

5.7.1 Summary

The HCD Study, as well as subsequent Official Plan, Secondary Plan and Community Development Plan, all identify the mixed-use character of Bank Street as a heritage attribute. The HCD Study also describes common architectural expressions found on existing commercial facades and comments on the predominant massing of existing buildings along the street. That said, at a more fundamental level, the primary heritage value within the Centretown HCD is its associations with those residents who had a link with Parliament and the federal government. This association, and the predominantly residential character of Centretown, overshadow the significance given to commercial areas within the District. In this context, redevelopment involving removal of existing buildings of no heritage significance has little impact on the District's core heritage values.

The proposed mixed-use building, by providing residential units with ancillary commercial, addresses the associative value of this residential neighbourhood in supporting Parliament Hill, and thus meets the broader intent of the HCD. By providing medium density housing in mid-rise form, the new development meets current City planning policy and supports the heritage commercial/residential character of Bank Street. The proposed massing is also more compatible with nearby low-density residential neighbourhoods than high rise construction would be, thus addressing a key issue identified in the HCD Study. Elements of the building elevations address HCD Study guidelines for new infill.

5.7.2 Recommendations

- *Demolition* of the existing structures is the recommended development strategy.
- The conservation measure to mitigate impact is photographic recording of the existing building exteriors and interiors prior to and during demolition.
- The first review comments from the Urban Design Review Panel (UDRP) contained a recommendation for a streetscape analysis to be provided in order to “demonstrate that the proposed building does not contribute to a tunnelling effect” (March 1st, 2019, p. 2). Among other aspects of streetscape character, such a study will address stepbacks “above the lower storeys”.
- It is also recommended that the City complete its update of the 1997 Centretown HCD Study to not only comply with the requirements of the 2005 Provincial Policy Statement and 2005 *Ontario Heritage Act*, but also to address the new planning and development policies now forming City policy for portions of Centretown and potential changes resulting from Bill 108.

Appendices

A. Excerpts from Centretown HCD Plan

STATEMENT OF HERITAGE CHARACTER

Centretown Heritage Conservation District Study

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 1914-1918 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 with commercial activity in decline.

Centretown itself has always been an access route to Parliament Hill. There is a long-standing 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 discernable.

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.

B. Excerpts from Bank Street heritage infill guidelines

VII.5 **Building Conservation and Infill Guidelines**

The following guidelines are intended to assist the review of proposed demolitions, alterations, and additions within the proposed district. They have been grouped in relation to the primary building types within the area.

1. The Centretown area has a dominant late-nineteenth century/turn-of-the-century character which established the essential residential and commercial aspect of the proposed District.
2. This character has been overlaid by important contributions from the first half of the twentieth century, particularly in the area of multi-unit residential properties.
3. More recent mid and high rise developments are for the most part out of character with their neighbours and unsympathetic to the heritage qualities of the area. They do not contribute in any significant way to the heritage character of the proposed District.
4. Some of the earlier buildings retain most of their original features; others have evolved over time, with modifications related to changes in use or increases in density. While original features are particularly significant, many of the modifications are worth preserving as illustrations of how the neighbourhood has evolved and adapted.
5. Because of the relatively high number of demolitions, many streetscapes are now interrupted by vacant lots. It is important to encourage infill development, and to promote design which is sympathetic to existing types and which re-establishes streetscape continuity.

VII.5.1 **Building Demolition**

Under the Ontario Heritage Act, proposed demolition of properties within the District must be submitted to the City for review and approval. The procedures are outlined in the Act and can involve a waiting period during which the various parties seek to arrive at a compromise solution if there is no initial agreement about the nature or scope of the demolition request.

VII.5.2 **The Conservation and Restoration of Heritage Commercial Properties**

The highest concentration of heritage commercial properties exists along the Bank Street corridor. There are fine examples of late nineteenth century and turn-of-the-century commercial and mixed use buildings, with continuous retail facades at street level, and one, two, or three stories of residential or commercial above. Although the retail facades have undergone many modifications over time, many of the original details and proportions still exist, sometimes covered up by later signage or surface finishes. At the upper the levels, there are excellent examples of decorative brickwork, often with stone or decorative wood trim, and many of the original decorative metal or wood cornices survive at the roofline, sometimes with a second intermediate cornice above the storefronts.

