

# A CULTURAL HERITAGE IMPACT STATEMENT

CITY REGISTRY OFFICE  
70 NICHOLAS STREET, OTTAWA



Prepared By: John Stewart, Commonwealth Historic Resource Management and  
Barry Padolsky Associates Inc. Urban Design and Heritage Consultant

November, 2021

*Cover: A view along Nicholas Street with the relocated City Registry Office and the proposed development framing the background. The 3-storey atrium stepping down on either side of the Registry Office helps position the historic structure as a focus. Source: Zeidler, 2021*

# TABLE OF CONTENTS

---

1.0	INTRODUCTION.....	4
1.1	Introduction.....	4
1.2	Site Location, Current Conditions, and Introduction to Development Site .....	5
1.3	Built Heritage Context and Street Characteristics (Neighbourhood Character) .....	9
1.4	Relevant Information from Council Approved Documents.....	11
2.0	HERITAGE RESOURCES DESCRIPTION AND HISTORY .....	15
2.1	Neighbourhood and Development Site History .....	15
2.2	Plans, Images .....	15
3.0	STATEMENTS OF CULTURAL HERITAGE VALUE .....	17
3.1	City Registry Office, 70 Nicholas Street, Statement of Cultural Heritage Value .....	17
3.2	Carleton County Courthouse/Arts Court, Statement of Cultural Heritage Value .....	18
3.3	Carleton County Goal / International Youth Hostel, Statement of Cultural Heritage Value .....	19
3.4	Albion Hotel, 1 Daly Avenue, Statement of Cultural Heritage Value .....	20
4.0	PROPOSED DEVELOPMENT .....	22
4.1	Description of the Proposed Development .....	22
5.0	IMPACT OF THE PROPOSED DEVELOPMENT .....	27
5.1	Standards and Guidelines For Historic Places in Canada .....	27
5.2	Additional Standards Relating to Rehabilitation .....	29
5.3	Official Plan and District Study Guidelines .....	30
5.2	Development Impacts .....	35
6.0	ALTERNATIVES AND MITIGATION STRATEGIES .....	36
6.1	Alternatives and Mitigation Strategies.....	36
6.2	Mitigation measures.....	36
6.3	Conclusion .....	37
7.0	AUTHORS QUALIFICATIONS.....	37
ADDENDUM 1:	ANALYSIS OF 4 OPTIONS FOR MOVING THE REGISTRY OFFICE .....	39
ADDENDUM 2:	THE CONSERVATION PLAN .....	40

# 1.0 INTRODUCTION

---

## 1.1 Introduction

The purpose of this Cultural Heritage Impact Statement (CHIS) is to identify the cultural heritage resources and values that will be impacted by the proposed development of the site at 70 Nicholas Street. The site is currently occupied by the City Registry Office. It is proposed that the Registry Office will be relocated approximately 18m to the north to maintain its prominence with the proposed development abutting the southeast corner of CF Rideau Centre at the intersection of Nicholas Street and Daly Avenue. The Registry Office along with the Arts Court complex across the street and the Albion Hotel are designated heritage buildings. Historically, this section of Nicholas Street formed the city's judicial district, an area of significant heritage value to the City of Ottawa. The relationship between the location of the City Registry Office, the Courthouse, the Gaol, and the Albion Hotel provides strong contextual value for the former judicial district.

Situated above a three-storey glass podium, the tower's massing is designed as two distinct volumes. The north portion is set back to create the entrance plaza that features the Registry Office; the south portion is shifted closer to Nicholas Street to create a better separation from the existing CF Rideau Centre facade.

The proposed development calls for moving of the Registry Office from its original site to a location at the approximate mid-point of the Nicholas Street frontage. Four approaches for moving the Registry Office are being studied; these range from an option calling for dismantling and reconstruction of the building, to three options for moving the building as one unit either within the site or off the site to facilitate the construction of a below grade parking garage. Once restored/rehabilitated, it is proposed that the City Registry Office will be leased to a commercial tenant potentially as a café/bistro. The analysis of moving the Registry Office and a recommended best approach as well as the conservation plan for carrying out the move and undertaking conservation will be addressed separately from the CHIS.

The CHIS is an independent evaluation of the impacts on the designated place in a manner that is consistent with the City of Ottawa Official Plan. Section 4.6.1 Heritage Resources Policy 1 is applicable to the Registry Office, Policy 3 is applicable to the Courthouse, Gaol, and Albion Hotel, and Policy 6 and 9 are applicable to the development site. These are discussed in Section 5.

The Standards and Guidelines for the Conservation of Historic Places in Canada is applicable to the City Registry Office as is Section 60 of the zoning bylaw, the Heritage Overlay.

This CHIS follows the content outline recommended by the City of Ottawa for Cultural Heritage Impact Statements. The following documents were used in the preparation of this report:

- Parts IV and V of the Ontario Heritage Act;
- Standards and Guidelines for the Conservation of Historic Places in Canada;

- Designation Bylaws; Registry Office 70 Nicholas Street, Bylaw 269-78; Carleton County Courthouse 2 Daly Avenue, By-law 381-78; Carleton County Gaol 75-77 Nicholas Street Bylaw 380-78 and the Albion Hotel 1 Daly Avenue, Bylaw 200-84;
- City of Ottawa. Planning Department. Design Guidelines for the Area Bounded by Nicholas Street, Besserer Street, Waller Street, and the MacKenzie Bridge. Report 19c – PEC, Item 3-Ref. 713 - 619/83A, October 1983.
- Pre-Application Consultation Meeting 1 Notes 70 Nicholas Street May 12, 2021, PC2021-0155;
- Pre-Application Consultation Meeting 2 Power Point Presentation 2021-10-20;
- Urban Design Review Panel, Recommendations July 9, 2021;
- Pre-Application Consultation Meeting # 2 Heritage and Planning Comments –70 Nicholas Street. October 2021 including UD Comments Meeting #2 A Series of marked up drawings and google images October 2021
- John G. Cooke & Associates Structural Engineers, Old Registry Building- Relocation 70 Nicholas Street, Ottawa, Structural Condition Assessment, May 3, 2021;
- Official Plan, Section 4.6.1 Heritage Resources;
- Zoning Bylaw 2008-250, Section 60 Heritage Overlay;
- Federal Heritage Building Review Office, Building Report 84-40, Old Registry Office, 70 Nicholas Street, Ottawa Julie Harris 1984;
- Cultural Heritage Impact Statement, Rideau Centre Revitalization, Barry Padolsky Associates Inc. Architects, Urban Design and Heritage Consultants Revised July 29, 2013;
- Cultural Heritage Impact Statement, Ottawa Art Gallery and Arts Court Expansion, Barry Padolsky Associates Inc. Architects, Urban Design and Heritage Consultants May 6, 2013;
- Heritage Conservation Plan and Options Analysis, Barry Padolsky Associates Inc. Architects Power Point Presentation Dated October 20, 2021;
- Planning Rationale, FOTENN Dated October 2021;
- Schematic Design Drawings Power Point Presentation – Zeidler/ NEUF Architects Dated October 20, 2021.
- As Found drawings of the City Registry Office based on laser scan, and field measurements Dated August 10,2021 – Astele/ Reliance construction /Barry Padolsky Assoc Inc

### **Owner and Contact Information**

**Address:** 70 Nicholas Street, Ottawa, Ontario

**Owner:** The Cadillac Fairview Corporation Limited

**Contact:** Brian Salpeter Senior VP Development,  
The Cadillac Fairview Corporation Limited  
1100 av des Canadiens-de Montreal Bureau 400 Montreal, Quebec H3B 2S2

## **1.2 Site Location, Current Conditions, and Introduction to Development Site**

The Registry Office is on the west side of Nicholas Street north of the MacKenzie King bridge overpass and to the south of Daly Avenue. The property is located in a block bounded by Nicholas Street to the east, Laurier Avenue East to the south, Colonel By Drive to the west and Daly Avenue to the north. The Nordstrom Department Store (part of the 2016 Rideau Centre renovation and expansion) forms a backdrop to the site on the west, an above grade parking garage (the Red Garage) to the north, and an exit from the Blue Garage and loading docks servicing the Rideau Centre to the south. The City Registry Office is located across the street from the former Carleton County Gaol/Jail and the west side yard of

the former Carleton County Courthouse that forms part of the Arts Court. A masonry wall set at the property line creates a strong edge defining the public realm along the east side of Nicholas Street opposite the development site.

The City Registry Office has been vacant since 2000 except for temporary use as a construction office during the Rideau Centre Renovation and Expansion project. The exterior of the Registry Office was restored in 2017 and has sat vacant since the work was completed. The current surroundings to the north, south and west are not sympathetic to the heritage character of the City Registry Office. These surroundings comprise the east façade of the Rideau Centre (Nordstrom) the south façade of the Red parking garage) and the Mackenzie King Bridge overpass. The City in 1983 approved a ‘Design Guideline’ for the area encompassing the collection of heritage buildings including the Courthouse, Gaol, Albion Hotel and Registry Office. One of the objectives was the ‘retention of the cluster of heritage buildings and protection of their unique setting and scale.’ An urban park was proposed for the lands around the Registry Office.

