

**Cultural Heritage Impact Assessment
443 and 447 Kent/423-425 McLeod Redevelopment
Ottawa, ON**



Image courtesy of Roderick Lahey Architects Inc.

Date: March 2018
Client: CHSS International Investment & Management Limited
RMA Project No: 17017



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Annex A Design Drawings (Revised – received on March 15th, 2018)

Annex B Heritage Study and Evaluation Forms

A. Introduction

Robertson Martin Architects (The Consultant) was retained in August 2017 by CHSS International Investment & Management Limited (the Client) to provide a *Cultural Heritage Impact Assessment* (CHIS) for a proposed development at the corner of Kent and McLeod Streets in Ottawa (*the Site*).

Section 4.6.1 of the City of Ottawa Official Plan has policies that outline when a Cultural Heritage Impact Statement (CHIS) is required, and which will evaluate the impact of a proposed development on cultural heritage resources when development is proposed that has the potential to:

- Adversely impact the cultural heritage value of properties designated under *Part IV* of the Ontario Heritage Act (OHA); and
- 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 meters of designated buildings and areas; and
- A CHIS is required when demolition is proposed.

The currently proposed development involves partial and full demolition of existing buildings on the site, which lay within the confines of the *Centretown Heritage Conservation District*. Robertson Martin Architects was tasked to evaluate the impact of the newly proposed development on the heritage character of the site and surrounding area.

B. General Information

The proposed development is located at the corner of Kent and McLeod Streets within the *Centretown Heritage Conservation District*. Three buildings currently existing on the site include 423-425 McLeod Street as well as 443 and 447 Kent Street (see Figure 1). All buildings were evaluated as *Category 2* by the City of Ottawa under *Part V* of the OHA for their architectural and historical value, excluding the modern rear addition of 423-425 McLeod (see Figure 2).

The proposed development involves retaining the majority of 423-425 McLeod Street (excluding the back portion of the building, which is largely a modern addition) and the demolition of both properties on Kent Street. The McLeod Street building is to be integrated into a new multi-unit residential building which extends along Kent Street.



Figure 1: The three existing buildings outlined within the proposed development site. (Bing)

C. Current Conditions/ Introduction to Development Site

The three existing late 19th century residences within the proposed development site have maintained their overall integrity, despite changes through time. The most prominent of the residences is the 2 storey, multi-unit, brick dwelling at 423-425 McLeod Street, which has largely retained its heritage integrity despite interior alterations and additions through time. Both Kent Street dwellings are more modest 1 ½ storey, single residential, vinyl clad buildings (with assumed original stone and stucco walls remaining beneath) and, as a result, are assessed as having a lower level of heritage significance. All buildings within the proposed development site are within the *Centretown Heritage Conservation District*, listed as *Category 2* buildings under *Part V* of the OHA.

Under the City of Ottawa Comprehensive Zoning By-Law (2008-250), the development site falls along the boundary line of the *R4 – Residential Fourth Density Zone* and *TM – Traditional Mainstreet Zone*. The R4 zone permits a wide range of residential building forms and densities (from single detached to low-rise apartment dwellings) as well as development which is compatible with existing land use patterns to maintain or enhance the character of a neighbourhood. The *TM Zone* accommodates a wide range of building uses (retail, commercial, institutional, residential, etc.), promotes compact and mixed living developments and imposes development standards to ensure the use is appropriate and the continuity, scale, and character of the street is maintained.

In addition, the *Centretown Community Design Plan* outlines the future vision and development uses for the site and surroundings. This document contains valuable information regarding the future aspirations and development goals for the subject area. Within the context of the McLeod/Kent Street site and the Community Design Plan, the proposed development should be a low-rise infill with a maximum of 4 storeys, with step-backs from the street encouraged to avoid overshadowing and unpleasant pedestrian corridors.

