

1. **Application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act***

**Demande de modification du Château Laurier, un bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario***

**Committee recommendation**

**That Council:**

1. **approve the application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act*, based on plans received on January 15, 2021 prepared by Architects Alliance Inc. and attached as Documents 6 and 7, conditional upon the submission of:**
  - a. **material samples prior to the issuance of a building permit;**
  - b. **a conservation plan detailing proposed alterations to the Château Laurier prior to the issuance of a building permit; and**
  - c. **a lighting plan to ensure that the Château Laurier's heritage attributes are protected and highlighted and that the proposed lighting scheme meets the National Capital Commission's Capital Illumination Plan;**
2. **delegate authority for minor design changes to the General Manager of Planning Infrastructure and Economic Development Department;**
3. **issue the heritage permit with a four-year expiry date from the date of issuance.**

**Recommandations du Comité telles que modifiées**

**Que le Conseil :**

1. **approuve la demande de modification du Château Laurier, un bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario*, conformément aux plans reçus**

le 15 janvier 2021, préparés par Architects Alliance Inc. et joints à la présente en tant que documents 6 et 7, sous réserve de la présentation des éléments suivants :

- a. échantillons de matériaux avant la délivrance du permis de construire;
  - b. plan de conservation exposant en détail les modifications proposées au Château Laurier, avant la délivrance du permis de construire;
  - c. plan d'éclairage permettant d'assurer la protection et la mise en valeur des attributs patrimoniaux du Château Laurier, et de garantir que le projet d'éclairage répond aux exigences du Plan lumière de la Commission de la capitale nationale;
2. délègue au directeur général de Planification, Infrastructure et Développement économique le pouvoir d'apporter de légères modifications à la conception;
  3. délivre le permis en matière de patrimoine et fixe sa date d'expiration à quatre ans après la date de délivrance.

For the Information of Council

Planning Committee also approved the following motion:

**Motion N° PLC 2021-36/1**

**THEREFORE BE IT RESOLVED THAT the Cultural Heritage Impact Statement listed as Document 10 of the report for the Application to Alter the Château Laurier, 1 Rideau Street, A Property Designated Under Part IV of the *Ontario Heritage Act* (ACS2021-PIE-RHU-0004) be replaced with the Cultural Heritage Impact Statement dated February 2, 2021 on file with the City Clerk.**

Pour la gouverne du Conseil municipal :

Le Comité de l'urbanisme a également approuvé la motion suivante:

**Motion N° PLC 2021-36/1**

**IL EST RÉSOLU QUE l'étude d'impact sur le patrimoine culturel (document 10) du rapport *Demande de modification du Château Laurier, un bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la Loi sur le patrimoine de l'Ontario (ACS2021-PIE-RHU-0004)* soit remplacée par la version datée du 2 février 2021, conservée dans les dossiers du greffier municipal.**

Documentation/Documentation

1. Manager's report, Right of Way, Heritage and Urban Design Services, Infrastructure and Economic Development Department, dated January 22, 2021 (ACS2021-PIE-RHU-0004)

Rapport du Gestionnaire, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 22 janvier 2021 (ACS2021-PIE-RHU-0004)

2. Extract of draft Minutes, Special Joint Meeting of the Planning Committee and Built Heritage Sub-Committee, February 5, 2021

Extrait de l'ébauche du procès-verbal, réunion extraordinaire conjointe du Comité de l'urbanisme et du Sous-comité du patrimoine bâti, le 5 février 2021.

3. Extract of draft Minutes, Special Meeting of the Built Heritage Sub-Committee, February 5, 2021

Extrait de l'ébauche du procès-verbal, réunion extraordinaire du Comité de Sous-comité du patrimoine bâti, le 5 février 2021.

4. Extract of draft Minutes, Special Meeting of the Planning Committee, February 5, 2021

**Planning Committee  
Report 36  
February 24, 2021**

**4**

**Comité de l'urbanisme  
Rapport 36  
le 24 février 2021**

Extrait de l'ébauche du procès-verbal, réunion extraordinaire du Comité de l'urbanisme, le 5 février 2021

**Planning Committee  
Report 36  
February 24, 2021**

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**Comité de l'urbanisme  
Rapport 36  
le 24 février 2021**

**Report to  
Rapport au:**

**Joint meeting of/ Réunion conjointe du  
Planning Committee / Comité de l'urbanisme  
and / et du  
Built Heritage Sub-Committee / Sous-comité du patrimoine bâti  
5 February 2021 / 5 février 2021**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti  
February 5, 2021 / 5 février 2021**

**Planning Committee / Comité de l'urbanisme  
February 5, 2021 / 5 février 2021**

**and Council  
et au Conseil  
February 24, 2021 / 24 février 2021**

**Submitted on January 22, 2021  
Soumis le 22 janvier 2021**

**Submitted by  
Soumis par:  
Court Curry,  
Manager / Gestionnaire,  
Right of Way, Heritage and Urban Design Services / Services des emprises, du  
patrimoine et du design urbain  
Planning, Infrastructure and Economic Development Department / Direction  
générale de la planification, de l'infrastructure et du développement  
économique**

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Ward: RIDEAU-VANIER (12)

File Number: ACS2021-PIE-RHU-0004

**SUBJECT:** Application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act*

**OBJET:** Demande de modification du Château Laurier, un bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario*

#### REPORT RECOMMENDATIONS

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council:

1. Approve the application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act*, based on plans received on January 15, 2021 prepared by Architects Alliance Inc. and attached as Documents 6 and 7, conditional upon the submission of:
  - a. Material samples prior to the issuance of a building permit;
  - b. A conservation plan detailing proposed alterations to the Château Laurier prior to the issuance of a building permit; and
  - c. A lighting plan to ensure that the Château Laurier's heritage attributes are protected and highlighted and that the proposed lighting scheme meets the National Capital Commission's Capital Illumination Plan;
2. Delegate authority for minor design changes to the General Manager of Planning Infrastructure and Economic Development Department;
3. Issue the heritage permit with a four-year expiry date from the date of issuance.