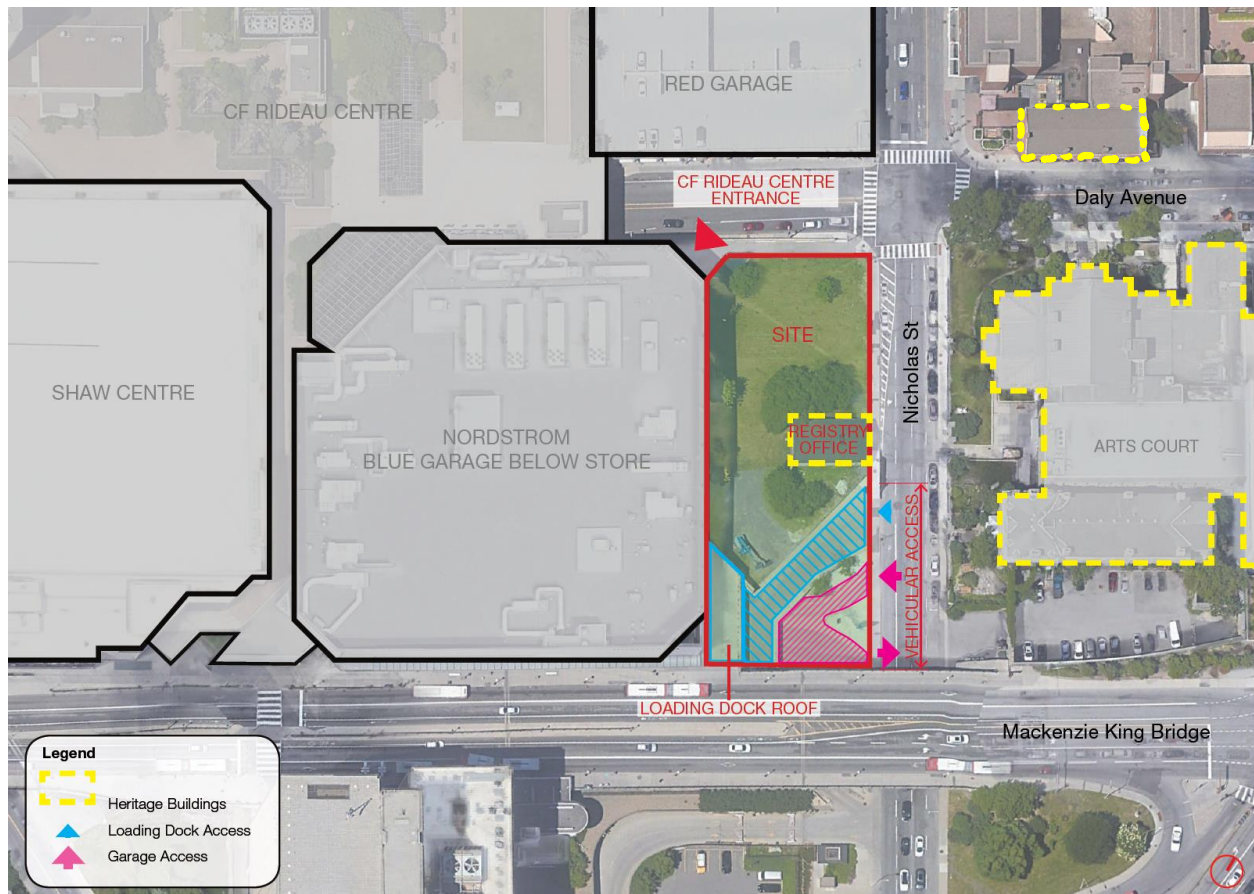


Figure 1: Context plan of the area and the proposed development site illustrating the built context and uses.  
Source: Zeidler, 2021.

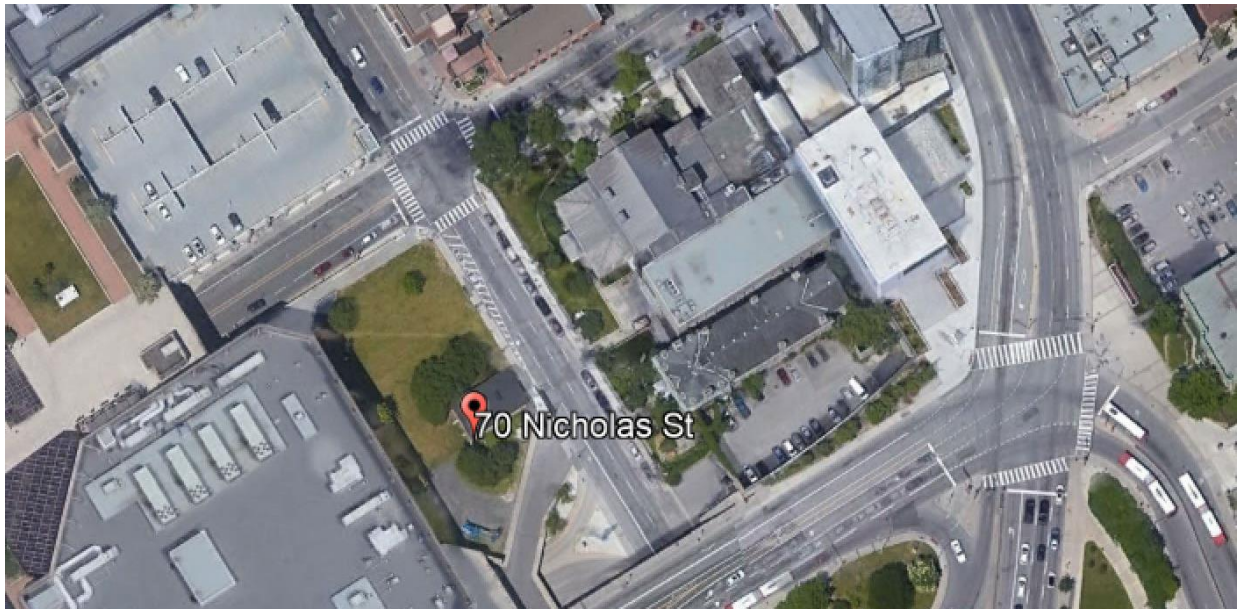


Figure 2: Aerial view illustrating the built and landscape context adjacent to the development site – 70 Nicholas Street. North top of image. Source: Google Earth.



Figure 3: Bird's eye view illustrating the built context surrounding the development site (Site arrowed). Source: Zeidler, 2021.

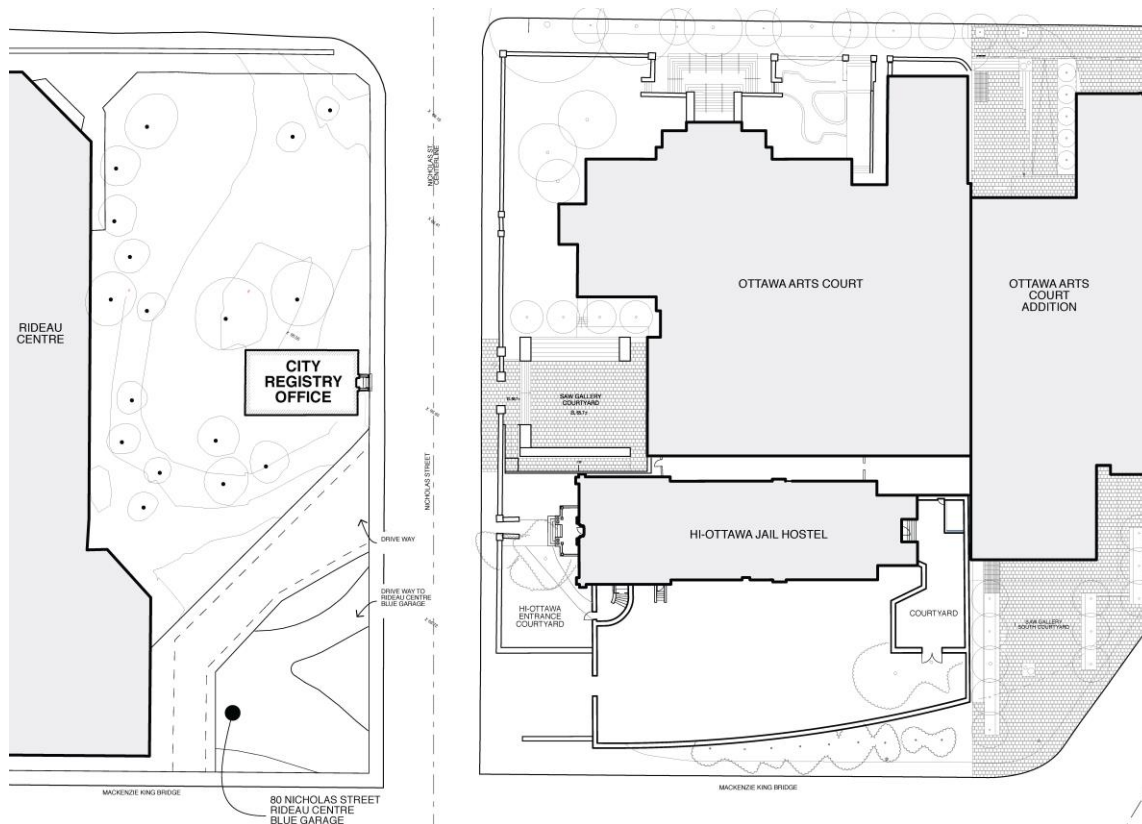


Figure 4: Schematic site plan showing the relationship of the City Registry Office to the Courthouse and Gaol. Source: B. Padolsky & Associate Architects 2017.

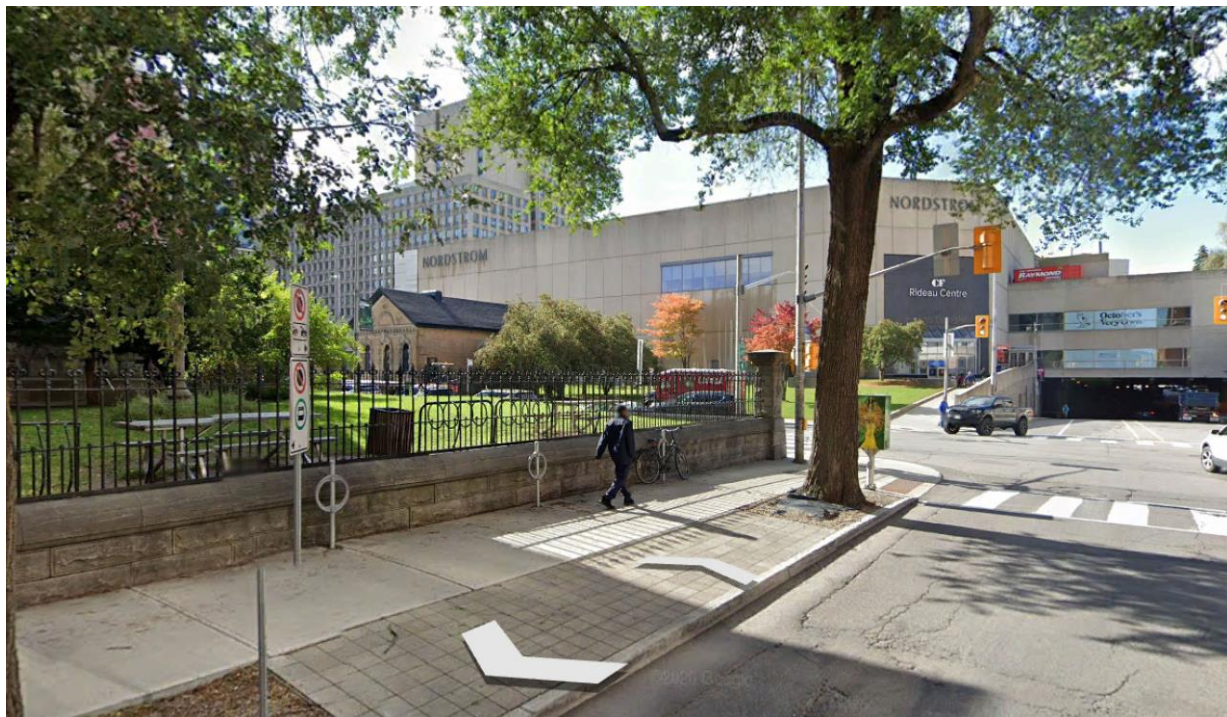


Figure 5: Street view from the approximate location of the Albion Hotel across the forecourt of the Courthouse to the City Registry Office (background left of centre). Source: Google Earth 2016.



