

# DRAFT Heritage Conservation District Plan for the Lowertown West HCD

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## Part A: HCD Overview

### Introduction

Heritage Conservation Districts are one way that the *Ontario Heritage Act* provides for the conservation of cultural heritage resources. Heritage Conservation Districts form an integral part of Ottawa’s cultural heritage and contribute to an understanding and appreciation of the cultural identity of the city. District designation enables City Council to manage and guide future change in the district, through adoption of a district plan with policies and guidelines for the area.

The Lowertown West HCD was designated in the 1990s as a result of a Council motion recommending that two areas, the ByWard Market and Lowertown West be studied to determine if they warranted designation as heritage conservation districts. The City hired E.R.A. to undertake the Lowertown West HCD. The Study involved extensive public participation, the individual evaluation of all buildings in the District. The final study and recommendations to committee and City Council. Each study consisted of background history, architectural analysis and Guidelines for managing change in the Districts. Bylaw 192-94 remain in full force and effect. (MAP OF DISTRICT HERE)

City heritage staff, architects, developers and the public have used the Council-approved Guidelines to manage change in the District since their approval by City Council. A number of projects have been completed in the intervening 30 years that clearly demonstrate the effectiveness of the Guidelines in conserving the unique heritage character of the District. There are, however, challenges to the District that could fundamentally change its nature, such as development pressure and rising real estate values have the potential to affect the character of Lowertown as developers seek to optimize their holdings.

At the time of designation of the Lowertown HCD, there was no requirement under the *Ontario Heritage Act* for heritage conservation district plans, however, changes to the *Ontario Heritage Act* in 2005 provided for the adoption of plans in previously-designated districts. The City initiated the current project to create post-2005 heritage conservation district plans as part of a multi-year endeavour to replace all pre-2005 plans with new plans that meet the requirements of the *Ontario Heritage Act* and to ensure that each area's unique cultural heritage is recognized through a Statement of Cultural Heritage Value and a list of Heritage Attributes. To date, eight heritage conservation districts designated before 2005 have had plans approved and implemented by City Council; five in Sandy Hill, Rockcliffe Park, New Edinburgh and Centretown.

## 1.0 Purpose and Format of the District Plan

The purpose of the Lowertown West Heritage Conservation District Plan is to provide guidance in the management, care and protection of the cultural heritage value of the District as defined in the Statement of Cultural Heritage Value and Heritage Attributes found in Section 3.3 and 3.4 below.

As a document to be used by a wide range of stakeholders, the Plan is the primary document to assist in the conservation of the character of the Lowertown West Heritage Conservation District. It will guide homeowners, business people, landlords, architects, designers, and planners, as well as by politicians and City staff when making decisions regarding change in the District, ensuring that the character of the community persists as development proceeds where appropriate.

This plan is consistent with amendments to the *Ontario Heritage Act* proclaimed in January 2023 that seek to increase transparency and efficiency in municipal decision-making, while continuing to protect the heritage properties that communities value.

### How to read the Plan

The plan below applies to the Lowertown West Heritage Conservation District. It describes the district's cultural heritage value, heritage attributes and significance and provides policies and guidelines to achieve the statement of objectives of the Plan.

The Plan is divided into four parts:

Part A provides an overview of the policy framework that will support the HCD and outlines its cultural heritage values, attributes and the statement of objectives of the Plan;

Part B provides policies and guidelines for the conservation and alteration of existing resources and the public realm and new construction;

Part C provides an overview of how the Plan is intended to be implemented through the heritage permit process and when a heritage permit is required;

Part D provides a glossary and Appendices 1 to X contain lists of properties designated under Part IV of the Ontario Heritage Act, a list of properties by category, contributing or non-contributing and the City of Ottawa Tree Protection By-law.

Property owners contemplating changes within the District should familiarize themselves with the Plan's content when preparing for a potential project and contact heritage staff to discuss potential projects. While the Plan should be read as a complete document, Part B should be reviewed closely as it provides the technical guidance and policies that apply to all projects, according to the property's category (i.e contributing or non-contributing), the type of work being undertaken (i.e work on an existing element vs. an alteration or new construction project) and whether there are any considerations with respect to the public realm. Multiple sections of the Plan could apply to a single project.

### Frequently asked questions

What is a Heritage Conservation District?

Heritage Conservation Districts are areas of special meaning within a community that feature a concentration of historic buildings, landscape features and streetscapes that tell the story of the place. Heritage conservation districts allow municipalities to conserve the special qualities identified in each district.