## RECOMMANDATIONS DU RAPPORT

Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour ce qui suit au Conseil :

1. Approuver la demande de modification du Château Laurier, un bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario*, conformément aux plans reçus le 15 janvier 2021, préparés par Architects Alliance Inc. et joints à la présente en tant que documents 6 et 7, sous réserve de la présentation des éléments suivants :
  - a. Échantillons de matériaux avant la délivrance du permis de construire;
  - b. Plan de conservation exposant en détail les modifications proposées au Château Laurier, avant la délivrance du permis de construire;
  - c. Plan d'éclairage permettant d'assurer la protection et la mise en valeur des attributs patrimoniaux du Château Laurier, et de garantir que le projet d'éclairage répond aux exigences du Plan lumière de la Commission de la capitale nationale;
2. Déléguer au directeur général de Planification, Infrastructure et Développement économique le pouvoir d'apporter de légères modifications à la conception;
3. Délivrer le permis en matière de patrimoine et fixer sa date d'expiration à quatre ans après la date de délivrance.

## EXECUTIVE SUMMARY

This report recommends approval of a new application to construct an addition to the Château Laurier, 1 Rideau Street under the *Ontario Heritage Act*. The application was evaluated on its own merits and staff recommend approval as it meets the Standards and Guidelines for the Conservation of Historic Places in Canada. There is a concurrent application for Site Plan Control under the *Planning*

*Act.* The proposal is the result of mediation and collaboration between the property owner and Heritage Ottawa.

## RÉSUMÉ

Le présent rapport recommande l'approbation d'une nouvelle demande de construction d'une annexe au Château Laurier, situé au 1, rue Rideau et désigné aux termes de la partie *IV* de la *Loi sur le patrimoine de l'Ontario*. La demande a été évaluée au regard de ses qualités intrinsèques et le personnel recommande son approbation au motif qu'elle respecte les Normes et lignes directrices pour la conservation des lieux patrimoniaux au Canada. Une demande parallèle de réglementation du plan d'implantation a été présentée en vertu de la *Loi sur l'aménagement du territoire*. La proposition résulte d'une médiation et d'une collaboration entre le propriétaire et Patrimoine Ottawa.

## BACKGROUND

Larco Investments Limited (Larco) submitted a new application to alter the Château Laurier, 1 Rideau Street in November 2020. The Château Laurier is designated under Part IV of the *Ontario Heritage Act* and is bounded by the Rideau Canal, a UNESCO World Heritage Site, Major's Hill Park and Mackenzie Avenue (see Location Map, Document 1).

### Previous Approvals

Larco first released its designs for an addition to the building in fall 2016 and extensive consultation between the applicant, the City of Ottawa and the public took place over two years. The owner applied for and received permission under the *Ontario Heritage Act* to demolish the parking garage at the rear of the hotel in January 2018. The owner then submitted an application under the *Ontario Heritage Act* to construct an addition to the Château Laurier. This addition was considered by the Built Heritage Sub-Committee and approved by City Council with conditions in June 2018 through report [ACS2018-PIE-RHU-0010](#).

The 2018 proposal was revised in accordance with the Built Heritage Sub-Committee [Motion 31/2](#) and the [revised plans](#) were approved by Planning Committee and City Council in June and July 2019.

The 2018 proposal also required minor variances to the Zoning By-law. The Committee of Adjustment decision was appealed to the Local Planning Appeals Tribunal by the owners and Heritage Ottawa in October 2019. There has not yet been a decision by LPAT on the appeals submitted. Since then, the parties have worked together to revise the design again with the goal of settling the appeal. The November 2020 application reflects changes resulting from these discussions.

### **Current Proposal**

As the proposed alteration is significantly different from the previously approved heritage permit, a new application under the *Ontario Heritage Act* was required. This report has been prepared as applications to alter designated heritage properties require Council approval after consultation with the Built Heritage Sub-Committee.

It is important to note that each individual application for a heritage permit is considered by Heritage Planning staff based on its own merits. The evaluation of this heritage permit application was independent of all previous approvals. A revised Site Plan Control application is also required as well as minor variances to the City's Zoning By-law. The minor variances are essentially the same as those sought in 2018. The applicant intends to address the variances through the submission of the revised plans to the Land Use Planning Appeals Tribunal to resolve the appeal.

Planning staff are recommending approval of the revision to the Site Plan Control application. For more information, see report ACS2021-PIE-EDP-0006.

Following the municipal approvals process, the applicant must also obtain federal land use approvals through the National Capital Commission (NCC). The applicant expects to present the proposal to the NCC's Advisory Committee on Planning, Design and Realty in late February 2021.

### **Building History and Cultural Heritage Value**

The Château Laurier was constructed on Rideau Street at the southern edge of Major's Hill Park on land that was formerly part of the park. The building was constructed in two phases (between 1908 and 1912, and between 1927 and 1929) and now forms the northeastern boundary of Confederation Square, which was created in the 1930s with the War Memorial at its centre (see Historic Photos,

Document 2).

Designed by the Montreal architectural firm of Ross and McFarlane, the Château Laurier is an excellent example of the Château style used for railway hotels across Canada, initially by the Canadian Pacific Railway and later by the Grand Trunk Railway in the early decades of the 20th century. Bradford Gilbert of New York was initially engaged to design the new hotel in 1907 but was replaced by Ross and MacFarlane. The original plan was for an L-shaped building, with the long side of the L running roughly parallel to the Rideau Canal. In 1927, construction began on the second phase, designed by Montreal architect John S. Archibald, which turned the L-shaped building into a U-shaped building. The building's original Châteauesque details, such as the steeply pitched copper roof, irregular roofline, Indiana limestone cladding, detailed dormers, towers and turrets, finialled and crocketed gables, and the vertical alignment of windows, were repeated in the second phase. In the 1960s, a five-storey parking garage was added to the rear of the building, this garage was demolished in 2018 (see Current Photos, Document 3).