Figure 6: Street view looking east on Daly Avenue with the Albion Hotel to the left and the forecourt of the Carleton County Courthouse to the right. Source: Google Earth 2016.

### 1.3 Built Heritage Context and Street Characteristics (Neighbourhood Character)

The City Registry Office was based on a prototype Registry Office design, plans and specifications prepared in 1868 by Ontario Chief Architect Kivas Tully. The CRO was completed in 1874 to the specific design of a Mr. Hudson. The CRO forms part of a provincial/municipal judicial district that includes the former Carleton County Courthouse and County Registry Office completed in 1871 to the design of Robert Surtees, and the Carleton County Gaol completed in 1862 to the design of Henry Hodge Horsey. The district also contained the Ottawa Police Headquarters completed in 1957-by Peter Dickinson/Page and Steele Architects. The police headquarters was demolished in 1994. The Albion Hotel constructed in 1871 is recognized to be part of the judicial district for its close association with the activities of the courts. The former City Registry Office (Bylaw 269-78), Courthouse (Bylaw 381-78), Gaol (Bylaw 380-78) and Albion Hotel (Bylaw 200-84) are all designated under Section 29 Part IV of the Ontario Heritage Act.

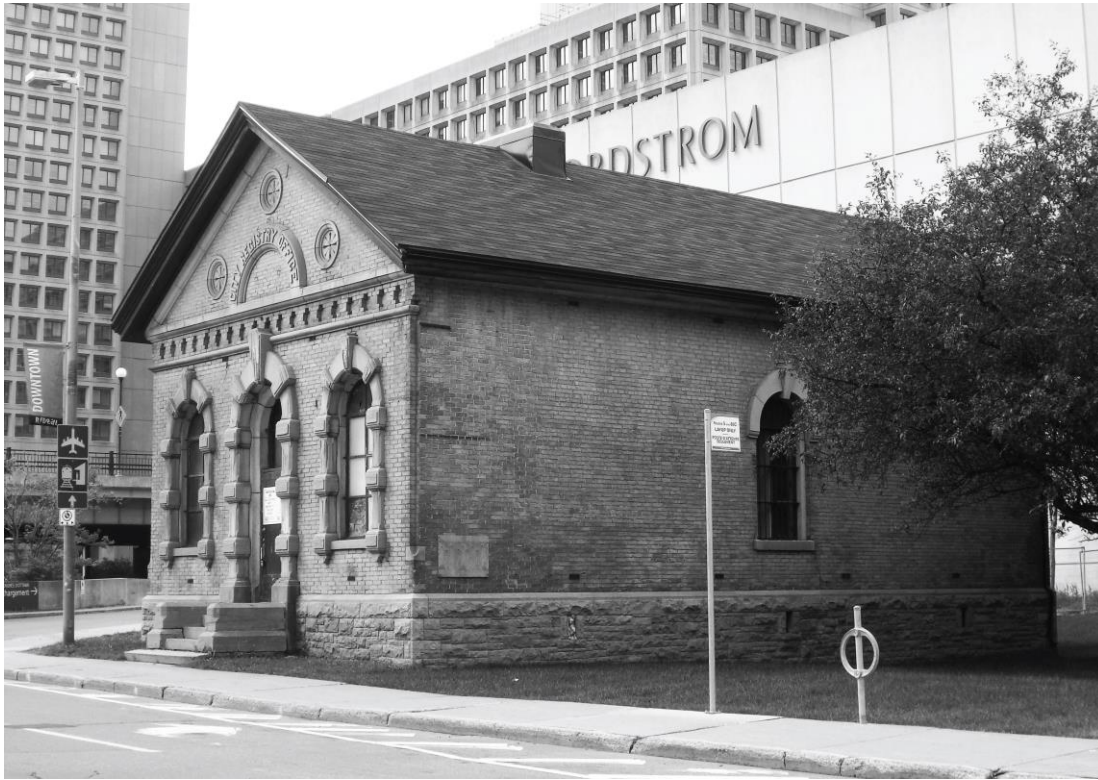


Figure 7: View of the City Registry Office looking south-west after the 2017 preservation of exterior building components. Source: 2017 Restoration Drawings B. Padolsky Associates Inc.



Figure 8: Carleton County Courthouse Nicholas Street façade. Note the masonry and metal perimeter wall/fence. Source: B. Padolsky Associates Inc. 2013



Figure 9: Carleton County Jail 75-77 Nicholas Street façade. Note the masonry and metal perimeter fence. Source: B. Padolsky Associates 2013.

## 1.4 Relevant Information from Council Approved Documents

### Official Plan

The City of Ottawa includes provisions for Heritage Resources in Section 4.6.1 of the Official Plan. A zoning bylaw amendment, site plan control, and heritage permit approval are required. See Section 5.0 of this report.

### Zoning Bylaw 2008-250 Section 60 Heritage Overlay

The development site is subject to the Heritage Overlay provisions contained in the zoning bylaw. The application requests relief from the Overlay.

### Urban Design Review Panel Recommendations Informal Consultation July 9, 2021: (Comments reflect an earlier conceptual design.)

#### Summary Recommendations:

The Panel considered the relationship between the development and the heritage building (the Registry Office) a priority and recommended that the Registry Office have more prominence in the scheme.

There was support for moving the Registry Office, but the Panel had concerns with the approach proposed.

### **Heritage Building**

The Panel believes the heritage building should ideally not be covered, be at the front of the site, and be celebrated and treated as a jewel. The Panel recommended that the Registry Office be relocated closer to the street to be free and clear of the proposed building and that exterior amenity space be planned around it. The Panel suggested maintaining the existing relationship of the heritage building to the street and sidewalk.

The proponent should consider both sides of Nicholas Street and the building's relationship to Ogilvie Square and the Arts Court to determine where to position the heritage building.

### **Public Realm**

The civic importance of the site was highlighted; further improvements are needed to create a strong urban gesture. Consider opening up some space around the building to create a more welcoming public realm.

### **Pre-Consultation – 70 Nicholas Street (City Registry Office), Heritage Planning Comments May 19, 2021 and October 21, 2021.**

- As per the preliminary plans submitted for the Pre-Consultation meeting, the proposed works include the relocation, conservation, and adaptive reuse of the City Registry Office, and the construction of a high-rise residential building.
- Conservation Plan, outlining the conservation approach for the City Registry Office, including an analysis of how the building will be moved, associated risks with relocation, proposed protection measures, and long-term rehabilitation;

### **Relocation of City Registry Office:**

The relationship between the location of the Registry Office, the Courthouse and the Gaol provides strong contextual value of a former Ottawa judicial district – any relocation of the building shall maintain this relationship;

- If the building is to be relocated, Heritage staff strongly prefer an option that moves the building in its entirety. The dismantling, storage and reconstruction of a building presents significant risks to the historic fabric of the resource;
- The City Registry Office has high architectural integrity – any options that consider the relocation of the structure should prioritize the Standards and Guidelines for the Conservation of Historic Places in Canada to ensure that its architectural integrity, heritage value, and character defining elements are maintained;
- A Characteristic of Registry offices and exemplary in Ottawa's Registry Office is the solid and fireproof construction methods and materials employed, including brick vaults, cast-iron window fittings, and stone floors used to protect the sanctity of land ownership. Evidence of these construction methods should not be removed if the structure is relocated.

### **Proposed Development and Integration of the City Registry Office**

Heritage staff are supportive of the development proposal's intention to reactivate the City Registry Office. Please provide details regarding the proposed use as they are made available.

- Ensure that the CRO's proposed use requires minimal or no change to character defining elements and restore exterior and interior elements (i.e., barrel-vaulted ceiling) as part of the proposed works.
- Heritage Staff mirror Urban Design comments related to the refinement of the residential tower's massing in a way that is compatible with the City Registry Office and adjacent heritage resources. When determining how much of the structure should project onto the street, and what portion should be enclosed into the interior of the new building, ensure that enough of the Registry Office is "out" so that the building does not just read as a façade.
- Clarify access to the City Registry Office and its relationship with the interior of the new building. The entrance on Nicholas street should continue as the main access to the future use. Universal accessibility to the building should be incorporated sensitively.
- Across the street are three other Part IV designations; the Albion Hotel, the Carleton County Courthouse, and the Carleton County Gaol that together with the Registry Office formed a nineteenth century judicial district in the City. A CHIS will be required to review the impacts of the proposed development on adjacent heritage resources in addition to the CRO.

### **Pre-Application Consultation Meeting #2 Heritage and Planning Comments 70 Nicholas Street October 21, 2021**

#### **Proposed Development and Integration of the City Registry Office**

- Heritage staff are supportive of the development proposal's intention to reactivate the CRO as a publicly accessible commercial space and of the proposed restoration of attributes including the exterior chimney and interior stone floors.
- Heritage staff concur with Urban Design comments related to the further study of the development's impact on views along the east side of the canal.
- The integration between the CRO and the interior of the new development should be improved to ensure that the CRO maintains visual primacy and is not compartmentalized between residential and commercial spaces. As suggested by Urban Design staff, this can be achieved by providing additional three-dimensional space around the CRO and dedicating the entirety of space around the CRO as part of the mall experience (rather than just one half).
- The additional projection of the CRO into the public realm is a positive improvement, however further design refinements to the exterior design of the building should be considered to improve the relationship between the proposed buildings and the CRO. These could include raising the height of the building's base (atrium) and carrying through the CRO's datum lines to avoid visual conflict.

**Urban Design Comments on the revised design concept presented October 20.**

1. Massing and views – study options

- Continue to study different massing options and views, including the effects of the group of wide towers along the east side of the Canal.
- Avoid visual “conflict” with the heritage building.
- If the current “angled massing” is to be pursued, consideration should be given to an asymmetrical composition that reflects the public vs private functions at grade.

2. Building Design – provide clear delineation between the mall and the residential tower and more generous three-dimensional space around the heritage building.

- Space around the heritage building should be “public”.
- Make the heritage building part of the “mall experience” rather than the edge between the mall entrance and the residential lobby.
- Raise the height of the building base.
- Avoid creating a “pinched” situation.

3. Public realm – explore opportunities to improve

- Minimize area dedicated to vehicular circulation.
- Maximize opportunities for creating a continuous tree canopy.
- Explore options to establish a pedestrian connection to Mackenzie Bridge and to cover the extensive vehicular circulation area.