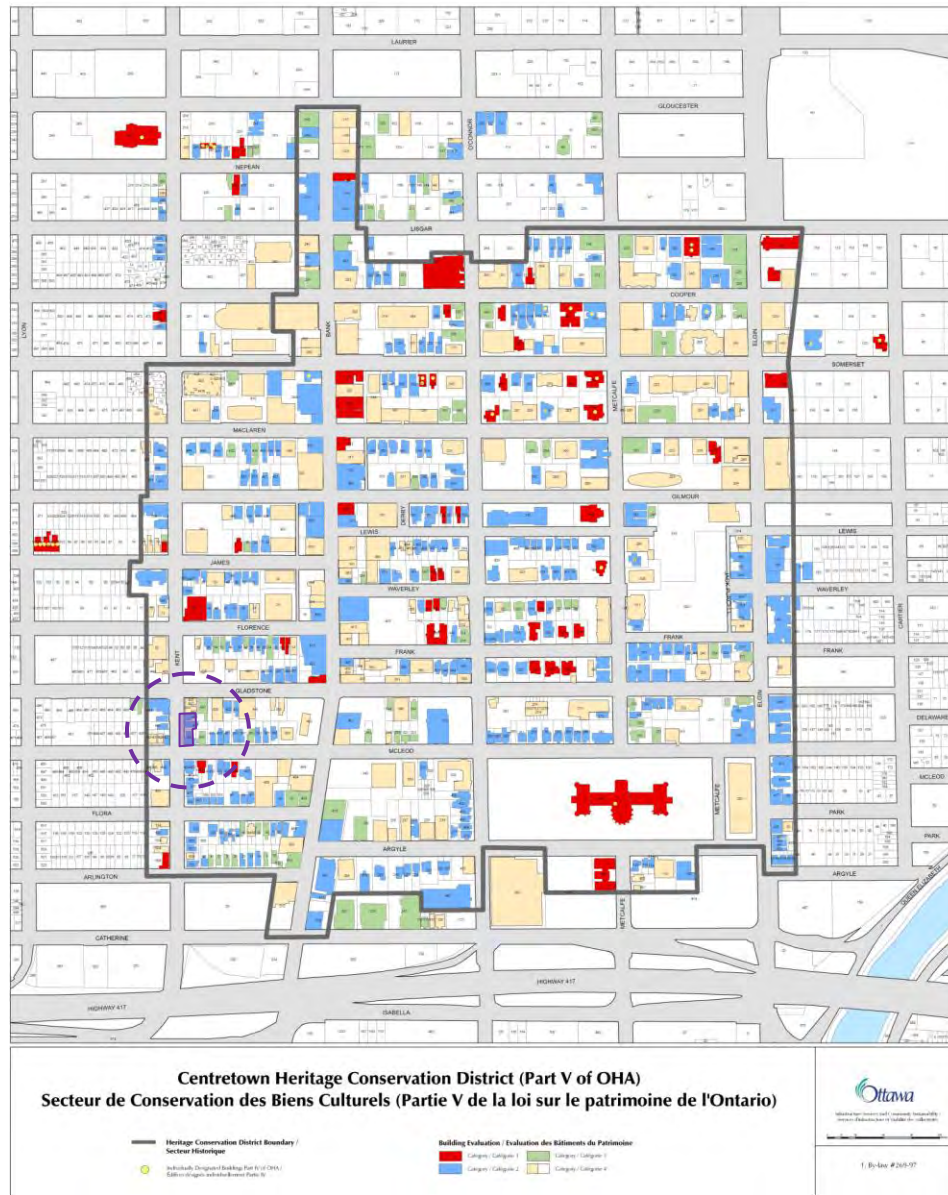


Figure 2: The Centretown Heritage Conservation District Plan, with the proposed development site highlighted in purple near the bottom left corner. (City of Ottawa)

D. Background Research and Analysis

Research and Methodology

The methodology used in the preparation of this assessment includes review and reference to the following:

- *Revised proposed development drawings prepared by Roderick Lahey Architect Inc., received on March 15th, 2018;*
- *Visits to the site and surrounding areas;*
- *Heritage Survey and Evaluation Forms (423-425 McLeod Street, 443 and 447 Kent Street), City of Ottawa, prepared by Julian Smith, Winter 1996;*
- *Centretown Heritage Conservation District Study, December 2012;*
- *Centretown Community Design Plan, May 2013;*
- *The City of Ottawa Official Plan, May 2003; and*
- *Standards & Guidelines for the Conservation of Historic Places in Canada, Second Edition, Parks Canada, 2010.*

Site Analysis and Evaluation

The proposed development site is in the downtown urban core of Ottawa, consisting largely of a mixture of single residential, low-medium density multi-unit residences, and commercial buildings. The area boasts a range of architectural styles, with the buildings on the site and those within the immediate surrounding of a similar modest vernacular style, in addition to Victorian and Queen Anne style residences. This collection of architectural styles and mixed building uses offer the opportunity for development that does not need to conform to a particular set of aesthetic guidelines, offering the opportunity for differentiation from the existing heritage building without negatively impacting the overall urban fabric or sense of place.