### **Heritage Recognition**

The Château Laurier was designated under Part IV of the *Ontario Heritage Act* in 1978 by the former City of Ottawa for historical and architectural reasons. The Statement of Significance for the building was very brief and provided little insight into the building's character-defining elements; however, as the building is also federally designated, City heritage staff have used the [Château Laurier National Historic Site Statement of Significance](#) to assist in the analysis of this project. Key character-defining elements of the building that make it an excellent example of the Château style include its:

- Romantic setting
- Proximity to Parliament Hill
- Irregular L-shaped plan
- Massive scale, irregular silhouette, steeply-pitched copper roofs, ornate gables and dormers, towers and turrets, high quality materials and dramatic setting

- Smooth finish and pale tone of the exterior Indiana limestone walls, contrasting sharply with the ornate detailing above the eave-line
- Symmetrical front façade, defined by two octagonal pavilions, vertically accented by a strip of oriel windows
- Picturesque silhouette
- Whimsical and delicate corner tower
- Arcaded entrance loggia
- Close physical relationship with the former Ottawa Union Station and its proximity and relationship with the Confederation Square National Historic Site

(See Document 4 for the Statement of Cultural Heritage Value (By-law 265-78) and Document 5 for National Historic Site Statement of Significance.)

## **DISCUSSION**

### **Recommendation 1**

#### **Project Description**

The proposed development will replace the existing surface parking lot at the rear of the Château Laurier. It is comprised of three volumes: two towers of 10 and 11 storeys connected at grade by a two-storey base. The addition will physically connect with the historic building at two points, on the east side it will connect to the existing building via a one-storey loading bay. The west tower will link to the historic building via a two-storey glazed link spanning the third to fifth storeys. The overall massing of the addition is asymmetrical, reflecting the Picturesque and whimsical character of the Château (see Documents 6-8).

The east tower is 10 storeys or 36.45 metres to the top of the bronze screen on the roof. It includes the garage access at grade and a loading dock that forms the interface between the new east pavilion and the historic hotel. The loading dock is set back from Mackenzie Avenue. Given the irregular property line, the east façade of the new pavilion is set forward of the east façade of the Château, with a setback

of 0.6m from the eastern property line. The west tower is 11 storeys or 39.45 metres to the top of the roof screen. The west tower is 13 metres away from the Château and is linked by a glazed link at the third to fifth storeys.

Both towers are divided into a base, middle and top reflecting the façade divisions of the historic Château. The towers are defined by masonry cladding punctuated by window openings arranged in patterns inspired by the solid-to-void relationship on the historic building. Both towers are capped with a decorative bronze screen to shield rooftop mechanical and ventilation systems from view.

The two-storey base between the east and west pavilion defines the interior courtyard created by the historic building and the new addition. This courtyard will function as additional event space for the hotel, with alterations to the north elevation of the Château to provide access to the courtyard from the ballroom and banquet rooms. Several windows are proposed to be converted to doors. The courtyard is hardscaped to provide a flexible outdoor extension of the ballroom. There are also extensive green roofs proposed and a rooftop kitchen garden and a pollinator garden. Additional trees will be planted in the courtyard and along Mackenzie Avenue (see Landscape Plans, Document 9).

The proposed addition includes a palette of materials drawn from the historic building. The base and middle portions of each pavilion are clad in clad in Indiana limestone with a bronze frame curtain wall. Bronze panels and fins are used to accent the roofline of the addition.

### **Standards and Guidelines**

City Council adopted Parks Canada's "Standards and Guidelines for the Conservation of Historic Places in Canada" in 2008. The "Standards and Guidelines" offer,

"a framework for making essential decisions about which character-defining elements of an historic place should be preserved and which ones can be altered while protecting heritage value."

The City of Ottawa uses the Standards and Guidelines to evaluate alterations to designated heritage buildings. There are a number of Standards and Guidelines

relevant to this project. The relevant Standards and Guidelines are outlined and analysed below:

### **Standard 1**

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

The proposed addition replaces the now-demolished parking garage that was constructed in the 1960s. The parking garage had little historic or aesthetic value, and it diminished the aesthetic value of the hotel. Located at the rear of the historic building, the new addition will allow the Château Laurier to retain its landmark status at the corner of Rideau Street and Mackenzie Avenue. The building will continue to contribute to the cultural heritage landscape and the addition will re-establish a connection to Major's Hill Park. None of the character-defining elements listed in the City's Statement of Cultural Heritage Value or the National Historic Site Statement of Significance will be removed, altered or replaced as a result of the proposed development. The cultural heritage value of the Château Laurier will be conserved.

### **Standard 11**

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

It is noted within the explanation of Standard 11 that in addition to being physically and visually compatible with and distinguishable from the historic building, Part (b) requires an addition to be subordinate to the historic place:

This is best understood to mean that an addition must not detract from the historic place or impair its heritage value. Subordination is not a question of

size; a small, ill-conceived addition could adversely affect an historic place more than a large, well-designed addition.

The proposed addition to the Château Laurier meets the requirements of Standard 11 because:

- The design of the addition is distinguishable and of its own time but uses cues and inspiration from the design of the historic building including:
  - Two volume massing that is sympathetic to the evolution of the Château over time into a U-shaped building with an east and west wing. The differing heights of the towers reflects the asymmetric roofline of the Château.
  - Use of a complementary and noble material palette including the same smooth Indiana limestone as the original building.
  - Designing the addition to reflect the proportions of the Château's tripartite design, including a base, middle and top.
  - Echoing the window-to-wall ratio of the Château with large sections of masonry punctuated by thin vertical windows, reflecting the verticality of the Château.
- The proposed addition takes an approach of minimal intervention by separating the addition from the historic building by a courtyard and limiting the connection to two locations on the east and west.
- Stepping back the top portion of the additions to allow greater views of the roofline of the Château
- Designing loading and parking to be located inside the building, improving the relationship with Mackenzie Avenue.
- While the proposed addition is comprised of two tower elements, the lower connector allows opening up of a key view of the Château from Major's Hill Park.