## 2.0 HERITAGE RESOURCES DESCRIPTION AND HISTORY

### 2.1 Neighbourhood and Development Site History

A description and history of the Registry Office is outlined in detail in the 1994 Federal Heritage Building Review Office report, and a summary description and history of the Carleton County Courthouse, Jail, and Albion Hotel are itemized in Section 3.0 of this report. The more recent history of the redevelopment of adjacent properties including the Rideau Centre is outlined in the 2013 Cultural Heritage Impact Statement for the revitalization of the Rideau Centre prepared by B. Padolsky Associates.

The Registry Office sits at the southern end of the development site with a landscaped green space extending to Daly Avenue. The exterior masonry and character defining features of the building were restored in 2017. It remains vacant. Since 2013, the property at 70 Nicholas Street and the Red Parking Garage site on the north side of Daly Avenue were identified as sites to undergo intensification.

### 2.2 Plans, Images

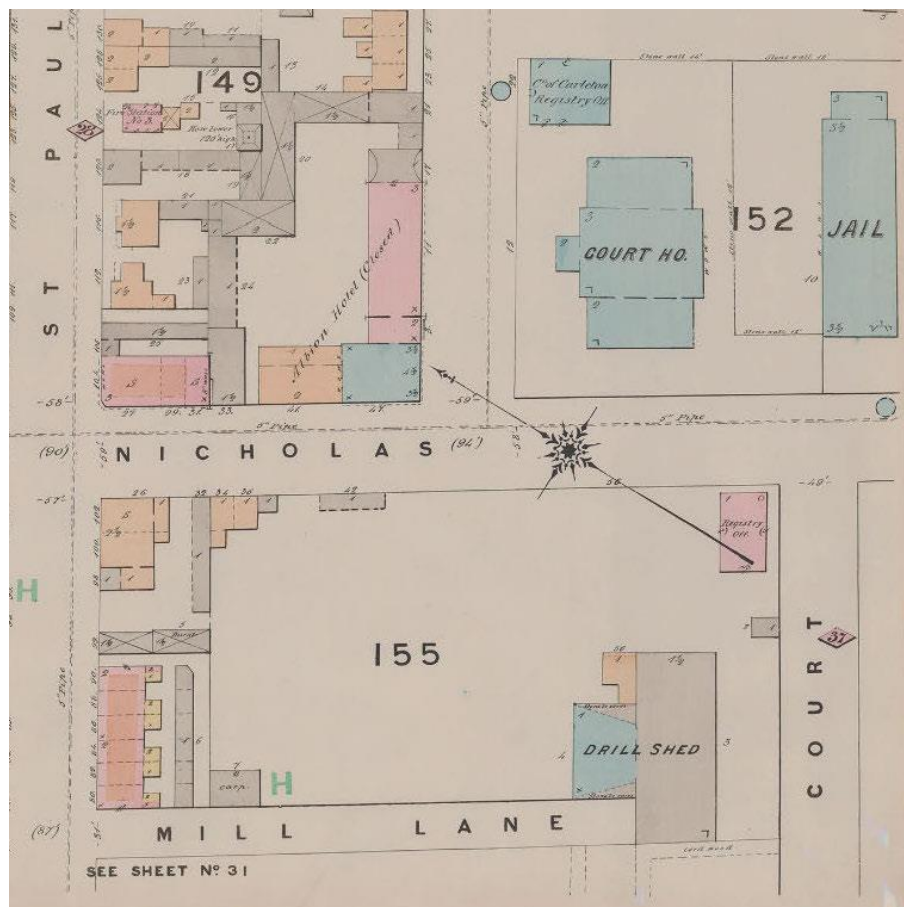


Figure 10: The 1878 Fire Insurance Plan Sheet 29 Detail. The plan illustrates the relationship of the Court House, Jail, City Registry Office, and Albion Hotel and the street grid prior to the completion of the Rideau Centre in 1982 and the subsequent expansion in 2016. The City Registry Office sits at the south-west corner of the intersection of Nicholas and Court Street. Source: Collections Canada

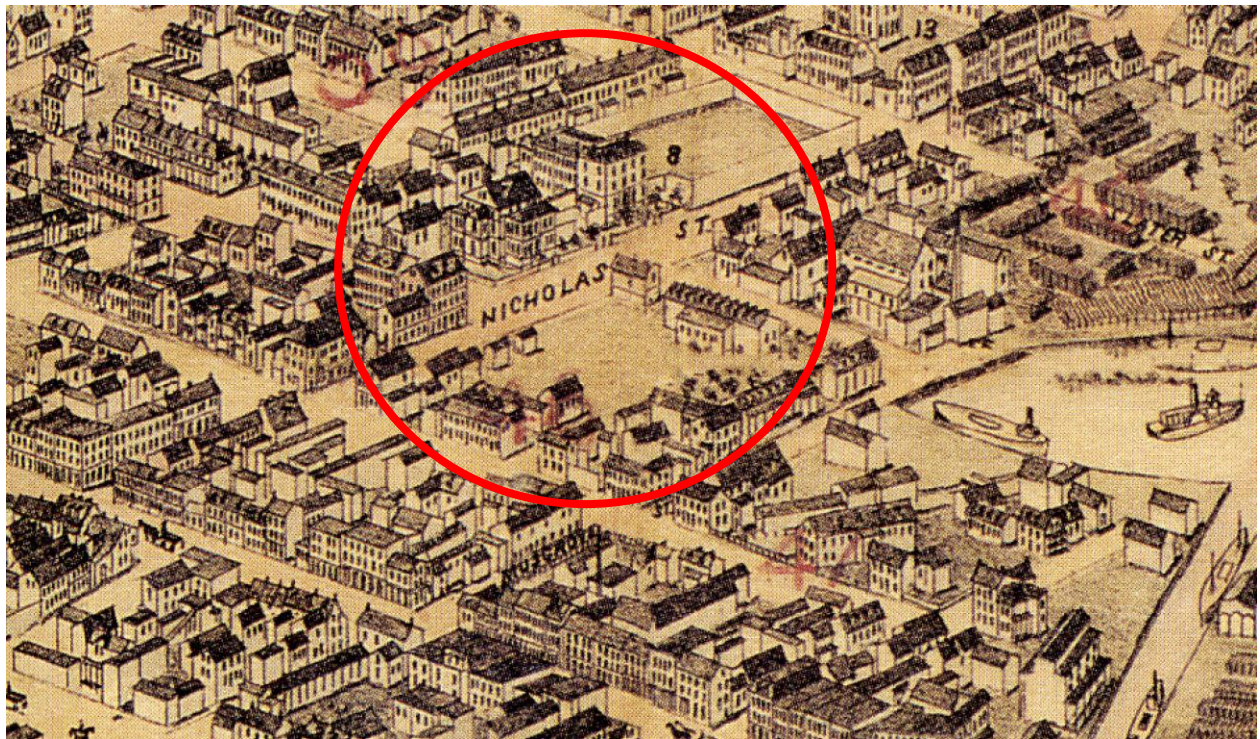


Figure 11: Bird's eye view of Ottawa, 1876 (showing location of judicial district Source: Herman Brosius.

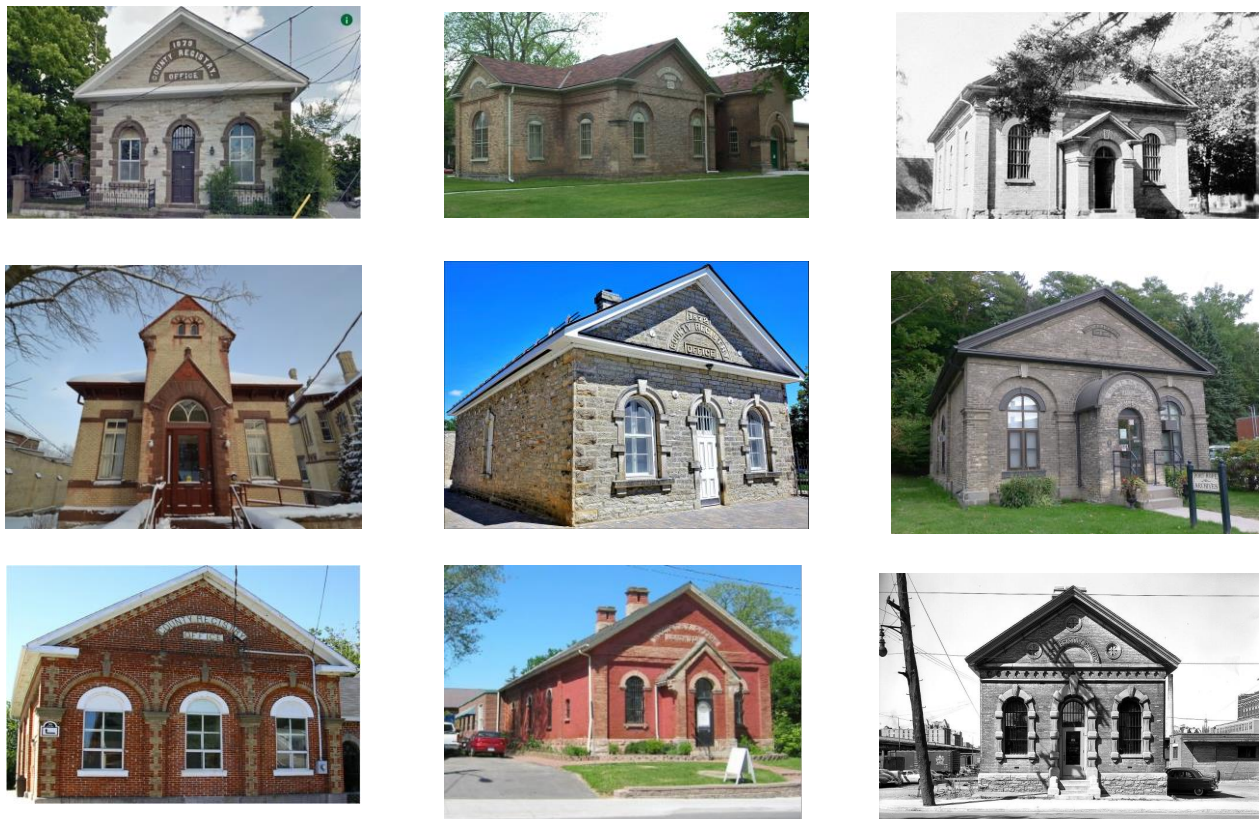


Figure 12: Comparable examples of the 51 registry offices in Ontario constructed between 1869 and 1884 based on the 1867 plans and specifications by the provincial architect Kivas Tully "little temples dedicated to the sacredness of private property"

## 3.0 STATEMENTS OF CULTURAL HERITAGE VALUE

The following Statements of Cultural Heritage Value identifies the primary heritage values and attributes of the former City Registry Office, Carleton County Courthouse and Gaol, and the former Albion Hotel.