## What is a Heritage Conservation District Plan?

The *Ontario Heritage Act* (2005, as amended) requires that a heritage conservation district plan be prepared by a municipality when it designates a heritage conservation district and makes provisions for the preparation of plans for districts that were designated prior to 2005. Heritage conservation district plans describe the cultural heritage value of district and provide guidance to property owners, architects and developers to ensure that change within the district preserves its cultural heritage value, as defined in the plan.

## What does owning a property in a heritage conservation district mean for property owners?

District designation is intended to help ensure that alterations and new construction respect the District's heritage attributes and special character. Owners of properties in heritage conservation districts, whether they are single family residences or larger commercial structures can obtain advice from heritage staff regarding changes to their properties and may be eligible for heritage grants or other financial incentives. In addition, they must obtain a heritage permit for alterations but are not required to restore their property or provide any kind of public access to it.

Owning a property in a heritage conservation district does not require an owner to undertake alterations beyond the necessary maintenance standards for heritage buildings, nor does it require an owner to restore a property to an earlier period.

## 2.0 Policy Framework

The District will be regulated by federal, provincial and municipal legislation and policies. These include "The Standards and Guidelines for the Conservation of Historic Places in Canada," the Provincial Policy Statement (2020), the *Ontario Heritage Act*, the "Eight Guiding Principles," the City of Ottawa Official Plan, the Zoning By-law and other municipal by-laws.

### 2.1 Provincial and Municipal Policy and Legislation

This section applies to current plans and by-laws and will apply to future bylaws, as amended.

#### Ontario Heritage Act

The *Ontario Heritage Act* (the Act) regulates the protection of cultural resources within the province. A property that has been formally protected under the provisions of the Act is referred to as a "designated" property. According to Part V, Section 41.1 (2) of the

Act, a municipality may pass a by-law adopting a heritage conservation district plan for any districts designated prior to 2005. According to Section 41.1 (5) a plan shall include:

- a) a statement of the objectives to be achieved in designating the area as a heritage conservation district;
- b) a statement explaining the cultural heritage value or interest of the heritage conservation district;
- c) a description of the heritage attributes of the heritage conservation district and of properties in the district;
- d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and
- e) a description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district may carry out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c. 6, s. 31.

### Provincial Policy Statement (2020)

The Provincial Policy Statement, (PPS), issued under Section 3 of the *Planning Act*, provides policy direction on matters of provincial interest related to land use planning and development. The *Planning Act* requires municipal and provincial land use planning decisions to be consistent with the PPS.

Section 2.6 of the PPS provides specific direction for the protection of built heritage. Section 2.6.1 states that significant built heritage resources and cultural heritage landscapes, “shall be conserved.” Policy 2.6.3 provides that planning authorities shall not permit development and site alteration on lands adjacent to protected heritage property except where the proposed development has been evaluated and it has been demonstrated that the heritage attributes of the property have been conserved. The evaluation may take the form of a Heritage Impact Assessment (HIA).

### City of Official Plan, 2021

City Council approved its new Official Plan in October 2021 and it was reviewed, amended and then approved by the Minister of Municipal Affairs and Housing in November 2022. The new Official Plan, as approved, is the policy document that stakeholders shall have regard to when dealing with cultural heritage resources. Section 4.5 of the Official Plan, “Cultural Heritage and Archaeology,” contains policies to achieve the City’s goal to protect cultural heritage resources. This section provides the authority for Council to designate and manage heritage conservation districts.

## Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada

In 2008, City Council adopted Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*. The *Standards and Guidelines* are a set of conservation principles and guidelines that offer guidance for sound decision-making when making interventions to historic places. The *Standards and Guidelines* use a values-based approach to conservation and stress the importance of understanding each historic place prior to embarking on interventions, such as restoration, rehabilitation and adaptive re-use. They will apply to any interventions to properties within the boundaries of the HCDs along with the policies in this Plan and the *Principles* above. See Appendix X for the *Standards*.

### Eight Guiding Principles in the Conservation of Built Heritage Properties

The "Eight Guiding Principles," prepared by the Ontario Ministry of Tourism, Culture and Sport, are based on international heritage charters that have been developed over the last century. These principles provide a framework for decision making in the conservation of built fabric and are to be applied to the conservation of contributing buildings in the District. They should be consulted along with the "Standards and Guidelines, cited below, when undertaking a conservation project. See Appendix X.

### 2.2 Integration with other Municipal Documents

Other municipal documents that support the goals and objectives of this Plan include but are not limited to:

- Zoning By-law (2008-250)
- Property Standards By-law (2013-416)
- Tree Protection By-law (2020-340)
- Permanent Signs on Private Property By-law (2016- 326)
- Right-of-Way Patio By-law and Urban Design Guidelines for Commercial Patios (2023)

### Conflicts between the HCD Plan and other municipal by-laws

Section 41.2 (2) of the Ontario Heritage Act states:

In the event of a conflict between a heritage conservation district plan and a municipal by-law that affects the designated district, the plan prevails to the extent of conflict but in all other respects the by-law remains in full force.