As noted in Standard 11, there are a wide range of design solutions that would result in a compatible addition to the Château Laurier. The Standard calls for striking a balance between mere replication and pointed contrast. The design of the proposed addition has been through many iterations over the past five years, some options more successful than others. The key goal in all versions of the proposed addition was the conservation of the heritage value and attributes of the Château Laurier. The previous plan, approved by Council in June 2018 and reconfirmed in July 2019, also met the Standards and Guidelines.

### **Guidelines**

The Guidelines section of the “Standards and Guidelines” cover a wide range of subjects, including archaeology, cultural landscapes, buildings and materials. The applicable Guidelines for this proposal are in Section 4.3.1, Guidelines for Buildings, Additions or Alterations to the Exterior Form, 13-15, below:

13. Selecting the location of a new addition that ensures that the heritage value of the place is maintained.
14. Designing a new addition in a manner that draws a clear distinction between what is historic and what is new.
15. Designing an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting.

The proposed addition to the Château Laurier is consistent with these Guidelines because it is located to the rear of the hotel on the site of a former garage and set back from the rear façade and lightly joined at two locations, leaving most of the existing building untouched. The west wing of the addition will be 15 metres from the north wall of the existing hotel. This plan conserves the cultural heritage value of the designated building.

The addition is designed to be contemporary in its architectural expression but deferential to the hotel, complementing its materials and architectural details. It can be viewed from vantage points on Parliament Hill, Confederation Square, the Alexandra Bridge and the north side of the Ottawa River, and its massing, design and materials complement the associated cultural heritage landscape.

The proposed addition meets the relevant Guidelines.

### **Views**

The Château Laurier is an iconic building in Ottawa both on its own and for its location within a significant cultural heritage landscape defined by the Ottawa River and its geomorphology, and the Rideau Canal and including significant designed spaces such as Major's Hill Park, Nepean Point, Confederation Square and prominent buildings including the Parliament Buildings, Senate of Canada Building and the Connaught Building.

Views to and from this landscape are not protected under the *Ontario Heritage Act* but evaluating impacts of the proposed addition to the Château Laurier from key views is an important consideration in this application.

There were several key views that were considered in evaluating the potential impacts of the proposed addition to the Château Laurier. Several of these views were identified in the 2008 document entitled *Château Laurier Urban Design Guidelines* prepared for the National Capital Commission.

The evaluated views include:

- View from Major's Hill Park
- View from Plaza Bridge
- View from Colonel By Statue in Major's Hill Park
- View from Parliament Hill
- View from Ottawa Locks
- View from Major's Hill Park
- View from Alexandra Bridge
- View from Ottawa River

Renderings showing the proposal from these views are attached in Document 8.

Any large scale addition to the Château will result in impacts on some of these views. The current proposal minimizes negative impacts on the key urban views particularly from Major's Hill Park and results in greater impacts on some of the skyline views from the north. In summary, negative impacts on significant views have been mitigated by:

- the two-pavilion massing of the addition which continues the east and west wings of the historic hotel and opens up views into the centre of the U-shaped historic building;
- the use of a restrained architectural expression; and
- the use of a high-quality, compatible material palette.

(The views are outlined and analyzed in more detail in the Cultural Heritage Impact Statement prepared by ERA Architects and attached as Document 10).

### **Adjacent Heritage Resources**

As discussed, the Château Laurier is one component of a significant cultural heritage landscape, comprised of many designated heritage resources. The review of an application for an addition to the Château Laurier must also consider impact on adjacent resources including:

- Rideau Canal UNESCO World Heritage Site
- Parliament Hill National Historic Site of Canada
- Confederation Square National Historic Site
- Senate of Canada Building (former Union Station), designated under Part IV of the *Ontario Heritage Act*
- Connaught Building, designated under Part IV of the *Ontario Heritage Act*

As the addition is located at the north end of the building, impacts on Confederation Square and the Senate of Canada building are minimized. There will be visual impacts of the addition on the view along Mackenzie Avenue and the Connaught

Building as well as Parliament Hill. These impacts have been mitigated through the use of a compatible material palette and design expression. The impacts of the proposed addition on adjacent heritage resources is further analyzed in the Cultural Heritage Impact Statement attached as Document 10.

### **Cultural Heritage Impact Statement**

Section 4.6.1 of the City's Official Plan requires that a Cultural Heritage Impact Statement (CHIS) be prepared where a proposal has the potential to adversely impact a heritage resource. A revised CHIS was prepared as part of this application by ERA Architects Inc. Heritage staff have reviewed the CHIS and determined that it meets the City's requirements for preparing Cultural Heritage Impact Statements.

The CHIS provides an overview of the impacts of the proposed development on the Château Laurier, adjacent cultural heritage resources, and key views. The conclusion of the CHIS states:

This report finds that the proposed Château Laurier addition sensitively intensifies the Development Site, while conserving the cultural heritage value of on-site and adjacent heritage properties. The proposal also conserves the cultural heritage value and character of the broader cultural heritage landscape in which the Château Laurier is located.

The development proposal retains the Château Laurier in its entirety and removes a surface parking lot at the rear (north) of the hotel. This parking lot will be replaced by a new addition comprised of two multi-storey pavilions connected by a two-storey link, which has been designed to only abut small portions of the heritage hotel.

The development proposal also includes an enclosed glass link located along the western edge of the Château Laurier's east wing, a landscaped courtyard between the Château Laurier and the proposed addition, and proposes modifications to original ground floor window openings to provide access to the courtyard from the hotel ballroom and banquet room.