Source: City of Ottawa and Historic Places in Canada.



Figure 13: Historic Photos Judicial District 1. City Registry Office, 2. Courthouse, 3 Nicholas Jail, 4 Albion Hotel

### 3.1 City Registry Office, 70 Nicholas Street, Statement of Cultural Heritage Value

CONSTRUCTION DATE 1874/01/01

DESCRIPTION OF HISTORIC PLACE

The City Registry Office is a single-storey pale salmon-gold brick structure with classical temple massing. Together with the former Carleton County Courthouse and County Gaol located across the street, the property formed the judicial district of 19th century Ottawa. It is recognized by City of Ottawa By-law 269-78.

#### HERITAGE VALUE

This structure compliments the Carleton County Registry Office built nearby in 1871. Located across the street from the 19th century former Carleton County Courthouse and County Gaol, the City Registry Office shares common architectural features with these buildings and is an integral part of 19th century judicial district of Ottawa.

Registry offices had a three-fold purpose: to register land instruments such as deeds, mortgages, certificates, and lot plans; to safely store such instruments; and, to provide search and copy services to the public. The architect of the City Registry Office recorded only as “Mr. Hudson,” most likely followed printed specifications that were prepared in 1867 by Kivas Tully, Provincial Architect and Engineer for Ontario.

Erected in 1874, the property is architecturally similar to other Registry Offices built across Ontario. The classical temple massing, along with salmon-gold brick, round-headed windows, and door arches with rusticated quoins, and “very direct and pleasing proportions,” establish a strong sense of official space in this modest structure, giving the building an endearing and pleasant quality. In the interior, three-barrel vaults divide the space for public, administrative and storage functions.

After the City of Ottawa built a new registry office on Elgin Street in 1909, the property went through a series of uses and tenants, many significant to Ottawa's history and development. Beginning in 1917, it was home to the Women's Canadian Historical Society of Ottawa followed by the Bytown and Ottawa Historical Museum from 1926 to 1954. The property was then used by the Tourist and Convention Bureau until 1966, and a series of tenants thereafter. It has been vacant since 1982.

Source: City of Ottawa By-law 269-78, City of Ottawa Heritage Summary Sheet, 1977. FHBRO Building Report 84-40. Ottawa: A Guide to Heritage Structures, 2000

### **CHARACTER-DEFINING ELEMENTS**

Character defining elements that reflect the heritage value include the:

- round-headed window and door arches;
- front door and window arches with rusticated quoins;
- salmon-gold brick and the stone foundation;
- semi-circular name stone resting on a wide entablature which features a repeating quatrefoil vent in the front pediment;
- corbelled cornice on the façade pediment, the plain metal cornice trims on the side walls, and the returned eaves on the rear side; and,
- barrel-vaulted interior ceiling.

## **3.2 Carleton County Courthouse/Arts Court, Statement of Cultural Heritage Value**

CONSTRUCTION DATE(S) 1870/01/01 to 1871/01/01

### **DESCRIPTION OF HISTORIC PLACE**

Constructed in 1870-71, the Carleton County Courthouse is located in downtown Ottawa at the corner of Daly Avenue and Nicholas Street. Long the seat of county government, the Carleton County Courthouse has a three-storey centre block, with symmetrical two-storey wings and is rich in architectural and historical detail. The structure has maintained a prominent place within the community first as the centre of county government and now as a locus of Ottawa's artistic community

as home to the Ottawa Arts Court. The Carleton County Courthouse has been recognized for its heritage value by the City of Ottawa, By-law number 381-78.

### **HERITAGE VALUE**

The Carleton County Courthouse, an excellent example of Italianate architecture, with its two wings flanking a pedimented pavilion, is typical of courthouses constructed in mid-19th century central Canada. The building was designed by architect and engineer Robert Surtees in 1870 after fire destroyed the original wooden building which housed the courthouse.

In spite of later additions in 1955 and 1964, the Carleton County Courthouse retains much of its original character. It is a formal classically inspired building, expressive of government and the administration of justice. Certain elements of its design are reminiscent of Greek and Roman temples, as the pillars and pediment reveal. The surrounding grounds and fence provide an appropriate setting for a building of this nature.

In 1985, the site and heritage building was entrusted to the Ottawa Arts Court Foundation, which inaugurated the Ottawa Arts Court as the community's municipal arts centre in 1988. Presently, the Ottawa Arts Court offers gallery and theatre space, and is the home of more than 30 local arts and cultural organizations.

**Sources:** City of Ottawa By-law 381-78; City of Ottawa File PD071 -OHD4300/DALY 00002; Ottawa: A Guide to Heritage Structures. (City of Ottawa, 2000).

### **CHARACTER-DEFINING ELEMENTS**

Character defining elements that define the Carleton County Courthouse's heritage value include its:

- construction of grey Gloucester limestone in broken courses with smooth stone quoins, string courses and window surrounds;
- three-storey centre block with symmetrical two-storey wings and a central front portico;
- high foundations, along with tall Italianate windows;
- massive stone cut wall surmounted by attractive cast iron cresting featuring a fleur-de-lis design which surrounds the building;
- location in Ottawa's judicial district, close to the Registry Office and the Gaol; and,
- the masonry perimeter walls that enclose the site.

## **3.3 Carleton County Gaol / International Youth Hostel, Statement of Cultural Heritage Value**

### **DESCRIPTION OF HISTORIC PLACE**

The Carleton County Gaol is located at 75-77 Nicholas Street. It is a three-and-a-half-storey stone structure in the Italianate style. The Carleton County Gaol was the first jail house to be built in the Ottawa area and was to serve the new District of Dalhousie, later Carleton County. The building was completed in 1862 in conjunction with an adjacent courthouse and was designed by Henry Horsey. The Carleton County Gaol is currently used as a youth hostel.

The Carleton County Gaol is recognized by the City of Ottawa for its historical, architectural, and contextual value in By-law 380-78.

### **HERITAGE VALUE**

The contextual significance of the Carleton County Gaol lies in its proximity to surrounding structures such as the Carleton County Courthouse. The Carleton County Gaol is recognized for its historical value as one of the area's earliest prisons. The Carleton County Gaol opened in 1862 and served as a prison until its closure in 1972, after which the Canadian Youth Hostel purchased the building and began operating it as a youth hostel. The Carleton County Gaol tells the story of Ottawa's earliest prison inmates and incarceration system. The prison housed a wide range of inmates, from those who had committed minimal offences to murderers. The Carleton County Gaol is also the site of Canada's last public execution, which took place in 1869 when 5000 people gathered to watch the hanging of Patrick Whelan, Thomas D'Arcy McGee's killer. The Carleton County Gaol also exhibits historical value as it reflects the evolution of Canada's criminal code and illustrates the living conditions of Canada's earliest prisoners.

The Carleton County Gaol's architectural significance lies in its solid stone structure, which connotes strength and austerity in the vertical façade, bold window framing and imposing chimneys. The building is also a fine example of plans modeled after the Italianate style which began to appear in Canada in the 1840s.

### **CHARACTER-DEFINING ELEMENTS**

Character defining elements that reflect the heritage value of the Carleton County Gaol include its:

- limestone exterior and ashlar limestone on the front façade;
- symmetrical portico with rounded arch and columns;
- segmental arch windows;
- pedimented stone dormers beneath the roofline;
- centre dormer on the front façade surmounted by an elliptical pediment and flanked by brackets;
- eight massive chimneys stacks in the larger structure;
- rusticated piers on the corners of the front façade; and,
- the masonry perimeter wall that extends along Nicholas Street.

### **3.4 Albion Hotel, 1 Daly Avenue, Statement of Cultural Heritage Value**

CONSTRUCTION DATE(S) 1871/01/01

#### **DESCRIPTION OF HISTORIC PLACE**

Erected in 1871, the Albion Hotel, a three-and-a-half storey red brick structure has become a wing of the Novatel Hotel. The Albion Hotel was originally the site of a hostelry, founded by Allan Cameron, in 1844. One of the oldest surviving hotels in Ottawa, the Albion Hotel's massing and design are typical of hotels of the era. The Albion Hotel is designated under Part IV by the City of Ottawa By-law 200-84.

## **HERITAGE VALUE**

The Albion Hotel, one of the oldest surviving hotels in Ottawa, housed a varied array of events and guests during its long history. The building of a new courthouse, (the Carleton County Courthouse) meant more business for the Albion Hotel which was located across the street. The structure's location made it a favourite meeting place of lawyers and university students. It was linked with numerous famous trials because juries unable to finish deliberating before midnight were housed there overnight. The red brick and segmental-arch windows of this three-and-a-half storey structure represent Ottawa's lingering classicism. The gabled roof, white brick trim around the windows, and tall chimneys are typical of the early 1870s. The 1871 Albion Hotel was restored to its original appearance as part of a hotel-office complex in the late 1980s. Sources: City of Ottawa By-law 200-84; "Ottawa: A Guide to Heritage Structures" (City of Ottawa, 2000).

## **CHARACTER-DEFINING ELEMENTS**

Character defining elements that illustrate the Albion Hotel's heritage values include its:

- three-and-a-half storey massing and footprint in the downtown core;
- red brick fronting on Daly Avenue;
- segmented arch windows;
- gable roof;
- white brick trim around the windows;
- tall chimneys; and,
- location in close proximity and historical relevance to the Carleton County Courthouse (Arts Court).

## 4.0 PROPOSED DEVELOPMENT

### 4.1 Description of the Proposed Development

#### Site Context

The proposed infill development at 70 Nicholas Street abuts the southeast corner of CF Rideau Centre at the intersection of Nicholas Street and Daly Avenue. The site is currently occupied by the Registry Office, a designated heritage building. Along with the Arts Court complex across the street and the Albion Hotel, this section of Nicholas Street forms the judicial district, an area of significant heritage value to the City of Ottawa. The western boundary of the site is formed by the existing three-storey high rear wall of the Rideau Centre.

In addition to the existing heritage building, the site also provides loading dock access to CF Rideau Centre and the Shaw Centre as well as parking access to the mall. These accesses are crucial to the functions of the mall and the convention centre and must be maintained during and after construction. The current configuration of vehicular access and the length of curb cuts create an unfriendly pedestrian environment that poses another challenge to the site.



Figure 14: Detail plan of the integration of the City Registry Office as a focal point of the streetscape and proposed uses. Source: CSW Landscape Architects, 2021.

### Pedestrian Realm

The proposed 21-storey building will provide 280 purpose built rental residential units to the Ottawa housing market. It features a three-storey glazed atrium/podium with the Registry Office as a focal point. Mimicking the street corner setback conditions at the Arts Court and the Albion Hotel, the proposed new apartment building will be set back from Daly Avenue creating a plaza at the entrance to the Rideau Centre and an outdoor seating area for a retail tenant (café/bar) as part of the Registry Office's adaptive reuse. The development will significantly improve the pedestrian realm leading to the underpass below the MacKenzie King Bridge and will link the Rideau Centre to the corner plaza at Daly Avenue and Nicholas Street.