## 3.0 Lowertown West Heritage Conservation District Plan (map of district)

### 3.1 Description of Districts/ Boundaries

Lowertown West was designated as a heritage conservation district in 1994 through By-law 192-94. Its boundaries extend north from St. Patrick St to the south side of Bolton Street and from Sussex Drive to King Edward Avenue. This part of Ottawa was initially developed as Bytown and served as the base for the construction of the Rideau Canal. The area included in the HCD was closely intertwined with the primarily commercial area included within the boundaries ByWard Market HCD, designated in 1990 through By-Law 60-91. The Lowertown West HCD shares a boundary along St. Patrick Street with the ByWard Market HCD.

### 3.2 Statement of Objectives

The principal objective of a heritage conservation district plan is to protect and conserve the cultural heritage value of the district as expressed in its Statement of Cultural Heritage Value and Attributes.

The objectives below reflect the heritage conservation goals for the Lowertown West Heritage Conservation District. Although the following sections are numbered, the numeric sequence does not establish a priority among the objectives. The objectives of the Lowertown West Heritage Conservation District are:

#### Community

1. To encourage community awareness of, and support for, the conservation of the District's heritage values and attributes in order to celebrate and share its special character;
2. To conserve and enhance the social and community significance of the HCD as an inner-city neighbourhood with a distinct local identity based on its physical character and its role as an identifiable City neighbourhood that has long been the site of cultural, institutional and social venues;
3. To recognize, honour and highlight underrepresented histories of stories associated with the cultural heritage value of the District through commemorative and interpretive efforts, together with the community;
4. To encourage and promote a sense of community and uses related to public gathering and civic activity through the establishment of complete streets, pedestrian amenities and pedestrian connections;

## Character

5. To conserve the residential character of the District, which has been home to generations of Ottawans from diverse backgrounds and income levels;
6. To maintain and enhance the established character of the District , which includes the Dalhousie Street commercial area, the religious and institutional precinct and the residential streets (primarily running east-west);

## Conservation/ New Construction

7. To ensure the retention and conservation of the cultural heritage value and heritage attributes of the District and the buildings within it, as expressed in the Statement of Cultural Heritage Value and Description of Heritage Attributes;
8. To support, promote and encourage building practices, techniques and approaches that seek to improve energy efficiency and are sustainable, such as those outlined in the City's High Performance Development Standard, in ways that are sensitive to the cultural heritage value and attributes of the HCD.
9. To foster and encourage high quality design by ensuring that additions and new construction are compatible with the cultural heritage values and attributes of the HCD and consistent with the goals of the Plan;
10. To promote approaches to repairs, alterations and new construction that make thoughtful, legible and, where applicable, reversible changes to properties within the District;
11. To support and encourage thoughtful and respectful solutions that allow properties and the public realm within the heritage conservation district to meet accessibility standards.
12. To provide guidance for the appropriate restoration, repair and on-going maintenance of all buildings within the District;
13. To ensure that new construction and development on vacant and underdeveloped lots and large parcels that is intended to further the intensification goals of the City are compatible with the cultural heritage value of the District and reflects its history, character and development patterns;
14. To ensure that new construction and development on vacant and underdeveloped lots and large parcels with Contributing buildings respects the character of those buildings through their retention, the preservation of their attributes and the sympathetic design if the new structure[s] ;
15. To maintain and enhance the distinctive institutional character of the northern section of the District through the use of harmonious materials and architectural details for new construction there;
16. To support existing uses and encourage adaptive re-use within existing buildings while respecting the cultural heritage value of individual buildings and the District as a whole;

17. To support and conserve Lowertown West’s special sense of as outlined in the Statement of Cultural Heritage Value, through the implementation of this Plan as well as the Special District Policies within the City’s Official Plan.

## Public Realm

18. To conserve the District’s public realm, including the tree-lined streets with sidewalks, verges and public parks;
19. Conserve the identified views within the District, identified on Map XX, that support an understanding of its cultural heritage value;

## 3.3 Statement of Cultural Heritage Value

Statement 41.1 5 (b) of the *Ontario Heritage Act* requires that a heritage conservation district plan include a “Statement of Cultural Heritage Value.” These statements and their accompanying list of heritage attributes are the foundation of heritage conservation district plans.

### Statement of Cultural Heritage Value

The Lowertown West Heritage Conservation District, as part of the City of Ottawa, is located on unceded Algonquin Anishinabe territory. The peoples of the Algonquin Anishinabe Nation have lived on this territory for millennia. Their culture and presence have nurtured and continue to nurture this land.