A number of design measures have been incorporated into the design of the proposed addition, which help mitigate any potential impacts on, and

conserve the cultural heritage value of on-site and adjacent heritage resources. In summary, the proposal will revitalize the Development Site with new interior and exterior uses, and will feature a simplified contemporary design, material palette, and pattern of articulation that references the existing hotel, while ensuring that the proposed addition is subordinate to, complementary with, yet distinguishable from the Château Laurier and its surrounding landscape.

Staff concur with the findings of the CHIS. The CHIS includes a recommendation that a conservation plan be prepared related to alterations to the historic building itself such as the alterations required to convert some ballroom windows to doors. Staff have included this recommendation as a condition of approval in order to ensure that as the project moves to the detailed design phase, the proposed alterations conserve the heritage attributes of the building.

### **Recommendation 2**

Minor design changes to a building may emerge during the working drawing phase of the project and through the site plan process. As is common practice for heritage applications, this recommendation is included to delegate the authority to the General Manager, Planning, Infrastructure and Economic Development Department to undertake these changes.

### **Recommendation 3**

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A four-year expiry date is recommended to ensure that this project is completed in a timely fashion. The expiry timeline has been extended to allow time for the settlement of appeals and in light of the uncertainty caused by the global pandemic.

### **Conclusion**

The Department recommends approval of the application to alter the Château Laurier subject to the proposed conditions regarding material samples and the submission of lighting and conservation plans. The proposed addition to the Château Laurier meets the “Standards and Guidelines for the Conservation of

Historic Places in Canada”, minimizes impacts on the heritage value and attributes of both the Château Laurier and the surrounding cultural heritage landscape.

### **Provincial Policy Statement**

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

### **RURAL IMPLICATIONS**

There are no rural implications.

### **CONSULTATION**

Extensive consultation has taken place since the original proposal was made public by the applicant in 2016.

As part of the new applications for Site Plan and a Heritage Permit, the City undertook public outreach via the City’s website and through the email list created during the 2018-2019 applications. Details of the consultation approach are provided in the Site Plan Report (ACS2021-PIE-EDP-0006).

A public information session on the revised proposal was held virtually on January 13, 2020. The City offered the public the opportunity to submit questions in advance of the meeting. The following questions were submitted regarding heritage. Answers are provided below:

- What about UNESCO's request for a new assessment fearing that the addition would obstruct the view of the nearby waterway, the Rideau Canal?

**Response:** The City received a letter from Parks Canada, dated January 18, 2021. The letter, attached as Document 12 to this report recommends that further analysis is required in relation to impacts of the proposal on the Rideau Canal World Heritage Site, in particular the view from the Ottawa Locks. City staff coordinated a meeting with Parks Canada and the applicant team on January 25 to discuss the concerns. Parks Canada was provided with a copy of the December 23, 2020 CHIS that provides an assessment of the visual impact from the Ottawa Locks. As updated comments have not been provided by Parks

Canada at the time of report publication, any additional comments will be provided directly to Council.

The impact of the proposed addition on the UNESCO World Heritage Site has been assessed through the Cultural Heritage Impact Statement, attached as Document 10. In addition, staff have proposed a condition to require the submission of a lighting plan to ensure that the lighting of the existing building and new addition highlight the heritage attributes of the cultural heritage landscape and contribute to the implementation of the National Capital Commission's Capital Illumination Plan.

- Why were standards for an addition to a heritage railway hotel in Banff Alberta not used or followed for the Château Laurier, also a heritage railway hotel from the same era?

**Response:** There are two railway hotels in Banff National Park- the Château Lake Louise and the Banff Springs. Both have additions that attempt to replicate the historic buildings as much as possible in exterior appearance. This is one option to follow in designing an addition to a historic building however, this approach is not considered to be current best practice in heritage conservation. Pan-Canadian guidance was established through the Parks Canada Standards and Guidelines for Historic Places in 2003, after these additions were designed. The Standards and Guidelines and most comparable international charters do not support replication as a preferred strategy. In particular, Standard 11 states that additions should be distinguishable from the historic resource. In Ottawa, the *Ontario Heritage Act* and the Standards and Guidelines for Historic Places are the governing documents and there are no requirements to design an addition in a particular architectural style.

**The following questions in the same theme were submitted, a general answer to the question has been provided below.**

- Is the Château Laurier a designated heritage building? And, why are the plans for the extension not in keeping with the original architectural style of the building?

- What is the actual reason that the extension can't be the same as the Château? There have been competing responses to this question. The new design is not much different from the original, with different cladding?
- Why is the committee not requesting the designer/builder to keep the historical aesthetic of the current building in the proposed design?
- Why can't the new addition look more like the existing Château Laurier? The proposed modern design does not respect the historical design of the existing building nor the historical downtown buildings like the Parliament Buildings, the War memorial, the new Senate building, the National Art Gallery etc.

**Response:** The Château Laurier is designated under Part IV of the *Ontario Heritage Act* and is a National Historic Site of Canada. Designation does not mean that an addition to the building must match the original architectural style of the building. The City of Ottawa uses the Standards and Guidelines for the Conservation of Historic Places in Canada to assess applications under the *Ontario Heritage Act*. There is no rule that says the addition cannot be the same as the Château, however, it is not considered best practice in heritage conservation to replicate the historic building exactly. The Standards and Guidelines for the Conservation of Historic Places in Canada speak to the fact that there are a range of options from imitation or replication to pointed contrast and that a balance must be found between the two. The applicant has applied for an addition in a contemporary style and staff have assessed the application based on the applicable policy framework.

Heritage Ottawa has provided a letter in support of the proposed addition to the Château Laurier, it is attached as Document 11.

Property owners within 30 metres of the Château Laurier were notified of the application by letter and provided the opportunity to comment on the application.