Located at the corner of Kent and McLeod Streets, the proposed development site is along a main thoroughway leading to the Supreme Court of Canada and ceremonial route of Confederation Boulevard. Many of the homes in the area have managed to maintain their integrity with minor modifications and densification through time; however, as you move along Kent Street closer to Parliament Hill, an increase in medium-high rise contemporary developments becomes apparent. Within this context of development as outlined in the *Centretown Community Design Plan* and the *City of Ottawa's Official Plan*, which both outline

strategies for infill and densification, this development has the opportunity to preserve/incorporate one of the heritage assets on the site while satisfying densification needs. Following good conservation practice, the new construction should be "of its own time" and compatible with the identifiable heritage character of the surrounding neighbourhood.

E. Statement of Significance

The full list of heritage attributes is available in *Appendix B*.

Architectural Value:

The three buildings within the proposed site are recognized as *Category 2* buildings listed under *Part V* of the OHA as part of the *Centretown Heritage Conservation District*. This category is comprised of “buildings of heritage significance”.

The following was extracted from the *Heritage Survey and Evaluation Form* produced by Julian Smith during his review in 1996 (with a few updated notes):

- **423-425 McLeod Street (constructed 1879-1901):** 2 storey, flat-roofed, double residence with decorative brick veneer, decorative wood porches and cornice. Vernacular Italianate style building largely retaining its heritage integrity. Very good example of turn of the century residential design.
- **443 Kent Street (constructed 1879-1901):** 1 ½ storey gable front residence with angel stone and stucco walls (now covered in vinyl cladding). Vernacular style building with a lower level of heritage integrity retention. Minor example of turn of the century residential design.
- **447 Kent Street (constructed 1879-1901):** 1 ½ storey gable front residence with angel stone and stucco walls (now covered in vinyl cladding). Vernacular style building with a lower level of heritage integrity retention. Minor example of turn of the century residential design.

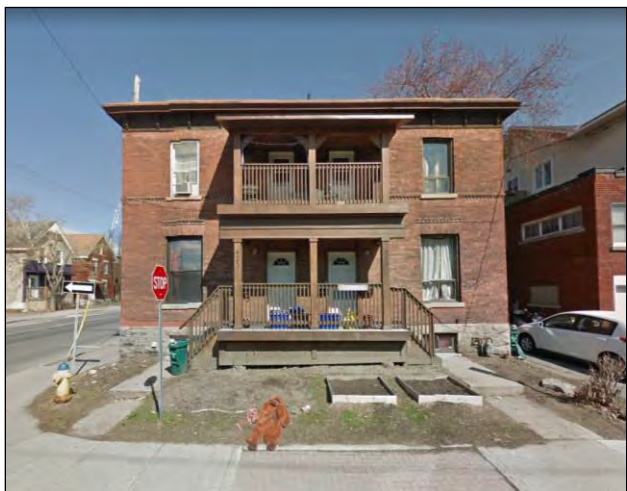


Figure 3: 423-425 McLeod Street, front (south) façade of existing multi-unit residence. (Google)



Figure 4: 423-425 McLeod Street, side (west) and back (north) façades of existing multi-unit residence. (Google)



Figure 5: 443 Kent Street, front (west) façade of existing residence. (Google)



Figure 6: 447 Kent Street, front (west) façade of existing residence. (Google)

Historical & Contextual Value:

While the existing buildings are of vernacular styles and the designers/architects are unknown, their presence contributes positively to the mixed residential/commercial neighbourhood of Centretown. Aside from some minor additions to the McLeod Street property, the current configurations of the McLeod and Kent Street properties have not evolved much since conception. In materials (with a few exceptions), form, and scale, the buildings have maintained their integrity and continue to serve as authentic examples of late 19th century domestic architecture in the area.

F. Description of the Proposed Development

As part of the design process, the Architects updated their drawings (*received March 15th, 2018*) based on the comments received through the heritage permit application process, responding to the City of Ottawa's requests. As such, they have produced a design more in keeping with the history of this site and character of the overall neighbourhood.