Indigenous communities have had a continuous presence at Kìwekì Point (former Nepean Point) for thousands of years. Kìwekì Point, located to the north of the HCD, is currently (2023) being rebuilt by the National Capital Commission. The interpretive Program for the park will honour the Algonquin Anishinabe Nation and its relationship to the Ottawa River.

The cultural heritage value of the Lowertown West Heritage Conservation District lies in its role as the residential heart of Lowertown, which grew up near the terminus of the Rideau Canal. The area was laid out in 1827 by Colonel By for the British military to serve as a base for the development of the Rideau Canal. From the completion of the Rideau Canal in 1832 through the 1880s, the southern part of area, the ByWard Market, was Ottawa’s commercial core and Lowertown was the predominantly residential area associated with it.

Early land tenure in Lowertown West was only by lease from British Ordnance and many of its earliest buildings were little more than shanties. From the 1840s until the 1860s, parcels of land for sale were released but development of the area was incremental. There are a few houses that may remain from this time.

The construction of the first ByWard Market building in 1840 -1842 established the larger area comprised of the present day ByWard Market and Lowertown HCDs as the commercial core of Bytown. Despite the ongoing presence of leased land, soon warehouses, small manufacturers, fur depots and stores began to appear near the market building, providing employment to new arrivals, including many who stayed on after completing the Rideau Canal. Early Lowertown was a violent transient place, with lumbermen in the square timber trade arriving every spring at the completion of the log drive. Oftentimes, their families stayed in Bytown all winter, in poorly built shacks and shanties. Little remains of this era, although some houses from the 1860s survive in the HCD, serving as reminders of the pre-Confederation character of the area. In addition, the lot configuration of this era largely survives, providing an historical setting to the small-scale residential buildings. The neighbourhood was historically bounded on its north by the CPR railway tracks and yards. These tracks, and the warehouses that served them were removed in the post-war era, along the portion of Lowertown East removed to construct the Pearson Building and the Macdonald Cartier Bridge. (USE GEOOTTAWA AERIAL)

In the 19<sup>th</sup> century, many of the District's inhabitants worked where they lived, often in workshops to the rear of their houses, or other small establishments located to the south in the ByWard Market or in Thomas MacKay's mills at Rideau Falls. Shopkeepers lived above their stores and many walked to local workplaces such as the railway yards, the government printing bureau and small businesses. Some crossed the Canal to work in clerical positions on Parliament Hill, while local professionals had offices in the ByWard Market or in Rideau Street. The proportion of the population that worked locally remained high well into the 20<sup>th</sup> century.

The cultural heritage value of Lowertown West is also tied to the role of the Roman Catholic church, which dominated life in Lowertown from the mid-19<sup>th</sup> century well into the 20<sup>th</sup>. The cluster of religious buildings, including Notre Dame Cathedral, the former General Hospital (now the Elisabeth Bruyere Centre) open to all denominations), and XXXX Convent define the northerly part of the HCD.

Social institutions and clubs, charities and athletic organizations, were located throughout the District to serve the predominantly Roman Catholic population. The Soeurs Grises de la Croix (the Grey Nuns), under the leadership of Sister Elisabeth Bruyère arrived in Bytown in 1844 and were soon offering health care in the area. Eventually, they founded schools, an orphanage and numerous charities. Their convent, located on Bruyère Street at Sussex, was built from 1849 until the 1930s.

The arrival of Bishop Guigues in 1844 had a profound on the character of Lowertown. While he was bishop, the Bishop's Palace (1849, with additions in 1863 and 1897) and the College de Bytown (1848-51) were constructed. He instigated the construction of Notre Dame Basilica, although it was left unfinished until 18XX, after his death.

By 1888, the Irish Roman Catholic population of Lowertown had grown substantially, but still did not have its own church. A decision was made to construct a new church on St. Patrick and in 1890, St. Brigid's opened. It eventually becoming the focal point of a cluster of English language educational buildings that included girls' and boys' schools.

The cultural heritage value of Lowertown is also associated with its role as a hub and home for many different communities and newcomers to Canada. The central location of the District, neighbouring ByWard Market and Lowertown East and the relatively inexpensive housing in the area, made it an attractive area not only for successive waves of immigrants in the 19th and early 20th centuries but also for internal migrants from Quebec and Ontario who came seeking work. The newly-arrived settled in Lowertown and took advantage of the services offered in the ByWard Market area.