The Lowertown Community Association was notified of the application and offered the opportunity to provide comments.

## **Parks Canada**

In February 2020, the City of Ottawa received a letter from Parks Canada advising the City of a letter received from the Director of the UNESCO World Heritage Centre in November 2019. The letter outlines concerns from the World Heritage Centre regarding potential impacts on the Rideau Canal World Heritage Site resulting from the Château Laurier redevelopment and a development in Kingston. The letter goes on to request that a Heritage Impact Assessment be conducted in accordance with the International Council of Monuments and Sites (ICOMOS) guidelines prior to development proceeding.

After the revised plans were received in fall 2020, Heritage staff requested that the applicant ensure that the potential impacts on the Rideau Canal World Heritage Site had been adequately considered, assessed and mitigated. The Cultural Heritage Impact Statement, which fulfills the requirement to provide a Heritage Impact Assessment, provides this analysis in Section 5 and summarized below:

The proposed development does not physically impact the Rideau Canal, whose northern terminus locks at the Ottawa River are located just west of the Development Site. The proposed addition replaces an existing surface parking lot at the northern edge of the Château Laurier. While the addition will add increased height to the rear of the Château Laurier, its complementary, high-quality contemporary design will mitigate any negative contextual impacts on the Rideau Canal. The proposed addition represents a sensitive and compatible evolution in the Rideau Canal's surrounding urban landscape and will have a minimal impact on the Canal's cultural heritage value or attributes.

The City received a letter from Parks Canada regarding the revised proposal on January 19, 2021. The letter, attached as Document 12, notes that the new design is "more consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada." It also raises concerns that the impacts on the Rideau Canal World Heritage Site have not been fully addressed in the Cultural Heritage Impact Statement prepared by ERA Architects Inc. City staff coordinated a meeting with Parks Canada and the applicant team on January 25 to discuss the concerns. Parks Canada was provided with a copy of the December 23, 2020 CHIS that provides an assessment of

the visual impact from the Ottawa Locks. The specific view from the Ottawa Locks toward the Château Laurier is also address in Section 5.4 of the CHIS:

An analysis of the impact of the proposed addition on this view presented in Figure 24 shows that the proposed addition will have minimal impact on the UNESCO World Heritage Site Rideau Canal, the surrounding landscape, and views of the hotel. Visual impact from this vantage point is mitigated by the addition's height, which is lower than the existing hotel's roof peak, complementary material palette and pattern of articulation, and its two-pavilion form, which maintains views of the heritage hotel. As a result, views of the hotel's distinctive roofline and picturesque silhouette are maintained, as are the visual relationships between the hotel and surrounding landscape features, including the Rideau Canal and Locks, and Major's Hill Park.

As updated comments have not been provided by Parks Canada at the time of report publication, any additional comments will be provided directly to Council if received.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor Mathieu Fleury has provided the following comments:

“Here we are presented with the latest submission of a proposed addition to the Château Laurier. As we all know, this submission was only obtained through an agreement between Heritage Ottawa and Larco to end an LPAT dispute.

It is important to me to first thank Heritage Ottawa for its continued and relentless dedication to ensuring Ottawa's heritage is protected, recognized and not forgotten. As well, I wish to acknowledge the outpouring of comments and concerns from Lowertown residents, residents of Ottawa and across the country for caring about the future of our capital city's heritage side on the Château Laurier proposed addition. What could only be described as a distasteful addition has been improved by these individuals' efforts, and specifically by the dedication and push from Heritage Ottawa.

I also appreciate Larco accepted that its previous application was not appropriate. However, this was only thanks to the community engagement efforts, a loss at the

Committee of Adjustment for a minor variance request and the pending legal fight that we see ourselves here today. I appreciate Larco reaching out and coming to the table with Heritage Ottawa, willing to discuss with heritage experts what could be appropriate finally. I truly wish it didn't take an LPAT dispute to get to this version, and this dispute is the sole reason that the achieved resolution is before us, and this proposed design is being presented.

The review process has posed a challenge for the City Council. Every time that City Council makes a decision, there are implications for a private property owner's rights and requirements. City Council is used to that. However, here, the Château Laurier's significance to the landscape of our capital city – regardless of private ownership - has shown the limitations of our typical reviews.

It is important to me to point out that I do not blame City staff who have followed legal authority and process limitations to its word. More so, I see the *Planning Act*, *Heritage Act*, and the Municipal authority process struggle to review such an important iconic asset.

As a capital city, this application has been a wake-up for the need to ensure our capital aspirations have the appropriate level of "Capital" review processes for such important landscapes.

When it comes to heritage buildings – whether they are locally, provincially or federally designated – there are guidelines set out to follow. These are just that. Guidelines. To be considered, followed, or adhered to. It is up to the proponent to decipher. It is up to staff to make recommendations but the City cannot force an owner to build in a specific style. Like many others, I wish these guidelines had more teeth and allowed our dedicated heritage staff to do more.

And personally, I, like many residents, would prefer that the Château Laurier's addition maintain its current iconic built form. Unfortunately, it is a private asset, and private property owners have the rights and tools to allow property modifications and additions.

Specifically, on the plans presented, the modern addition has been modified to include the two ten- and eleven-storey pavilions, an increase in height from the

former proposal, with a two-storey connector in between. The use of limestone and repeated window patterns and glass are positive changes in the formally proposed materials.

The building at grade level offers a world class experience – this, to me, is its best feature. The connections and improvements, including the opening onto Major's Hill Park, is a welcome addition to the improved plans. I would like to ensure that with this feature there is proper and simplistic integration between the Park and the Château Laurier's new addition. Currently, as proposed, it allows the Château to benefit from the Park, but let's make sure this is a two-way street, and park users and hotel clients can share this beautiful space and area so that the site can remain active and engaged year-long.