One of the key elements in reorganizing the site is the relocation of the City Registry Office by moving it approximately 18 metres to the north. Moving the heritage structure will create a better separation from the vehicular access to the south and will bring it closer to the intersection of Nicholas Street and Daly Avenue. The Registry Office will be integrated into its surroundings by a buffer of landscape plantings and an adjoining outdoor terrace. The adjoining public space at this corner will provide required grade changes with public stairs and ramp from Nicholas Street to the proposed interior ground floor level. The heritage building's exterior and interior will be restored including reconstruction of the original ornate chimney.

In addressing the public realm, the residential tower will rest on a three-storey glazed podium. A two-storey high entrance atrium is planned to link the Rideau Centre to the corner plaza. At the plaza, the entrance atrium will become a three-storey volume where the Registry Office will intersect the proposed building as a focal feature for both the Rideau Centre entrance and the lobby of the residential tower.



Figure 15: A night view illustrating the proposed treatment of Nicholas Street and the area around the City Registry Office.  
Source: Zeidler, 2021.



Figure 16 & 17: Views of the three-storey atrium from the north and the south illustrating the portion of the City Registry Office enclosed as a feature of the atrium space. Source: Zeidler 2021.

Directly in front of the residential lobby will be a vehicular drop-off and layby to minimize the impact to street traffic. It will also provide access to the below grade parking. Both the plaza at the corner of Daly and Nicholas and the vehicular drop-off and residential entrance will feature a consistent landscape treatment minimizing the visual impact of the layby, parking, and loading entrances.

Access to the existing loading will be reconfigured and incorporated with the proposed building to create a uniform look. The existing roof over the loading area will also be extended to minimize the visual impact of the vehicular access to the mall and significantly improve on the pedestrian experience along Nicholas Street.



Figure 18: Detail view of the integration of the Registry Office into the development. The glazed entrance atrium to the mall steps up to a three-storey volume to accommodate the rear portion of the Registry Office. Source: Zeidler, 2021.

### Tower Design

Situated above the glass podium, the tower is designed as two distinct volumes. The north portion of the building is set back to create an entrance plaza and to feature the Registry Office. The north volume is parallel to the Rideau Centre wall to the west and setback from it to allow residential units to open onto the space between the new building and the mall. The north volume will be 20-storeys high with an outdoor rooftop amenity accessed from the taller (21 storeys) south volume.

The south volume is angled towards the southeast to shield the residential entrance area from the mall parking entrance and to create a more generous separation from the existing Rideau Centre (Nordstrom) wall to the west. The resulting trapezoidal space on the Mackenzie King Bridge level will be developed as outdoor amenity space for the tenants. This change in plan geometry will also provide a natural separation between the north building and the south building. Highlighted by a reveal, the different balcony arrangement and different colour frame will provide a unique and distinctive look to the two volumes.



Figure 19: The aerial view provides the context for the development next to the Mackenzie King Bridge with the Rideau Centre in the background and the Arts Court across the street. Source: Zeidler, 2021.



Figure 20: Rendered perspective view looking south-west illustrating the proposed integration of the City Registry Office. Source: Zeidler, 2021.



Figure 21: Cross section providing the neighbourhood context around the Registry Office. Source: Zeidler, 2021.

## 5.0 IMPACT OF THE PROPOSED DEVELOPMENT

---

This section specifically addresses the impacts of the development proposal on the cultural heritage values associated with City Registry Office, County Courthouse, Jail, and Albion Hotel. The guidelines contained in the Official Plan Section 4.6.1 Policies 1, 4, 6 and 9 apply to the City Registry Office and Policy 3 applies to the review of the Courthouse, Jail and Albion Hotel. The heritage attributes and character-defining features of the designated properties are itemized in Section 3.0.

The City has acknowledged that the relocation of the Registry Office within the development site is appropriate to facilitate the redevelopment of the property. Heritage staff do not object to the proposal to move the building on the site. They have strongly recommended that the building should be moved in its entirety and not in pieces and not dismantled and reconstructed.

In 2017, the exterior masonry and metal work of the Registry Office were repaired and restored to maintain and conserve the building's heritage character-defining attributes.

### 5.1 Standards and Guidelines For Historic Places in Canada

The standards and guidelines identify three primary conservation treatments for intervening:

Intervening on an historic place, that is, any action or process that results in a physical change to its character-defining elements, must respect and protect its heritage value. Interventions can include:

- **Preservation** actions that are part of the ongoing maintenance of an historic place;
- **Rehabilitation** activities related to a new use or code upgrades;
- **Restoration** activities associated with the depiction of an historic place at a specific period in its history.

All three conservation treatments will be planned interventions. The Standards and Guidelines assess the impact of moving the building within the site and address Options 2, 3, and 4 as part of the analysis as Option 1, dismantling and reconstructing the building it is not considered an approach within the Standards and Guidelines.

The most relevant standards from the *Standards and Guidelines* are:

#### **General Standards for Preservation, Rehabilitation and Restoration**

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

**Discussion:** The location of the building at the south-west corner of the site is a character-defining feature of its original setting as part of the judicial district. The Registry Office has been a landmark and part of the district since 1874. Its preservation as part of the development and its interpretation are positive community benefits. The new location maintains the orientation while shifting the building to

the mid-block and allows the building to stand proud of the development as a prominent feature on Nicholas Street.

Policies in the Official Plan Section 4.6.1 Heritage Buildings and Areas, specifically 4.6.1.4 (a) states “Where relocation of a structure designated under the Ontario Heritage Act is proposed, the City will require that the cultural heritage impact statement demonstrates that relocation is the only way to conserve the resource. The City may consider the option provided that: [Amendment #76, August 04, 2010] [Amendment #96, February 22, 2012.]

(a) *The building is retained on site, but moved to another part of the property for integration into the new development”*

**Discussion:** Four options for moving the building are being considered in consultation with city heritage staff. The structural analysis, impacts, and recommendations for each of the options will be fully outlined in a subsequent document.

*2. Conserve changes to a historic place that, over time, have become character-defining elements in their own right.*

**Discussion:** The Registry Office retains its original form, detailing, and materials from its construction date in 1874. Missing attributes will be restored, and all changes will be discussed as part of a Conservation Plan to be completed as part of a subsequent submission.

*3. Conserve heritage value by adopting an approach calling for minimal intervention.*

**Discussion:** The proposed relocation of the building within the development site is a major intervention. However, the City has acknowledged that the relocation of the City Registry Office within the development site is appropriate with a strong recommendation to move it in its entirety.

*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.*

**Discussion:** The proposed relocation of the building does not create a false sense of historical development of the property. It is part of the property’s evolution. The Registry Office will stand proud of the new development, maintain its prominence, and be integrated as part of the site plan. The entrance on Nicholas street will continue as the main access to the future use. Universal accessibility to the building is incorporated sensitively as part of the mall access.

*5. Find a use for a historic place that requires minimal or no change to its character-defining elements.*

- **Discussion:** The character-defining features, as identified by the Statement of Cultural Heritage Value will be conserved. The functional layout of the building and the scale of the building make it suited to function as a landmark feature that will be rehabilitated and adapted as a café bistro retail space. The integration of the building facilitates a viable economic use and barrier free accessibility.

7. Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.

**Discussion:** The Conservation Plan will address the condition of the character defining elements, and any elements that are too deteriorated to repair will be noted. The Plan addresses the management of the building throughout the move, its condition and conservation. The existing as-found records of the entire building will be amplified and a detailed condition report, along with a stabilization and preparation for moving report will be prepared including risk analysis and costs.

## 5.2 Additional Standards Relating to Rehabilitation

10. Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.

**Discussion:** The Conservation Plan will address impacts to the Registry Office as a separate document and will include moving the building /restoration/rehabilitation of the building, and replacement of missing attributes.

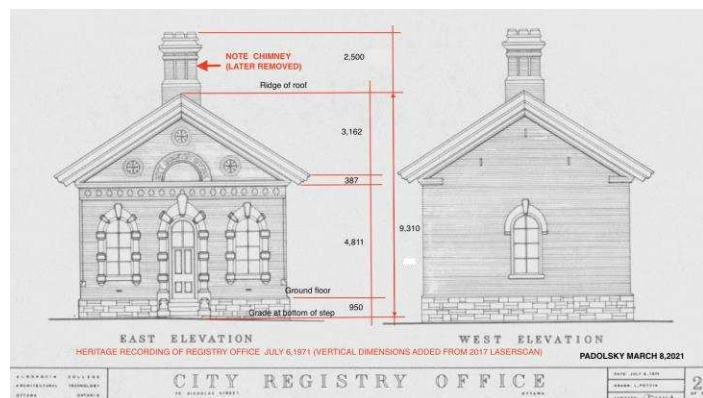
An outline of the Conservation Plan will include the following:

### Siting

- Relocating the building from its original/existing location and shifting it to mid block maintaining the same setback from the street with approximately one-third of the building set inside a three-storey glazed atrium.

### Exterior Attributes

- Replacement of chimney based on visual record
- Replace the roof's wood decking rafter and collar tie system with fire rated material
- Replace the roof asphalt shingle with the slate shingle
- Windows
- Entry door
- Landscape Treatment and streetscape



### Interior Attributes

- Expand the size of the doorway between the vaults to provide a better flow
- Remove of the finishes on the walls, ceiling, and floor to expose the original stone floor and masonry brick vault system.
- Introduce a new opening at the rear section of the building to allow barrier free access.

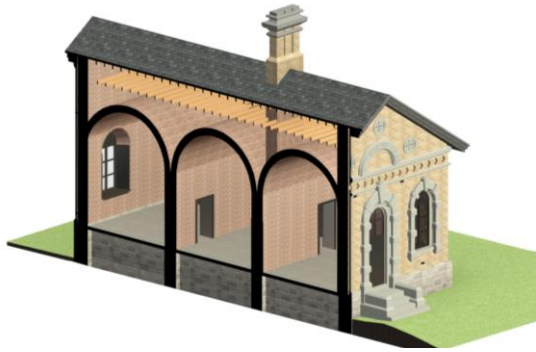


Figure 3 Exploratory opening showing original 220mm thick stone flooring and traces of the former tramway (April 2021)

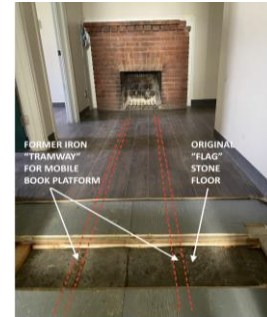
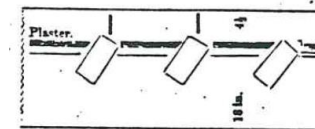


Figure 4 Exploratory opening showing original stone floor with evidence of former iron tramway for mobile rock platform (April 2021)

### Interpretive Features

- Architectural lighting
- Interpretive signage
- Construction Methods



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

**Discussion:** The development proposal is to construct a 21-storey high-rise residential building. To achieve any degree of subordination it is important that the Registry Office holds a defining location and can be interpreted as a distinct feature separate from the new development. The plan positions the Registry Office mid-block in front of the towers, which provides the prominence. Approximately one-third of the building is set within an atrium space that serves as a residential lobby and the entrance to the Rideau Centre. City staff have questioned the dark vertical band that from some perspectives appears to pierce the registry's roof.