These successive waves of French Canadian, Irish and Jewish migrants each made their mark on the area in the form of schools, places of worship, social clubs and cultural facilities. Areas of the ByWard Market, such as ByWard Market Square and the east side of William Street, were identified with certain ethnic groups, in this case Jewish shopkeepers. Tension between ethnic groups often resulted in violence, such as the Shiners' Wars between Irish and French Canadian that erupted periodically between 1835 and 1845. The local Jewish community endured anti-Semitism for years and Jewish-owned stores and businesses were often the target of anti-Semitic actions.

### [Institutional Buildings/ Schools](#)

The people who lived in the area that now comprises the Lowertown and ByWard Market HCDs moved between the two parts of the neighbourhood freely to go to worship, school, work and to cultural institutions. The neighbourhood had French and English public schools, which were important components of the community for decades. Aside from York Street Public School, located east of King Edward Avenue, there no schools left in the either the ByWard Market or the Lowertown West Heritage Conservation District. The schools were victims of urban renewal and the expropriation of lands for the Pearson Building and access to the Macdonald Cartier Bridge, which resulted in a net loss of children. This loss was exacerbated by the flight to the suburbs, particularly to Orleans.

Social service agencies such as the Salvation Army (first present in 1912), the Andrew Fleck Day Care (established in xxx), St. Brigid's Young Men's Association (northwest corner of Dalhousie and St. Andrew Streets), as well as public facilities such as the Champagne Baths drew from the entire area.

## Residential Character

The Lowertown West HCD is a rich vernacular landscape, and its residential buildings reflect a continuous evolution of housing needs and types. No one architectural style or residential building type dominates, instead there are examples of styles and buildings from different eras on each street, contributing to the richness of the area. The wide mix of types and styles can be partially linked to the wooden construction of most of the buildings; many burnt down others did not last because of flimsy construction methods. Others were subsumed into larger structures, leaving little evidence of their earlier character. Lowertown's history as a predominantly working-class neighbourhood is also reflected in its housing as buildings were frequently poorly built. There are exceptions, however, as many prosperous French Canadian families lived there, often replacing their first houses with more substantial houses of brick. It is not always possible to determine the origins of a structure in the District. Oftentimes, building type, setback and location on the lot is the only indication of a building's age.

The public realm of the residential streets features sidewalks on both sides of the street, small front yards, and sometimes inconsistent front yard setbacks.

## National Capital Commission

Lowertown's cultural heritage value is also associated with the National Capital Commission (NCC) and its role in the development of capital, and early contributions to the heritage conservation movement, particularly the Mile of History on Sussex Drive and the Sussex Courtyards. From the 1860s until the early decades of the 20th century, both sides of Sussex Drive were lined by imposing commercial structures from Rideau Street to St. Patrick Street. In 1912 St. John's Anglican Church at the northwest corner of Sussex and Rideau burnt down and its lands were expropriated by the federal government, a move that led to the construction of the Connaught Building and the eventual loss of commercial structures on the west side of Sussex. The vacant lands were covered by temporary buildings during the Second World War and then were surface parking lots, later becoming the site of the American Embassy. The former government printing plant (now the site of the National Gallery) was demolished and the Royal Canadian Mint and the original national archives building constructed in the 19XXs, also altered the character of Sussex Drive in the northern end of Lowertown.

## Sussex Courtyards

The Sussex Courtyards (Clarendon Court, York Court, Jeanne D'Arc Court, Tin House Court and Beaux Arts Court) are an important part of the ByWard Market and Lowertown West Heritage Conservation Districts. Beaux Arts Court is located within the boundaries of the ByWard Market and Lowertown West HCDs . Originally the location of stables, yards and workshops of the buildings on Sussex Drive, they were developed by the National Capital Commission in conjunction with the Mile of History project in the 1960s. Although they no longer reflect the area's former character, the courtyards have become iconic character-defining features of the HCD.

## Mile of History

The Mile of History, conceived by the National Capital Commission in the late 1950s to improve the buildings on the east side of Sussex Drive, was Ottawa's first major heritage project. An ambitious endeavor that involved the restoration and reconstruction of the buildings from Rideau Street to St. Patrick, the Mile of History took years to complete. By the time it was completed, it featured a number of facsimile buildings constructed to replace those lost to fire or not deemed appropriate for inclusion. Much debated by governments of the day, and cancelled by the Pearson government as a Centennial project, the Mile of History is significant as an early heritage project that served to increase the public appreciation of heritage buildings and the area's history within the national capital. Buildings in the District on the Mile of History include the LaSalle Academy and the Donnelly House.

## Parks

Major's Hill Park, the largest park in the area lies outside the boundaries of the HCD, and has served the people since 1874, first as a city-owned park and as a federal one, eventually operated by the NCC. City-owned parks within the District include Cathcart Square and Bingham Park and two parkettes, Cumberland Street and Raphael Brunet.