The proposed development retains majority of the 423-425 McLeod Street building, connecting the rear of the building to a new 4 storey multi-unit building in the former location of the two Kent Street residences. The existing building retains majority of its heritage elements and original appearance along McLeod Street, but a section of the original structure and additions along the rear of the building will be removed. The exterior appearance and scale of the building at 423-425 McLeod Street will be maintained; however, the interior spaces will be reconfigured for integration into the new construction.

The new 4 storey construction extends from the rear of the McLeod Street residence along Kent Street to provide an additional 27 units (31 in total with the 4 in the existing 423-425 McLeod Street residence). Vehicle access is proposed along the north side of the building, leading to 7 parking spaces and a small amenity area. Modest landscaping surrounds the property to provide greenery, and an additional amenity area was introduced on the rooftop of the new addition to provide communal gathering space and satisfy zoning requirements. A garbage room and bicycle storage (1:1 ratio to units) are located in the basement of the building.



Figure 7: Model of the proposed development from the corner of Kent and McLeod Streets. (Roderick Lahey Architect Inc.)



Figure 8: Model of the rear façade of the proposed development, illustrating the parking lot, green space, and rooftop outdoor space. (Roderick Lahey Architect Inc.)

The new construction consists of a large rear 4 storey block, punctuated by a few stepbacks and minor projections at window bays and balconies, while maintaining the setbacks of the existing Kent Street buildings. In context of this Kent Street block, the new construction is sandwiched between two buildings; connected to the original McLeod Street building to the south, and abutting a 2 storey, multi-unit residence to the north. The new development appears to mimic the materiality and linear forms of these neighbouring buildings throughout the new construction with the use of similar red brick, glazing proportions, and a long flat-roofed form.

The building can be visually defined by a horizontal band, separating the building into a 2-storey podium base (predominantly of brick cladding) and a 2-storey upper section (of light grey architectural panels). This horizontal line continues throughout the block, as it aligns with the flat roofline of the neighbouring property to the north.

Along the Kent Street façade, the 2-storey podium base is clad in red brick which is penetrated by glazed projecting bays to mimic the mass and scale of the two buildings that are proposed for removal to accommodate the new addition. The materiality of this podium base speaks to the character of the heritage neighbourhood and recalls the original rhythm of the streetscape. In the upper section of the building, there are light grey architectural panels throughout and in vertical sections abutting the existing structures. These panels help to break up the mass of the proposed development and distinguish modern interventions from existing buildings, utilizing colours which are complementary to the established character of the area and which have been

carried through to the McLeod Street cornice and wood porch for continuity. The materiality of this upper section is complementary to the neighbourhood, yet distinguishes it from the surrounding heritage fabric.

The principal entrance to the proposed construction is quietly recessed at the northwest corner of the Kent Street façade. This entrance is within one of the new vertical sections containing architectural panels above, and continues the modern materiality with a fully glazed entrance portal.

Directly above the original McLeod Street building on the façade of the new addition, windows were introduced on the outside bays which align with windows on the heritage house below, providing additional continuity between the old and new structures.

G. Impact of Proposed Development

Our assessment attempts to identify any positive and negative impacts the proposed development may have on the heritage value of cultural heritage resources. Assessment is made by measuring the impact of the proposed works on the significance and heritage attributes defined in the *Statement of Cultural Heritage Value for 180 Metcalfe* (Ottawa 2013).

Extracted from the City of Ottawa's CHIS guidelines, typical positive impacts of a development on cultural heritage resources typically include, but are not limited to (items in bold have been deemed most relevant to this proposal):

- restoration of a building or structure, including replacement of missing attributes,
- restoration of an historic streetscape or enhancement of the quality of the place,
- **adaptive re-use of a cultural heritage resource to ensure its ongoing viability,**
- access to new sources of funds to allow for the ongoing protection and restoration of the cultural heritage resource.

Negative impacts include, but are not limited to (items in bold have been deemed most relevant to this scenario):

- **Demolition of any, or part of any, heritage attributes or features,**
- Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building or structure,
- Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape,
- Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship,
- Obstruction of significant identified views or vistas within, from heritage conservation districts,
- Obstruction of significant identified views or vistas within or from individual cultural heritage resources,
- A change in land use where the change affects the property's cultural heritage value,
- Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource.

In this context, the most relevant standards from the *Standards and Guidelines* are:

Standard 1: Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character-defining elements. Do not move a part of an historic place if its current location is a character-defining element.

Standard 4: Recognize each historic place as a physical record of its time, place, and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.