## 5.3 Official Plan and District Study Guidelines

**4.6.1 – Heritage Buildings and Areas –Policy 1 - Applicable to the City Registry Office.**  
**Where a structure designated under Part IV of the Ontario Heritage Act is to be altered, added to, partially demolished, demolished or relocated, and where the alteration, addition, partial demolition, demolition, or relocation has the potential to adversely affect the designated resource ... the City will require that a cultural heritage impact statement be conducted ..... to do the following: [Amendment #76, August 04, 2010] [Amendment #96, February 22, 2012]**

1. Describe the positive and adverse impacts on the heritage resource that may reasonably be expected to result from the proposed development; [Amendment #76, August 04, 2010]

### **Positive Impacts**

- The conservation of an important building with both architectural and symbolic attributes.
- The introduction of a 3-storey glazed atrium that highlights and stages the Registry Office with only a portion of it incorporated into the lobby allows for an understanding of the original massing and full access to the entire building.
- The materiality of the new atrium and building above does not look to replicate the existing, and clearly reads as new and contemporary expressions of their own time.
- The atrium takes cues from the existing building in terms of the datum lines and "rhythm" of its façade; the use of continuous vertical elements and the repetitive pattern of the towers glazing.
- The full rehabilitation of the materials and character defining features of the and interior, including the roof, chimney, masonry, windows and doors, flooring, and vaulted space;
- Programming of the Registry and its immediate setting as a welcoming commercial space, with universal accessibility.
- Adaptive re-use of a cultural heritage resource to ensure its ongoing viability, with the opportunity for public access and retail activity.
- In addition to the design strategies listed in the positive impacts, the new development will be set back to allow the Registry Office to sit proud and maintains a relationship with the public realm.
- Access to new sources of funds to allow for the ongoing protection and restoration of the cultural heritage resource.
- Minimal impact on the historic streetscape and the relationship of the building to the street edge and enhancement of the quality of the place; and
- The building will retain access through the main door with universal accessibility from the mall.

### **Adverse Impacts**

- Demolition of any, or part of any, heritage attributes or features, including the masonry foundation walls and roof structure;
- Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building or structure – partial concealment of 30% of the building behind a glazed atrium wall, and the opening up of portions of the north wall for functional reasons;
- The glazed atrium wall partially obscures views of the north and south walls from the exterior;
- Moving a historic building and relocating it to a different part of the same site is an intervention and is generally discouraged. The mitigating factors are that it is a practical means by which to conserve the building, and its new position is in a prominent location.
- Moving of a heritage building potentially involves the damaging and or loss of heritage attributes or features. Mitigation includes documenting and recording all character defining features, completing the necessary structural investigations prior to the move, and undertaking an options analysis and a conservation plan.
- Introducing a new entry on the north façade. While this modification will impact this section of the facade, it is required for accessibility purposes. The work will need to be done with care to ensure the new opening is sympathetic to and is differentiated from the heritage aesthetic of the building.
- The scale of the proposed tower at 21-storeys, relative to the Registry Office and the dark material used to create a vertical band challenges the interpretation of Parks Canada Standards

and Guidelines 11 ‘*Make the new work physically and visually compatible while, subordinate to and distinguishable from the historic place.*’ There is a risk that the building and its proximity will overpower, shade, or diminish the qualities of the heritage resource. This is mitigated with the positioning of the Registry Office in front of the development and its integration into the three-storey atrium and a lighter tone of vertical banding.

2. *Describe the actions that may reasonably be required to prevent, minimize, or mitigate the adverse impacts in accordance with the policies below [Amendment #76, OMB File #PL100206, August 18, 2011] 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. Taken 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 items highlighted in bold that specific to this CHIS:*

**Discussion:** Alternative development options and mitigation measures include:

- 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 a manner that respects the existing cultural heritage resource or the heritage conservation district, and
- Including reversible interventions to cultural heritage resources.

3. Demonstrate that the proposal will not adversely impact the defined cultural heritage value or the heritage attributes of the property. [Amendment #13, September 8, 2004] [Amendment #76, August 04, 2010].

**Discussion:**

The Conservation Plan will address mitigation measures for any partial demolition, alteration, and/or reconstruction of material assemblies and systems of the building.

Character defining elements that reflect the heritage value include the:

- round-headed window and door arches;
- front door and window arches with rusticated quoins;
- salmon-gold brick and the stone foundation;
- semi-circular name stone resting on a wide entablature which features a repeating quatrefoil vent in the front pediment;
- corbelled cornice on the façade pediment, the plain metal cornice trims on the side walls, and the returned eaves on the rear side;
- masonry chimney will be reinstated; and,
- barrel-vaulted interior ceiling.

#### **4.6.1 – Heritage Buildings and Areas – Policy 3 - Applicable to the Courthouse, Jail, and Albion Hotel**

**Where development is proposed on a property that is adjacent to or within thirty-five metres of the boundary of; a property containing an individually designated heritage building (Part IV of the**

**Ontario Heritage Act), .... the City may require that a cultural heritage impact statement be conducted ... to do the following: [Amendment #96, February 22, 2012]**

1. 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;

**Discussion:** The heritage resource is the collection of buildings that form the significant early judicial district.

**Positive Impacts include:**

- Re-integrating the Registry into its context as a public realm feature with relationship to the courthouse and surrounding streetscape.
- The significant view-sheds and views to and from the buildings that form the judicial district will be maintained.
- The proposed development will form a coherent streetscape on the west side of Nicholas Street extending the width of the site and improve the pedestrian experience; and,
- The integration and relocation of the Registry Office within the development addresses the current isolation of the building adjacent to complex vehicular access roads, to below grade loading docks, and to parking.

**Adverse Impacts include;**

- The glazed atrium/podium and the interface with the Registry Office could introduce datum lines and a street rhythm relating to the neighbouring heritage buildings.
- Increased shadowing of the building and greenspace associated with the Courthouse, Jail, and Albion Hotel.

2. *Describe the actions that may reasonably be required to prevent, minimize, or mitigate the adverse impacts in accordance with the policies below;*

**Discussion:**

- Alternative tower design.
- Selecting a lighter tone vertical banding.
- Introducing street trees that help re-establish the rhythm and pedestrian scale to the street.

3. *Demonstrate that the proposal will not adversely impact the defined cultural heritage value of the property, and/or its streetscape / neighbourhood.*

**Discussion:**

- Opportunities to define the area around the Registry Office and interpret detailing from the masonry perimeter wall/fence associated with the Courthouse and Jail to provide a common visual language to improve streetscape continuity.

**4.6.1 – Heritage Buildings and Areas – Policy 4 - Applicable to the City Registry Office**

**Where relocation of a structure designated under the Ontario Heritage Act is proposed the City will require that the cultural heritage impact statement demonstrate that relocation is the only way to conserve the resource. The City may consider the option provided that: [Amendment #76, August 04, 2010] [Amendment #96, February 22, 2012]**

1. *The building is retained on site but moved to another part of the property for integration into the new development, ....*

**Discussion:**

- The relocation of the building within the site is positive in that its existing location isolates it in an environment that is averse to pedestrian use.

**4.6.1 – Heritage Buildings and Areas – Policy 6 - Applicable to the City Registry Office**

**When a development involves the retention of all or part of a cultural heritage resource and its integration into a larger development the cultural heritage resource shall be retained in situ during the construction process. [Amendment #76, OMB File #PL100206, August 18, 2011]**

1. *Where the retention of the cultural heritage resource in situ is determined to be impossible by an engineer specialized in the preservation of cultural heritage resources, the City may permit the temporary removal of the resource during the construction process followed by its restoration.*

**Discussion:**

- The approach is an integral part of the discussion concerning the four options that are being explored for moving the building within the development site.

**4.6.1 – Heritage Buildings and Areas – Policy 9 - Applicable to the City Registry Office Site Redevelopment**

**When reviewing applications for zoning amendments, site plan control approval, demolition control, minor variance, ... the City will ensure that the proposal is compatible by: [Amendment 14, September 8, 2004] [Amendment #76, OMB File #PL100206, August 18, 2011]**

1. *Respecting the massing, profile, and character adjacent to or across the street from heritage buildings; [Amendment #76, August 04, 2010]*

**Discussion:**

- The development respects the existing massing, profile, and character of the Registry Office and has minimal impact on the significant relationships between buildings in the provincial judicial district and Albion Hotel.

1. *Approximating the width of nearby heritage buildings when constructing new buildings facing the street;*

**Discussion:**

- The different architectural expression of the proposed development approximates the widths to the Courthouse and Jail sites.

2. *Approximating the established setback pattern on the street;*

**Discussion:**

- The CRO is setback slightly from its original location in relation to the property line.

4. *Being physically oriented to the street in a similar fashion to existing heritage buildings;*

**Discussion:**

- The Courthouse and Jail are separated from the street with a stone perimeter wall and fence. The City Registry Office is setback in a similar fashion to the Albion Hotel.

5. *Minimizing shadowing on adjacent heritage properties, particularly on landscaped open spaces and outdoor amenity areas;*

**Discussion:**

- The proposed development will increase shadowing of the landscaped open spaces and amenity areas of Courthouse, and Jail during the fall, winter, and spring. The further sculpting of the building would have a minimal impact.

6. *Having minimal impact on the heritage qualities of the street as a public place in heritage areas;*

**Discussion:**

- The proposed development will improve the quality of the street as a public place.

7. *Minimizing the loss of landscaped open space;*

**Discussion:**

- The proposed development will eliminate the landscaped open space to the north of the City Registry Office.

8. *Ensuring that parking facilities (surface lots, residential garages, stand-alone parking, and parking components as part of larger developments) are compatibly integrated into heritage areas;*

**Discussion:**

Access to the parking garage for the proposed development and the Rideau Centre are being centralized at the southern end of the site. Moving the City Registry Office building increases the compatibility of the development within the area.