Bingham Park, originally the Ottawa Ward Playground, was established in the late 1890s, after the donation of 11 lots to the City. Its early design and use reflected the goals and aspirations of the playground movement that emphasized the need for well-equipped playgrounds to promote healthy activity for children. For many years in the early 20<sup>th</sup> century, the Ottawa Council of Women donated money for the operations of activities there. During its long history it has been the site of a tennis court, ice rink, wading pool, and a playground. In 2015 a new fence designed by artist Cairn Cunnane was installed in the park.

The other large park, Cathcart Square was the site of a City market from 1877-1898 when it was transferred to the Parks Board.

The two parkettes were created since the 1970s and provide benches and shade for passive recreation.

### 3.4 Description of Heritage Attributes

Heritage attributes are the elements within a district that express its cultural heritage value and that should be conserved. They include buildings, streets and open spaces that contribute to the character of the district. Heritage attributes can range from physical features, such as building materials or architectural features, to overall spatial patterns, such as street layout and topography.

#### List of Attributes

The attributes that reflect the cultural heritage value of the Lowertown West Heritage Conservation District as the earliest part of Bytown to be developed, include:

- The proximity to the Rideau Canal, the construction of which was a catalyst for the settlement of the area;
- The proximity to Barracks Hill when it was the site of the local garrison.
- The rich and layered variety of vernacular residential housing types from all eras, many of which were altered to suit the needs of successive generation of inhabitants;
- The neighbourhood's amenities including parks, churches, former schools and community spaces that reflects its function as a residential area;
- The pre-Confederation buildings located within the District.

#### Religious Buildings

The Roman Catholic Church was associated with the construction of a number of buildings in the HCD. Most of the buildings were built in 19<sup>th</sup> century for the city's French Catholic population, almost all of which lived in Lowertown, however many, such as the former General Hospital, served the entire community.

The religious buildings that contribute to the character of Lowertown West Lowertown West include:

- Notre Dame Cathedral Basilica
- The Grey Nuns Mother House, a grand stone building dating from xxxx, and eventually growing eastwards to form the former Ottawa General Hospital (now the Elisabeth Bruyere Hospital),
- the LaSalle Academy
- The Archbishop's Palace



Other Roman Catholic buildings that define the character of the HCD include:

- École Guigues
- Routhier School
- Former St. Brigid's Church and its rectory
- Our Lady's School, now a ruin

These buildings are distinguished by:

- Predominantly stone construction;
- Classicist style
- Mansard roofs with dormer windows
- Tall, rectangular windows

### Dalhousie Street

Although Lowertown West is a predominantly residential heritage conservation district, sections of Dalhousie Street within the boundaries of the HCD were traditionally commercial, typified by structures up to three storeys, flat-roofed or with a mansard and often with residential units above.

Dalhousie Street developed as a commercial artery later than Sussex Drive and generally features more modest commercial structures, usually clad in brick, with simpler architectural details than their Sussex Drive counterparts. There has been a process of gradual replacement and infilling of commercial buildings along the street that has resulted in a very mixed streetscape that nevertheless is reasonably consistent in height and setbacks. As Dalhousie Street heads north, its characteristic commercial structures make way for more residential buildings.

Attributes that are associated with the Dalhousie Street streetscape include:

- Buildings located on the front lot line with no setback from the property line;
- Recessed doors, often with transoms, and large display windows.
- Flat or mansard roofed structures with heights generally up to three storeys, decorative cornices with brackets, dentils and finials;
- Regularly spaced rectangular or segmental arched windows above the ground floor, often with stone sills and lintels or voussoirs;
- A mix of housing types including small apartment buildings some with commercial at grade, and semi-detached, single family and row housing;
- Chamfered corners on buildings located at intersections

## Residential

Lowertown West has always been predominantly residential, particularly on its east-west streets. These streets typically feature a mix of buildings constructed at different times in a range of materials and with very different architectural expressions. Many of these buildings have been dramatically altered because their architectural and historical value were not recognized. A high percentage of 19th and early 20th century buildings remain, contributing to the area's special character. Attributes that contribute to the area's character include:

- One to one-and-one-half storey, side gabled houses with dormer windows
- One and a half to two and a half storey front gabled houses;
- Flat-roofed single, semi-detached and row houses (the most common house type in the District), frequently with decorative metal cornices, porches and balconies ;
- Small peaked porticos over the front door;
- Front verandahs and second storey balconies, often elaborately carved;
- Simple decorative elements including brick voussoirs, decorative parapets and brackets;
- Intact streetscapes with groups of properties that together express and reflect the unique historic residential qualities of the HCD such as:
  - St. Andrew Street between Cumberland Street and King Edward Avenue
- Varied setbacks, often persisting from the 19<sup>th</sup> century
- Small scale apartment buildings