Standard 11: Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

For the proposal:

The principal benefit of this proposal is the integration of the McLeod Street residence into a new contemporary development that will ensure the survival of majority of the historic façades, and allow them to continue to participate in the vitality of the changing city for generations to come.

In general, the proposal exhibits some well-executed design decisions, including:

- Continued function as a multi-unit residence complex;
- Retention of the original McLeod Street building (with the exception of the rear and later additions), respecting the building's form, massing, and materiality;
- Rehabilitation work to be carried out at the McLeod Street residence to restore its heritage integrity;
- Compatibility of the proposed development in form, materiality, and glazing with the heritage character of the McLeod Street residence and the Kent Street multi-unit residence to the north of the new construction;
- Introduction of contemporary materials which distinguishes the old and new constructions, yet remain compatible with the established colour palette and heritage character of the area; and

- Thoughtful use of materials to recall the mass and form of the existing buildings along Kent Street, which will be demolished to accommodate the new construction.

Inversely, there are some aspects of the development which could negatively impact the site and overall heritage character of the conservation district, which include:

- Demolition of two Kent Street residences, both of which were evaluated as *Category 2* buildings under *Part V* of the *OHA*;
- The original tight building set-backs (uncharacteristic for the overall area) have been maintained along Kent Street to accommodate a large building footprint;
- Loss of parking spaces and potential green space to accommodate a large building footprint; and
- The new 4 storey building will reduce the amount of morning light the 2 storey residences directly across the street from the proposed development along Kent Street would be exposed to (*note: a shadow study has not been provided at this point*).



Figure 9: Model of the proposed development. Note the continuous horizontal band spanning the block through strategic application of materials. (Roderick Lahey Architect Inc.)

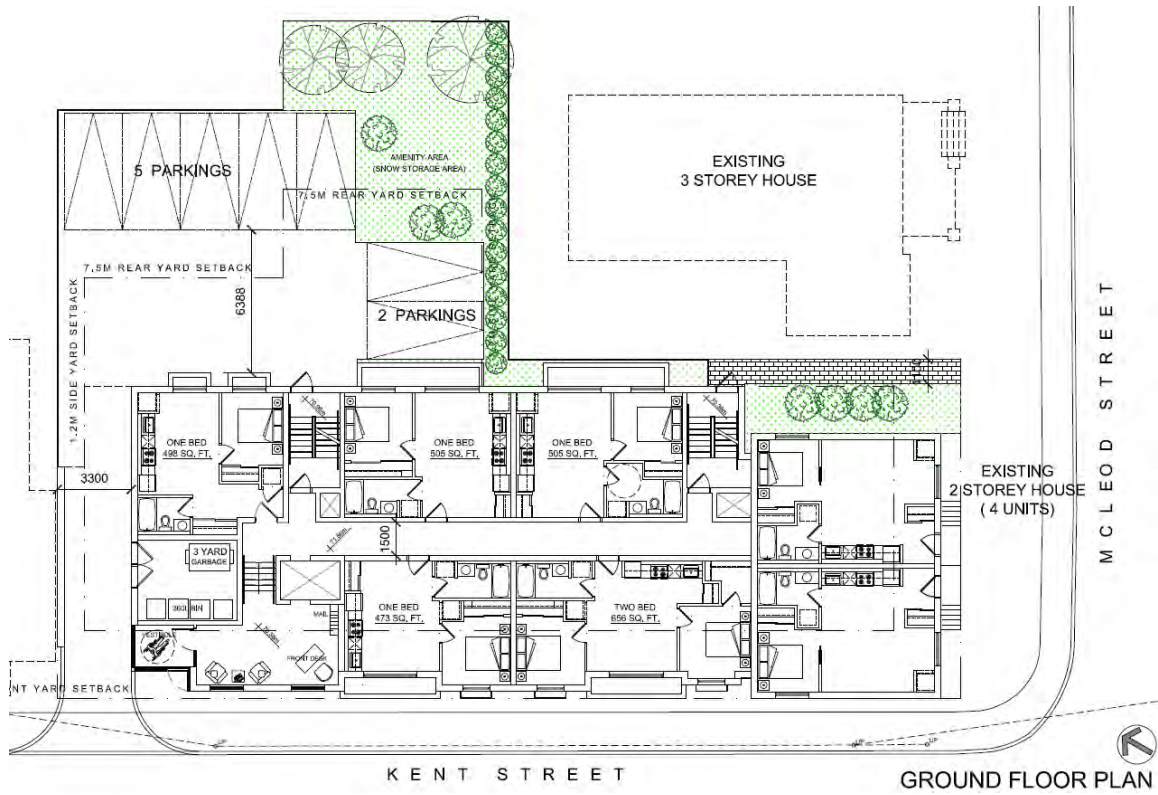


Figure 10: Ground floor plan of the proposed development. Note 7 exterior parking spaces, outdoor green space, and retention of the original property set-backs along Kent Street. (Roderick Lahey Architect Inc.)