These buildings constitute a valuable resource for the future of this corridor. Low scale heritage commercial is increasingly recognized as a successful basis for pedestrian-friendly, accessible retail activity. Initiatives such as the Main Street Program of Heritage Canada have shown that initiatives in the areas of marketing, event planning, display improvement, and economic coordination can be combined with facade improvement to bring renewed vitality to such corridors.

There are only a few recent mid-rise buildings in this corridor, and they do not interrupt the essential character of the strip. Of more concern are the vacant lots, and the key to their infill is successful conservation of the older properties and the application of sympathetic design guidelines for new construction.

Secondary collections of heritage commercial properties exist on Elgin, Somerset and Gladstone, and on some of the blocks bordering the Bank Street corridor. For those that are housed in converted residential properties, a separate set of design guidelines is provided below. For the others, many are more recent commercial structures which can be maintained in their original or existing states, with any new modifications designed to be sympathetic with the heritage character of adjacent commercial and residential properties.

Recommendations:

1. Storefronts:

- 1.1 When any major facade improvements are planned, the option of restoring all or parts of the storefronts should be considered. For restoration work, early photographs and other documentation should be used as reference, as well as an examination of surviving evidence on site. Where possible, original proportions should be re-established, with window and door transoms reopened, and signage designed in a sympathetic fashion at its original location. Simple paint colour analysis can be used to determine original or early colours, which are often darker and richer than common colour schemes today. Both exterior and interior lighting should be designed to be sympathetic to the period of the building, with more use of spots and incandescent or warm fluorescent colours. Lighting can be used to highlight heritage features. Display windows should be designed to reinforce the facade treatment.
- 1.2 Examine storefronts to identify original or early components, materials and finishes. These would include stone and cast iron columns; original plate glass windows and smaller transom windows above; original or early doors and door transoms; decorative wood or metal first floor cornices; and early signage. Protection and repair of these components should be a priority during any storefront or signage alterations.

2. Upper storeys:

- 2.1 As with the storefronts, examine and compile an inventory of existing features, and take care to repair those that are damaged or decaying.

Typical features include decorative brick veneer; elaborate wood or pressed metal cornices; decorative wood or pressed metal window trim, bays, and spandrel panels; and features such as turrets and finials.

- 2.2 Deterioration of brick veneer or stone trim usually starts at the top of the facade, because of water leakage from the cornice area. Care should be taken to maintain the flashings on the parapet and between the parapet and the roof. Affected areas of masonry should then be repointed with a soft lime-cement mortar matching the existing mortar colour. Decorative wood and metal work should be primed and repainted. If more extensive repairs are required, such as epoxy repair or splicing in of new material, technical advice can be obtained from the Heritage Section at the City.
- 2.3 Consideration should be given to restoration of the upper facades in conjunction with any storefront alterations or improvements. It has already been demonstrated in cities across Canada and the United States that upper facade restoration in older commercial areas can have a dramatic effect on the economic vitality of retail and commercial activity. Restoration should again be based on historic photographs and analysis of physical evidence. It could involve removal of later paint finishes, using chemical or soft abrasive techniques; restoration of original wood window sash, to original proportions and profiles; restoration of original decorative wood and metal features such as cornices, bays, and spandrels; and repainting to original colour schemes.

VII.5.3. **The Conservation and Restoration of Heritage Residential Properties**

A wide variety of residential building types exist throughout the area, but there are certain dominant patterns which establish the heritage character. The first is the preponderance of late-nineteenth century and turn-of-the-century single family homes, many of substantial hip-roofed design with projecting gabled bays. These homes provide essential continuity throughout Centretown, from the Canal to Bronson. The second is the influx of mid-rise apartment buildings from the first half of the nineteenth century, mostly in the Edwardian, Moderne and Art Deco styles, which add a higher density layer but are still compatible with the earlier single family homes and commercial buildings. Many other residential types survive in smaller quantities, including duplexes and two and three door rows.

Many of the single family homes retain their original layout and function. Others have been subdivided to create apartment units. Others have been fully or partially adapted for commercial use, sometimes with small front additions. Whatever the pattern of evolution, most of these buildings retain enough of their original form, material and decorative work to give a strong sense of the historical character of the streetscapes, with the use of richly detailed facades to complement the texture of the street trees and street furnishing. The dominant use of decorative brick veneer with stone and wood trim gives a sense of continuity throughout the District.