## Streetscape and Public Realm

The attributes of the streetscape and public realm of the Lowertown West Heritage Conservation District that reflect its cultural heritage value include:

- Rectilinear grid block pattern created when the area was first surveyed by the Royal Engineers in the 1820;
- The wide range of housing types dating from as early as the 1860s until the present day. These include semi-detached and row houses, and single family dwellings,
- Bingham Park, Cathcart Square and Cumberland Park;
- The remaining street trees that serve as a reminder of the former dense tree cover on the residential streets;
- The relatively small front yard setbacks that create a close relationship between the houses and the sidewalk;
- The layering of buildings from different eras and with varied uses on individual blocks that together illustrate the development and history of the HCD;

## Views and Viewscapes

Lowertown West has a number of historic views that continue to contribute to the experience of the place. They include:

- View to Notre Dame spires from within the HCD, and south on Sussex Drive at Cathart Street
- Views to the spires of St. Brigid's Church east and west on St. Patrick from Dalhousie Street and from King Edward Avenue;
- Views to the National Gallery looking West on Guigues Avenue
- Views out to the Ottawa River from Bolton Street at Sussex Drive

### 3.5 Contributing and Non-contributing Properties

In 2021, city heritage staff undertook the first step of a process to re-evaluate all the buildings in the Lowertown West HCD in order to determine which buildings had been altered, restored or removed since designation in the 1990s. Every building was photographed and the information compiled on the buildings and included on the original Heritage Survey Forms was transferred to an Excel document to create an inventory database. The properties were then assessed one by one and classified for their contribution to the cultural heritage value of the HCD.

Contributing properties are considered to have design, historic and/or associative or contextual value thereby expressing the overall cultural heritage value of the heritage conservation district as an historic place. These properties were classified as 'Contributing' if they met the following criteria:

- They were constructed during the HCD's period of significance (before 1880-1957); and
- Their built form reflects the history and trends identified in the Statement of Cultural Heritage Value and List of Attributes;

Non-contributing properties are those that do not express or reflect the district's heritage character and attributes. They may include recent new construction and buildings that have been altered until their original character is impossible to determine. Properties without buildings (vacant lots) are considered non-contributing and development on them is subject to the requirements of this Plan.

## Part B: Policies and Guidelines for Managing Change

### 4.0 Summary of Policies and Guidelines

Conservation of the heritage attributes of the HCD identified in the Statement of Cultural Heritage Value is the goal of this plan. The policies and guidelines in this section anticipate change in the Lowertown West HCD. Historic buildings will be restored, added to and adapted for new uses. Vacant lots will be developed and some buildings may be replaced. This process has been ongoing since the creation of the District in the early 1990s.

When considering change, proponents should have regard to the Statement of Cultural Heritage Value for the Districts, the heritage attributes of the Districts and to Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada*, and the "Eight Guiding Principles."

Part B includes a set of district-wide policies, as well as eight sections relating to the most common types of alterations:

- Demolition and Relocation;
- Conservation and Repair;
- Alterations
- Additions;
- New construction;
- Landscaping, streetscape and the public realm.

Each of these sections has been further organized into Policies (in bold font) and Guidelines (regular font). The Policies provide direction for conserving the District's cultural heritage values and managing change; these are the required components of the plan and are not discretionary unless otherwise indicated. The Guidelines provide both general guidance as well as specific technical instructions for achieving the associated policy acknowledging that there may be a variety of strategies that could satisfy any given policy.

The purpose of the following sections is to provide information and direction to stakeholders in order to ensure that change in the District is sympathetic to the streetscapes, individual buildings and public realm and that the heritage attributes of the Districts are conserved. The policies and guidelines below will conserve the heritage attributes and cultural heritage value of the District while allowing it to evolve and accommodate change.

While these sections should address the most common situations or types of alterations, any situations not contemplated in this Plan will be considered on a case-by-case basis with heritage staff and may include consultation with the community.