## 5.2 Development Impacts

**Positive impacts** and **Adverse impacts** of the proposed development are listed above.



Figure 22: Views of the development at various points along the Rideau Canal illustrates the minimal impact. Source: Zeidler.

## 6.0 ALTERNATIVES AND MITIGATION STRATEGIES

---

### 6.1 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.

Taken 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 items highlighted in bold that specific to 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 a manner that respects the existing cultural heritage resource or the heritage conservation district, and**
- **Including reversible interventions to cultural heritage resources.**

### 6.2 Mitigation measures

This CHIS represents the culmination of several distinct development proposals and design evolutions, for which the conservation consultants, City planning and heritage staff, and UDRP have provided input, comments, and assessments. These alternative approaches and mitigation strategies and design suggestions included, but were not limited to:

- The relationship between the development and the Registry Office ensuring that it has more prominence in the scheme with public access around both the interior and exterior of the building.
- Create a continuous streetscape treatment across the building frontage, including the loading area with the introduction of street trees, reduced vehicular access and a pedestrian edge along the street.
- The masonry wall and iron fence around the Arts Court is a character defining attribute. Introducing a stronger edge along the City Registry Office frontage to strengthen the public realm and incorporating masonry features along the terrace and as masonry bollards separating car access.
- The heritage building should not be covered, permit access at the front entrance, be at the front of the site maintaining the existing relationship to both sides of Nicholas Street, Ogilvie Square, and the Arts Court.
- Consider both sides of Nicholas Street and the building's relationship to determine where to position the heritage building.
- Analyze the options for moving the structure for risks to heritage fabric and develop reliable mitigation measures for the preferred option.
- All the recommendations outlined in the Moving Options Analysis and the Conservation Strategy, will be implemented to preserve the existing character and integrity of the Registry

Office and its character defining elements including its relationship to other designated buildings nearby.

### 6.3 Conclusion

The Client has explored a variety of massing approaches and following consultation has singled out this massing scheme for consideration. The component parts of the proposal (the Registry Office, the three-storey atrium, and the linked tower) are identified as distinct architectural elements. The proposal indicates that the glazed atrium will be used to create a physical separation and a material distinction between each component.

Although there are a number of details remaining to be refined, the consultants conclude that the proposal is compatible with the heritage resource and its conservation. Within the context of permitted height and intensification, the development proposal strives to strike a balance between policies of heritage conservation, and the height and densities as outlined in the City's Official Plan. The retention and restoration of the City Registry Office as part of the CF Rideau Centre residential development is positive and is supportive of the community's aspirations to protect its patrimony.

## 7.0 AUTHORS QUALIFICATIONS

---

**Commonwealth Historic Resource Management** is a consulting firm that offers a range of services related to conservation, planning, research, design, and interpretation for historical and cultural resources.

**John J. Stewart**, B.L.A., O.A.L.A., C.S.L.A., CAHP, a principal of Commonwealth is a specialist in the planning and design of cultural resources, building conservation, and commercial area revitalization. A graduate of the University of Guelph, he received additional training at Cornell University (USA) and Oxford University (UK) and holds a diploma in the Conservation of Monuments from Parks Canada, where he worked as Head, Restoration Services Landscape Section. Before Commonwealth's formation, Stewart served for four years as the first director of Heritage Canada's Main Street Program.

Stewart is a founding member of the Canadian Association of Heritage Professionals. He has served as the Canadian representative of the Historic Landscapes and Gardens Committee of ICOMOS and the

International Federation of Landscape Architects. Stewart is a panel member with the Ottawa Urban design Review Panel and a board member of Algonquin College Heritage Carpentry Program.

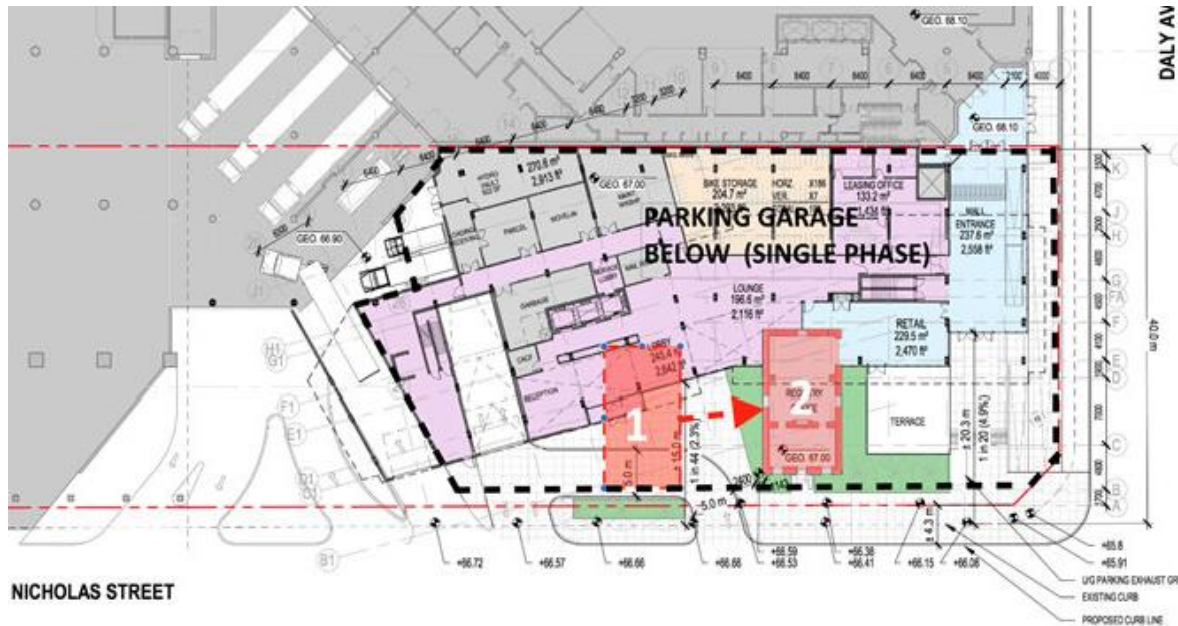
**Ian Hunter, Architectural Technician** is a specialist in the research and assessment of cultural heritage resources and building conservation. Experience in the heritage conservation field extends over 30 years primarily working for Commonwealth Historic Resource Management.

**Barry Padolsky, B. ARCH., M. SC. (URBAN DESIGN), OAA, FRAIC, RCA, CAHP** is an Ottawa-based architect, urban designer, and heritage consultant. He is a member of the Ontario Association of Architects, (1965); the Royal Architectural Institute of Canada, (1965); a Fellow, Royal Architectural Institute of Canada, (1987); the Canadian Association of Heritage Professionals, (2003) and the Royal Canadian Academy of Arts, 2006

Barry founded Barry Padolsky Associates Inc., Architects 1969. Until 2020 he led his firm in the restoration, rehabilitation, or adaptive re-use of over 60 *historic places* (buildings “Classified” or “Recognized” by FHBRO or designated Part IV or Part V of the Ontario Heritage Act). He has been recognized with 43 national and civic architectural and urban design awards including 29 for heritage conservation. Barry is currently a member of the City of Ottawa Built Heritage sub-committee advising Ottawa City Council on heritage matters.

# ADDENDUM 1: ANALYSIS OF 4 OPTIONS FOR MOVING THE REGISTRY OFFICE

Moving of the Registry Office is being analyzed. The Analysis considers options for the most appropriate approach to move the building from its existing position to a new location on the property. The merits and potential risks for the four options have been considered. The decision is predicated on confirmation that the move will involve the least risk and recognizes that further structural analysis needs to be undertaken as part of the detailed rehabilitation.



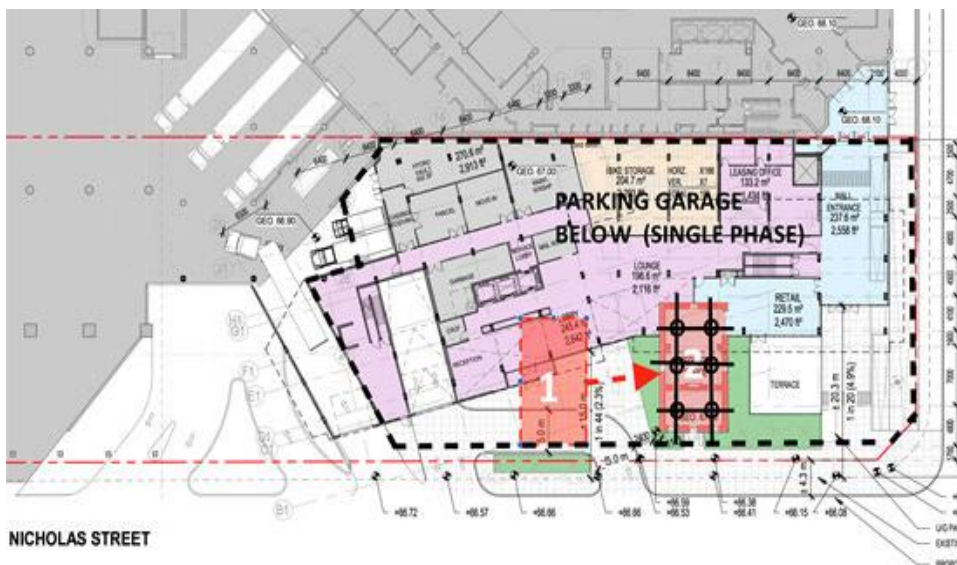
**Option #1:** dismantle and reconstruct in new location after construction of underground parking garage and superstructure



**Option #2:** move “in entirety” (or two parts) to temporary off-site location and return after construction of underground parking garage



**Option #3:** construct north half of underground parking garage; move “in entirety” to new location; construct south half of underground parking garage



**Option #4:** move “in entirety” to new location on temporary caissons; construct underground parking garage (top-down method)

## ADDENDUM 2: THE CONSERVATION PLAN

The Conservation Plan will address impacts to the Registry Office as a separate document and will include **Moving the building Restoration/rehabilitation of the building, including replacement of missing attributes.** The following is an outline of the report.

### Siting

- Relocating the building from its original/existing location and shifting to mid block in approximately in the same setback from the street with approximately 1/3 of the building set inside a three-storey glazed Atrium.

### **Exterior Attributes**

- replacement of chimney based on visual record
- replacing the roof's wood truss system with fire rated material
- replace the roof shingle with the slate shingle
- Restoration of iron windows,
- Restoration of Entry door
- Landscape Treatment and Streetscape

### **Interior Attributes**

- expand the size of the doorway between the vaults to provide a better flow
- removal of the finishes on the walls ceiling and floor to expose the original stone floor and masonry brick vault system
- introducing a new opening at the rear section of the building to allow universal access.

### **Interpretive Features**

- Architectural lighting
- Interpretive Panels
- Interpretive signage
- Construction Methods