The apartment buildings are for the most part less ornate, but continue the dominant use of brick, with sufficient pressed metal, stone, and precast decorative work to provide visual continuity with the earlier homes.

The following guidelines apply to the conservation of those properties that remain in residential use. A separate set of guidelines below applies to those residential properties that have been partially or fully adapted for commercial use.

Recommendations

1. Single family homes (and related turn-of-the-century duplexes and rows):
 - 1.1 Identify existing original and early features, including stone foundations, simple and decorative brick veneers and stone trim, board and shingle sidings, wood doors and window sash, leaded and stained glass window transoms and panels, decorative wood cornices and trim, ornamental cast iron cresting, slate roofing, and turned wood porches and verandahs. House forms and details can be compared with those of similar vintage in the neighbourhood, to understand common characteristics.
 - 1.2 Original and early features should be conserved through regular maintenance, with replacement only of badly deteriorated components with the same material, dimensions and profile. Advice on proper repair techniques, including correct repointing mortars, epoxy consolidation, and replacement procedures, can be obtained from the Heritage Section at the City of Ottawa.
 - 1.3 When any significant modifications or upgrading is planned, facade restoration should be considered, based on historic photographs and examination of the physical evidence. Restoration can include a return to more appropriate windows and doors, reconstruction of porches and verandahs, reinstatement of decorative trim, and repainting to historic colour schemes based on paint analysis. As with commercial buildings, colours in the late nineteenth century and at the turn of the century were generally darker and richer than those in common use today, often with a two- or three-colour scheme for the main facade.
2. Low and Mid-rise Apartment Buildings
 - 2.1 Identify the original and early features of these buildings with particular emphasis on the public entrances and lobbies, and the major facade components. The facade components can include stone and concrete foundations, brick veneers, cut stone and precast trim, decorative wood and metal balconies, and wood, metal and precast cornices. Entrances are often marked by special decorative work in brick, stone or precast, with additional wrought iron or other metal features, special lighting, and leaded or stained glass panels.

- 2.2 The original and early features should be preserved through regular inspection and maintenance, with repair rather than replacement wherever possible. New facilities such as barrier-free access should be added with as little impact as possible on original fabric, and additions should be reversible where possible.
- 2.3 When any major alterations or upgradings are contemplated, consideration should be given to restoring missing elements of the buildings, using historic photographs and on-site evidence. The emphasis should be on restoration of the principal facades, and the main entrance bays and lobbies.
- 2.4 Where new alterations or additions are required, they should be of distinguishable but sympathetic contemporary design which does not detract from or overpower the original. Signage should be well integrated with the form and detail of the building, with a preference for smaller and more transparent signage rather than large and opaque.

VII.5.4. The Conservation and Restoration of Heritage Institutional Properties

The Centretown District does not contain as many institutional properties as are found in areas of the central core north of Laurier or in Sandy Hill West. However, there has always been a scattering of local, regional and national institutions located in this area, partly because of the proximity to Parliament Hill.

Some of these institutions are in purpose-designed buildings, including churches of various denominations. These are often physical and cultural landmarks, providing points of orientation within the Centretown neighbourhood. Others, including national organization headquarters and private clubs, and are in renovated homes or commercial properties.

Recommendations

1. For church properties and other institutions in purpose-designed buildings, regular maintenance and conservative repair techniques should be used to reinforce the historical and cultural value of these neighbourhood landmarks. Alterations and additions should be designed to respect and reinforce the quality of the original design. If restoration work is undertaken, it should be based on historical documentation and physical site evidence.
2. For institutions in renovated residential and commercial buildings, original design intentions should be respected and preserved. Adaptations and alterations should be distinguishable from the original but sympathetic in design and detailing. Opportunities should be taken to restore the integrity of the original residential or commercial design where this has been insensitively altered in the course of renovations over the years.

VII.5.5 The Conservation and Restoration of Heritage Residential Properties Adapted for Commercial or Institutional Use

Many Centretown homes in this district have been adapted at some point for commercial or institutional use. In some cases, the exterior and interior layout has remained essential unchanged. In other cases, the exteriors have survived relatively unaltered, while interiors have been gutted and reworked. In still other cases, there have been substantial exterior modifications, sometimes involving small additions to extend the building out to the sidewalk for easier retail access.