H. Alternatives and Mitigation Strategies

The CHIS must assess alternative development options and mitigation measures in order to avoid or limit the negative impact on the heritage value of identified cultural heritage resources.

As extracted from the City of Ottawa CHIS template, methods of minimizing or avoiding a negative impact on a cultural heritage resource(s) include but are not limited to (we have highlighted in bold those items that may be relevant for consideration in this CHIS):

- **Alternative development approaches that result in compatible development and limit negative impacts;**
- Separating development from significant cultural heritage resources to protect their heritage attributes including, but not limited to, their settings and identified views and vistas;
- **Limiting height and density or locating higher/denser portion of a development in an manner that respects the existing individual cultural heritage resources or the heritage conservation district;** and
- Including reversible interventions to cultural heritage resources.

For the proposal:

The Consultant has assessed the proposed development within its site context and has developed the following strategies to mitigate the impact of the new development on the heritage assets within the site and surrounding area:

Recommendation 1: Increase consideration for set-backs along Kent Street to create more human scale and align with the prevailing streetscape

With removal of two buildings along Kent Street, this provides a good opportunity to increase property set-backs. While the two existing Kent Street properties proposed for demolition (and the neighbouring building to the north) have minimal set-backs, this is uncharacteristic of the area which generally features larger set-backs. By increasing the set-backs, the building would respect a prevailing feature of the area, adapt a more human scale, have a less imposing presence along the street, and promote the surrounding heritage assets, minimizing the overall impact of the proposal. Additionally, larger set-backs would reduce shadows projected onto buildings across the street, and increase potential green space around the building perimeter.

I. Conclusion

The overall conclusion of this CHIS is based on measuring the impacts of the proposal on the Centretown Heritage Conservation District as defined by the city, as well as an assessment of the proposal as part of a densifying urban area. **The revised proposed development (provided on March 15th, 2018) is assessed as being compatible with the Heritage Conservation District and the immediate context of the site.**

With respect to the 423-425 McLeod Street residence, the proposal in general conforms with the requirements of the *Standards & Guidelines for the Conservation of Historic Places in Canada (2nd edition)* as well as the Heritage Conservation District values as outlined by the City of Ottawa. The McLeod Street property, which is to be retained and rehabilitated, has been treated in such a way that it will continue to contribute positively to the heritage character of the neighbourhood.

Through strategic application of materials, massing, and form, the Architects achieved a well balanced design which recalls the buildings that will be removed to accommodate the new addition, maintains the original rhythm of the streetscape, and is visually compatible within the context of the heritage neighbourhood while remaining distinguishable from the surrounding historic buildings.

The Consultant Team appreciates the design revisions completed up to this point, which have addressed most of the concerns with the Kent Street façade. However, further exploration of the recommendation in *Section H – Alternatives and Mitigation Strategies* is encouraged to ensure the development has an increasingly positive impact on the overall heritage character of the Centretown Heritage Conservation District.

Please do not hesitate to contact the undersigned should you have any questions or wish to discuss any aspect of this assessment.



Robert Martin OAA, MRAIC, CAHP, LEED AP

K. Glossary

Adversely Impact

A project has the potential to “adversely impact” the cultural heritage value of a project if it; requires the removal of heritage attributes, requires the destruction of a cultural heritage resource, obscures heritage attributes, is constructed in such a way that it does not respect the defined cultural heritage value of a resource.

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.

Cultural Heritage Resources

Includes four components: Built Heritage, Cultural Heritage Landscapes, Archaeological Resources, and documentary heritage left by people.

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.

Preservation

Preservation involves protecting, maintaining and stabilizing the existing form, material and integrity of an historic place or individual component, while protecting its heritage value.

Rehabilitation

Rehabilitation involves the sensitive adaptation of an historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value.

Restoration

Restoration involves accurately revealing, recovering or representing the state of an historic place or individual component as it appeared at a particular period in its history, while protecting its heritage value.