The new changes have increased the height from the 2019 version. I remain concerned about the height bringing dominance to the addition. Also, heritage designated buildings, such as the Château Laurier, should adhere to Parks Canada's Standards and Guidelines. As these guidelines state, "A building may play a role as a character-defining element in a cultural landscape, in addition to having its heritage value. Additions to recent cultural landscapes should be undertaken with the utmost respect and care and complement the heritage value of the historic place."

When designing a newly built feature, the guidelines define that it should be compatible with, subordinate to and distinguishable from the historic place. I strongly feel the heritage building should be the focus, and the addition should remain in its shadow to maintain its architectural dominance.

As the Château Laurier is Ottawa's most iconic building within the Parliamentary Precinct, one can argue that not every site should change – and from both local and capital perspectives, there are no advantages to changing this beautiful building. There is purpose in respecting the older building, the materials, the character, and the heritage building design that has stood the test of time.

The architecture of this building is an architectural style replicated by many other railway hotels across this country. From the copper roofing, cornices, turrets, marble floors, these features point to the link from one end of Canada to the other. It also

points to spectacular moments in our history, when from one end to the other, tourists could travel our railway system and stay in a Chateaux-style hotel.

Heritage Ottawa has brought us to a better outcome. However, I would argue the modern addition still does not meet the expectations of the heritage-rich Parliamentary Precinct that this building is nestled within.

Looking across Canada, there are few of these hotels which have modern additions. From the Royal York in Toronto to the Empress Hotel in Victoria, B.C., they have maintained their prominence and distinction without adding to the building in a negative way.

Simply put, I will not be happy with a modern addition and cannot support what would break away from historical tradition.”

### **LEGAL IMPLICATIONS**

There are no legal impediments to the approval of the recommendations in this report. There is no requirement for a statutory public meeting with respect to an application under the *Ontario Heritage Act*. The *Ontario Heritage Act* does however require consultation with a municipal heritage committee where such has been constituted. As a result, it is permissible to have public submissions made to a Joint Committee, however the Built Heritage Sub-Committee is to make its recommendations separately.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications.

### **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with the recommendations of this report.

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

The new addition will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will be reviewed through the application for Site Plan Control.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Thriving Communities: Promote safety, cultural, social and physical well-being for our residents

## **APPLICATION PROCESS TIMELINE STATUS**

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on March 7, 2021.

Approval to alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.

## **SUPPORTING DOCUMENTATION**

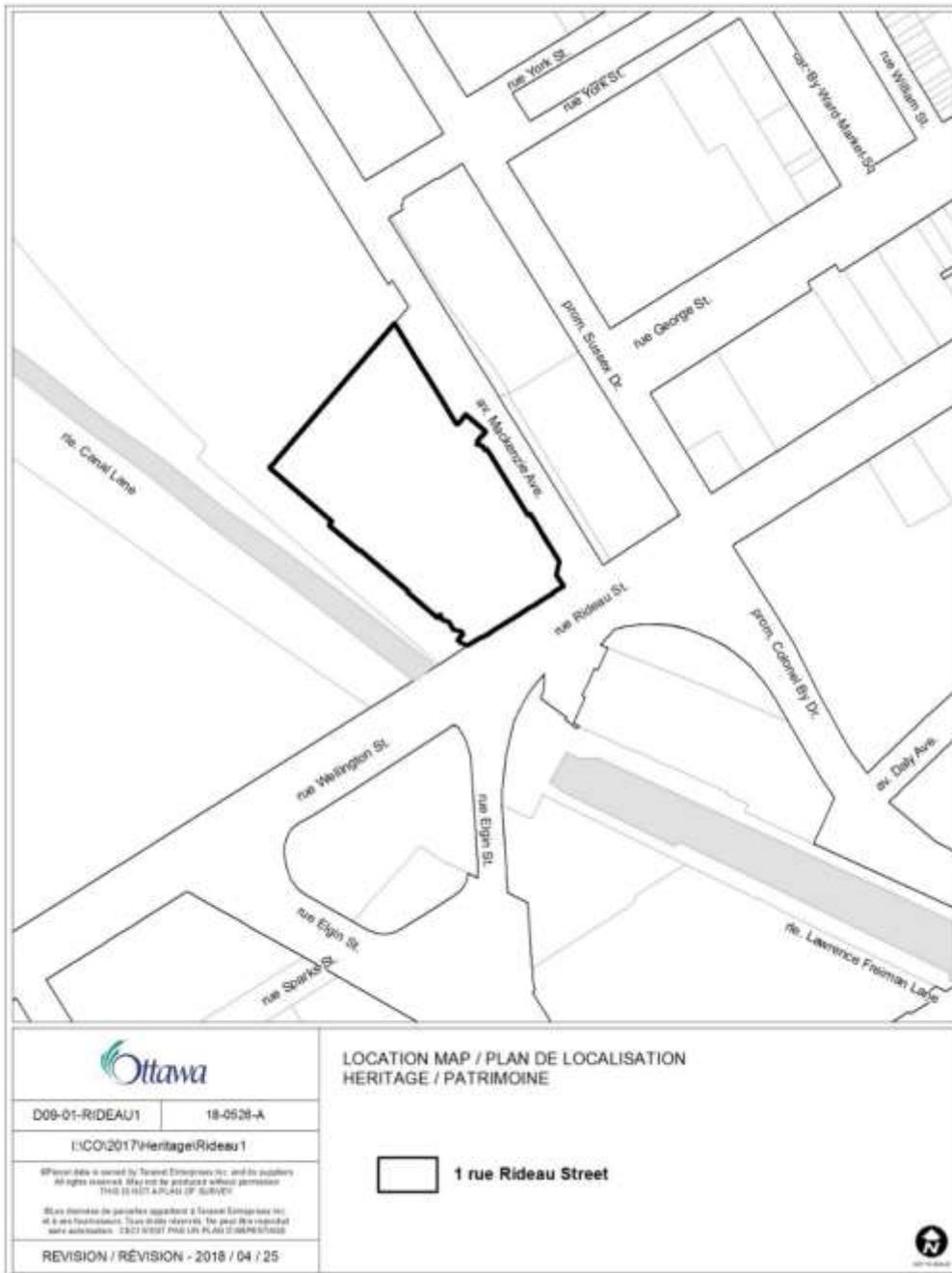
- Document 1 Location Map
- Document 2 Historic Photos
- Document 3 Current Photos
- Document 4 Statement of Cultural Heritage Value
- Document 5 Château Laurier National Historic Site, Statement of Significance
- Document 6 Site Plan (distributed separately)
- Document 7 Elevations (distributed separately)
- Document 8 Renderings (distributed separately)
- Document 9 Landscape Plan (distributed separately)