For the most part, these buildings should be treated in the same fashion as the heritage residential properties discussed above. Most of these buildings retain a residential quality that is important to the Centretown neighbourhood and the survival of the traditional streetscapes. Also, some of these properties may revert to residential use at some point. There has been a constant flux over the years in areas such as those bordering on Bank Street.

Recommendations:

1. Identify surviving original or early features of these buildings, as outlined in the guidelines for heritage properties. Additions and alterations related to the conversion to commercial or institutional use should also be noted, with particular attention to their reversibility. Some additions have been tacked on with relatively little impact on the original building.
2. Original features and additions of historical interest should be maintained. These would include the form, materials and detailing of the original residential design, as well as the detailing of the commercial adaptation where these illustrate the historical evolution and mixed use patterns of the area. Repair should be done with original materials, dimensions and profiles, and replacement should be limited to badly deteriorated components.
3. Some adaptive reuse project may revert back to residential use, or commercial tenants may find it appropriate to emphasize the more residential quality of the original. In this case, historical documentation and on site evidence can be used to restore and recover these earlier design intentions, putting back features such as balconies and verandahs, decorative trim, and original design doors and windows.
4. Where new additions or alterations are introduced, they should be of sympathetic contemporary design, distinguishable from the original but compatible in form and detail. They should not detract from or overpower the original.

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

1. 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.
2. Bank Street corridor:
 - 2.1 The form of new buildings should reflect the character of the existing streetscape. The buildings should be two, three or four storeys in height, located tight to the sidewalk, with ground floor retail and commercial or residential uses on upper floors. In most cases, the buildings should cover the entire width of the lot to re-establish a continuous commercial frontage.
 - 2.2 Ground floor facades should be transparent and three-dimensional, with large glass areas, recessed entrances, and articulated transoms. Signage should maintain existing patterns of horizontal banding. Projecting cornices can be used to emphasize the separation between ground floor and upper floors.
 - 2.3 Upper floor facades should be more opaque, with smaller openings in a simple rhythm. The facade should be terminated by a substantial cornice or parapet detail at roof level. For buildings on corner lots, consideration should be given to the use of a turret or other device to acknowledge the corner presence.
 - 2.4 Materials, colours and detailing should ensure continuity in the streetscape. Iron, glass and stone are traditional materials for ground level use, and brick with wood or decorative metal trim for upper floor use. These or comparable materials should be used. Colours should be rich and lighting should be vibrant but discreet, highlighting any three-dimensional detailing of the facade.
3. Other commercial and mixed-use corridors:
 - 3.1 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 height, with a setback that matches adjacent properties. Floor levels should also match what exists, with grade level

retail on streets like Elgin north of Gladstone, and raised floor levels in converted residential areas such as Somerset. In the latter case, split level retail may be feasible; such split retail should not be used in older commercial areas.

- 3.2 In areas of grade level retail where there is a predominantly commercial character, ground floor facades should be fully transparent, signage will be quite prominent, and projecting bands or cornices may be used to separate the upper facade. Upper floor facades should be more opaque and marked by simple regular openings, with strong cornice or parapet treatment.
- 3.3 In areas of converted residential, ground level retail would normally be less transparent, signage more discreet, and upper floors more complex in their massing and detailing to reflect the traditional residential qualities of the area.
- 3.4 Materials and colours should ensure continuity in the streetscape.

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.
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.

VII.5.7 Screening of Surface Parking Lots

Surface parking lots are a particular problem in Centretown because of the instability that has affected the area in the recent past. This instability has led to building demolitions without any immediate redevelopment, and the use of surface parking as an interim income source.

It is clear by now that many of these parking lots have become medium rather than short term arrangements. Many of them are visual eyesores, and detract significantly from adjacent properties and from the continuity of the streetscape.

Screening is required to provide a visual buffer for residents and visitors. The requirement for hard or soft landscaping should be part of the licensing arrangements for surface parking. This can be treated as a kind of temporary infill development.

For specific recommendations, refer to Sections VII.4.11 and VII.4.12 under Urban Form, Streetscape and Open Space Guidelines.

C. References

Books and Reports

Elliott, Bruce S. (1991). The City Beyond: A History of Nepean, Birthplace of Canada's Capital 1792-1990. Nepean: City of Nepean.