- Document 10 Cultural Heritage Impact Statement ([replaced, per Motion N° PLC 2021-36/1](#)) (distributed separately)
- Document 11 Letter from Heritage Ottawa in support of proposal (distributed separately)
- Document 12 Letter from Parks Canada with comments on the proposal (distributed separately)

### **DISPOSITION**

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

Document 1 – Location Map



Document 2 – Historic Photos



Front façade, 1916 (Library and Archives Canada)



1911, View from Major's Hill Park (Library and Archives Canada)



New addition, shortly after completion (Library and Archives Canada)



View from Peace Tower, 1930s (Library and Archives Canada)



Front façade, 1930s (Library and Archives Canada)



View looking south towards Château Laurier, showing the Ottawa Locks and Parliament Hill, 1936 (Library and Archives Canada).





View of the south and west facades of the Château Laurier from Wellington Street.



East façade, MacKenzie Avenue



View of the north façade from Major's Hill Park



View of the west façade, the Ottawa Locks and Lockmaster's office



Front façade showing 1920s addition

## **Document 4 – Statement of Cultural Heritage Value**

Bylaw 265-78

Château Laurier, 1 Rideau Street

The Château Laurier, at Rideau Street and MacKenzie Street, is recommended for designation as being of historical and architectural value. Erected 1908-1912 by the Grand Trunk Railway Company, and subsequently enlarged in keeping with the original architectural style, the hotel was built in the late Victorian French Château style, as designed by Montreal architects Ross and MacFarlane. This was in contrast to the initial Gothic Revival proposal. The romantic attractiveness of the Château Style became incorporated in a series of hotels across Canada. Sir Wilfred Laurier was the first to sign the register. From 1930-35 R.B., Bennett resided here. Over the years, the Château has served as a second home for many M.P.s and Senators, providing a dignified, hospitable and lively Ottawa residence.

## **Document 5 – Château Laurier National Historic Site, Statement of Significance**

### **Description of Historic Place**

The Château Laurier National Historic Site of Canada is an early-20th-century hotel located across from the Former Union Railway station in downtown Ottawa, Ontario. It sits atop the banks of the Ottawa River, overlooking both the river and the Rideau Canal. This picturesque hotel, constructed in the Château style is a commanding presence in Confederation Square, a national historic site of Canada encompassing some of the most recognizable historic buildings in the downtown core of the capital. Official recognition consists of the hotel building on the legal property on which it sat at the time of recognition.

### **Heritage Value**

The Château Laurier was designated a national historic site of Canada in 1980 because:

- It is a Château-style hotel, which is of national significance as an architectural type.

The Château Laurier, built between 1908 and 1912, was the first in a series of hotels constructed by the Grand Trunk Pacific Railway Company (GTPR) to encourage tourists to travel its transcontinental routes. From Québec to Victoria, these Château-style hotels can be found near the railway stations in their urban environment, often in a dramatic location. The Château-style vocabulary used by the railway hotels evolved as a distinctly Canadian architectural type and came to symbolize fine hotel accommodation. When the Château style began to evolve into a distinctly 'national' style of architecture, the physical proximity of the Château Laurier to the seat of the federal government led the hotel to serve as a model for the style. The constant reinforcement of this architectural image across the country provided a powerful visual expression of the bond that links these cities and regions of diverse cultural and geographic characters into a national unity.

The Montréal architectural firm Ross and MacFarlane designed the Château Laurier and based their plans on designs created by New York's Bradford Lee Gilbert. The

pale Indiana limestone walls of the Château Laurier harmonized with the nearby Grand Trunk railway station, and the steep roof, turrets, and gothic details of the structure ideally suited the character and climate of Canada. From 1916 to as late as the 1950s, the federal government insisted that all federal architecture in Ottawa conform in some way to this style. This is demonstrated in buildings such as the Confederation Building and the roof structure of the Supreme Court Building.

Sources: Historic Sites and Monuments Board of Canada, Minutes, June 1980, January 1981.

### **Character-Defining Elements**

Key elements that contribute to the heritage character of the site include:

- Its romantic setting atop the banks of the Ottawa River and overlooking the Rideau Canal;
- Its proximity to Parliament Hill and to other federal government buildings in the Ottawa downtown core;
- Its irregular L-shaped plan;
- Its elements which typify Château-style railway hotels, including its massive scale, irregular silhouette, steeply-pitched copper roofs, ornate gables and dormers, towers and turrets, high-quality materials, and dramatic setting;
- The smooth finish and pale tone of the exterior Indiana limestone walls, contrasting sharply with the ornate detailing above the eave-line;
- Its symmetrical front façade, defined by two octagonal pavilions, vertically accented by a strip of oriel windows;
- Its picturesque silhouette, created by a broad range of medieval detail, including turrets, machicolations, and finialed and crocketed gables;
- Its whimsical and delicate corner tower, inset deep into the wall;
- Its arcaded entrance loggia;

- Its close physical relationship with the former Ottawa Union Station, also constructed using pale, Indiana limestone, and its proximity and relationship with the Confederation square National Historic Site of Canada and its affiliated buildings of national historic import.