Smith, Julian & Associates et. al. (Winter 1996-1997). Centretown Heritage Conservation District Study.

Maps and Plans

Fire insurance plans:

- January 1888, revised January 1901
- 1912
- 1925, revised to 1948
- 1956, revised to 1963

City Directories from 1891 to 2001 (every ten years)

City of Ottawa Archives (photographic collection)

Persons Contacted

City of Ottawa heritage planning staff (MacKenzie Kimm)

Project Architect (Roland Colthoff)

D. Architectural Addendum



APPENDIX D
ARCHITECTURAL ADDENDUM
12017 - 390 BANK
SEPTEMBER 16, 2019

The following is a portion of text extracted from the *Centretown - Heritage Conservation District Study*, recommending design strategies for proposals on the Bank Street Corridor.

The highlighted text represents recommendations that RAW Design has implemented in the most recent proposal of 390 Bank St.

1.0 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.

2. Bank Street corridor

2.1 The form of new buildings should reflect the character of the existing streetscape. The buildings should be two, three or four storeys in height, located tight to the sidewalk, with ground floor retail and commercial or residential uses on upper floors. In most cases, the buildings should cover the entire width of the lot to re-establish a continuous commercial frontage.

2.2 Ground floor facades should be transparent and three-dimensional, with large glass areas, recessed entrances, and articulated transoms. Signage should maintain existing patterns of horizontal banding. Projecting cornices can be used to emphasize the separation between ground floor and upper floor.

2.3 Upper floor facades should be more opaque, with smaller openings in a simple rhythm. The facade should be terminated by a substantial cornice or parapet detail at roof level. For buildings on corner lots, consideration should be given to the use of a turret or other device to acknowledge the corner presence.

2.4 Materials, colour and detailing should ensure continuity in the streetscape. Iron, glass and stone are traditional materials for ground level use, and brick with wood or decorative metal trim for upper floor use. These or comparable materials should be used. Colours should be rich and lighting should be vibrant but discreet, highlighting any three-dimensional detailing of the facade.



**1.0 DISTINGUISHABLE
CONTEMPORARY
DESIGN**



1.0 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.



2019 Proposal
Rendered East Elevation (Bank St. view)



2.1 The form of new buildings should reflect the character of the existing streetscape. The buildings should be two, three or four storeys in height, located tight to the sidewalk, with ground floor retail and commercial or residential uses on upper floors. **In most cases, the buildings should cover the entire width of the lot to re-establish a continuous commercial frontage.**



**2.2 SOFFIT
INFERS
PROJECTING
CORNICE**

**2.2 GROUND
FLOOR FACADE
TRANSPARENT**



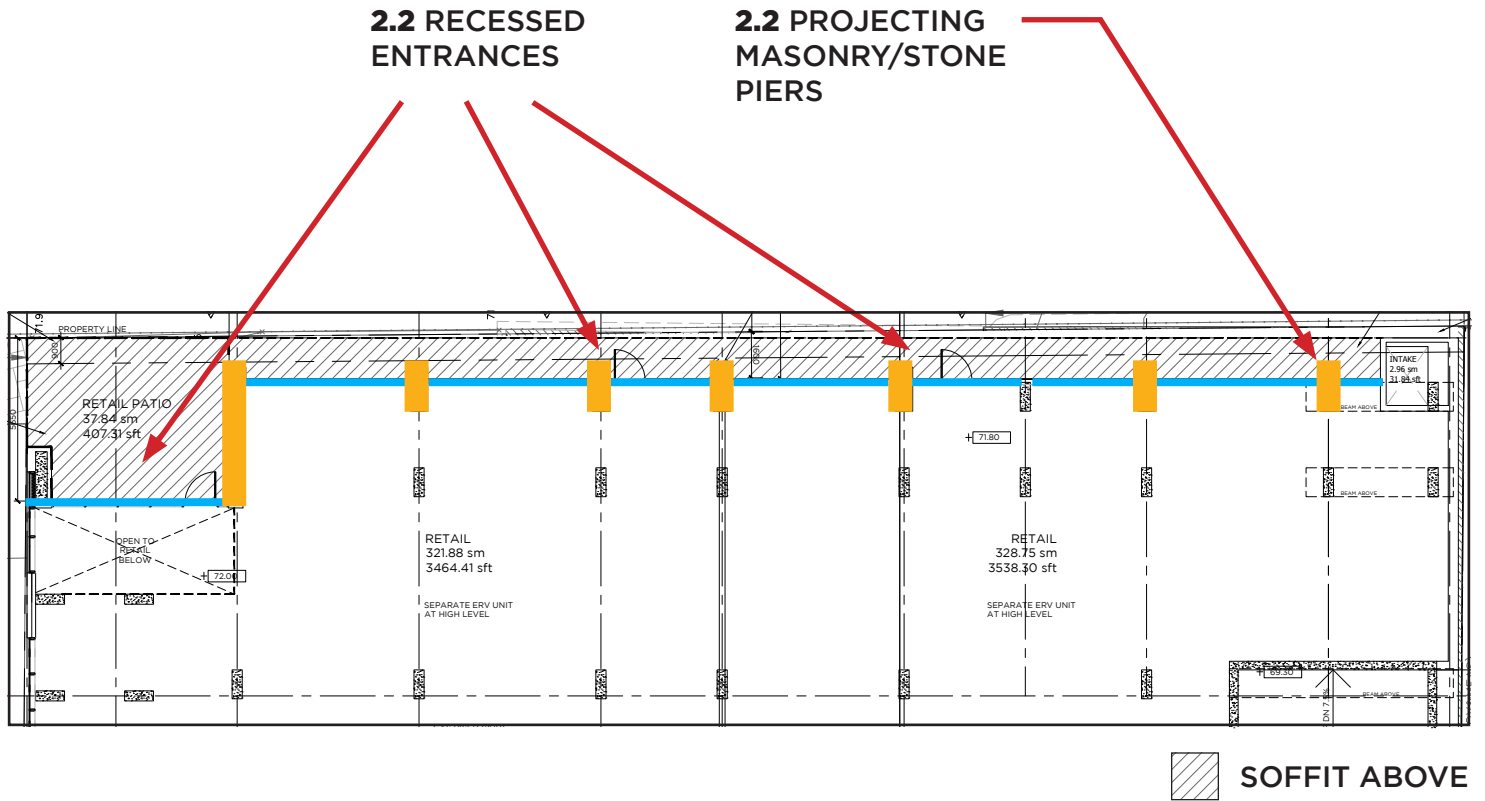
**2.2 MASONRY/STONE PIERS,
EMPHASIZE THE THREE-
DIMENSIONALITY OF THE
FACADE**

**2.2 RECESSED
ENTRANCE AND
TRANSOM**

2.2 Ground floor facades should be transparent and three-dimensional, with large glass areas, recessed entrances, and articulated transoms. Signage should maintain existing patterns of horizontal banding. Projecting cornices can be used to emphasize the separation between ground floor and upper floor.



2019 Proposal
Rendered East Elevation (Bank St. view)



2.2 Ground floor facades should be transparent and three-dimensional, with large glass areas, recessed entrances, and articulated transoms. Signage should maintain existing patterns of horizontal banding. Projecting cornices can be used to emphasize the separation between ground floor and upper floor.



**2.3 SUBTLE VERTICAL RHYTHM
(INDICATED WITH DASHED YELLOW
LINES)**

**2.3 ACKNOWLEDGE
CORNER PRESENCE**



**2.3 UPPER FLOOR
FACADES MORE
OPAQUE**

**2.3 ACKNOWLEDGE
CORNER PRESENCE**

2.3 Upper floor facades should be more opaque, with smaller openings in a simple rhythm. The facade should be terminated by a substantial cornice or parapet detail at roof level. For buildings on corner lots, consideration should be given to the use of a turret or other device to acknowledge the corner presence.



2019 Proposal
Rendered East Elevation (Bank St. view)

2.4 TRADITIONAL BRICK



2.4 MASONRY/STONE PIERS

2.4 VIBRANT BUT DISCREET LIGHTING

2.4 Materials, colour and detailing should ensure continuity in the streetscape. Iron, glass and stone are traditional materials for ground level use, and brick with wood or decorative metal trim for upper floor use. These or comparable materials should be used. Colours should be rich and lighting should be vibrant but discreet, highlighting any three-dimensional detailing of the facade.