## 4.1 General Policies

1. The cultural heritage values and character of the districts as defined in the Statement of Cultural Heritage Value and the Description of Heritage Attributes shall be maintained and conserved.
2. In general, new construction or additions should not exceed four storeys on Sussex Drive, Dalhousie and St. Patrick Streets and three on most others. Heights of new construction elsewhere should be consistent with that of the existing contributing buildings. Proposals for taller buildings on King Edward Avenue must be carefully considered for their impacts on the cultural heritage value of the HCD and meet the objectives, policies and guidelines outlined in this Plan.
3. Contributing Buildings as defined in Section 3.5 will not normally be permitted for demolition. Demolition by neglect is not a justification for demolition.
4. Repair and restoration of heritage attributes of individual buildings will be considered before replacement.
5. Consider returning buildings that have been significantly altered through the application of siding, removal of windows, alteration of roofline to an earlier era based on documentary and physical evidence. Other buildings of a similar era can also guide this work.
6. Where development is proposed that involves the retention of Contributing Building[s] within the project, the building [s] shall be conserved and enhanced according to Parks Canada's "Standards and Guidelines for the Conservation of Historic Places in Canada" and the policies of this plan.
7. Where development is proposed on a vacant site or an existing surface parking lot that has been identified through the Official Plan or other city document as a site for intensification, the proposed development will comply with the Objectives, Guidelines and Policies of this plan and shall reflect the cultural heritage value and heritage attributes defined in this plan.
8. The ongoing regular maintenance of Contributing properties is encouraged as it is the best way to prevent deterioration of heritage attributes and is the most cost-effective means of preserving heritage attributes. Enforcement of the City's Property Standards By-Law (By-Law 2013-416, as amended) shall be undertaken by City staff. Enforcement will have regard for Parks Canada's "*Standards and Guidelines*" and the policies and guidelines of this plan.
9. When a proposed change within the HCD has the potential to adversely affect the cultural heritage value of the HCD as defined in the Statement of Cultural Heritage Value, the City may require a Heritage Impact Assessment.

10. Where development is proposed adjacent to the boundaries of the HCD, Council, through its Official Plan policies, may require a Heritage Impact Assessment. Section 2.6.3 of the Provincial Policy Statement (PPS) 2020 also has policies regarding HIAs.
11. All public works undertaken by the municipality will respect the cultural heritage value of the District and shall have regard for the Policies and Guidelines found in this plan.
12. The public realm and pedestrian environments of the HCD will be improved and maintained at every opportunity in a manner which enhances not only their cultural heritage value but also that of the District.
13. Future amendments to the City of Ottawa Official Plan and the Zoning By-Law shall be in accordance with the objectives set out in this plan. The secondary plan proposed for the area will be consistent with this plan and further implement its objectives.

## 5.0 Demolition and Relocation

The Lowertown West HCD is comprised of many buildings of varying ages, styles and functions. Of the total xxx properties in Lowertown West, XX per cent Contributing and the remainder are Non-contributing.

### Policies

1. **Demolition or relocation of Contributing properties will not normally be supported. Demolition by neglect is not considered a valid reason for demolition.**
2. **Demolition of Non-contributing buildings may be considered.**
3. **An application to demolish an existing building must typically be accompanied by plans for its replacement. New construction must be compatible with, and sympathetic to, the character of the HCD and meet the policies and guidelines of this plan.**
4. **In the rare instances when a replacement building is not proposed immediately, the proponent should submit plans for greening the property until its re-development.**

5. **At least one of the following, as determined by heritage staff, must be included as part of a complete application under the *Ontario Heritage Act* for the demolition, relocation or dismantling of a Contributing building:**
  - **Confirmation through an assessment by a structural engineer with expertise in heritage buildings or the City's Chief Building Official that there is structural instability or damage resulting from an extraordinary circumstance;**
  - **Confirmation through an assessment and rationale provided by a qualified heritage professional that the building is damaged./compromised/ or determined to ne inherently flawed in its construction method where retention poses an unacceptable risk;**
  - **An analysis of the building that demonstrates that alternative retention options (such as preservation, rehabilitation, restoration, reinvestment, adaptive re-use, mothballing etc.) have been meaningfully considered.**
  
6. **The City may require the submission of a Heritage Impact Assessment, Conservation Plan, an engineer's or other professional's report or opinions as part of an application for potential demolition.**
7. **In the rare instance that a Contributing property is approved for demolition, the City may require that the building be recorded, and the information be deposited at the City of Ottawa Archives. Options for appropriate interpretation and/or commemoration may also be required.**
8. **When demolition is contemplated, property owners are encouraged to consider salvage and reuse of historic material where appropriate.**

## 6.0 Existing Buildings: Conservation and Repair

The following policies and guidelines address existing buildings and seek to encourage their conservation, restoration and maintenance. The overall aim of the following section is to ensure that original material, heritage attributes and heritage fabric are retained rather than replaced, and if retention is not possible that new building components respect the existing heritage character of the property and the District.

The Policies and Guidelines in this section have regard to two documents; the "Standards and Guidelines for the Conservation of Historic Buildings in Canada" and the "Eight Guiding Principles for the Conservation of Historic Buildings." These documents are useful to those undertaken conservation and repair projects, particularly complex or unusual projects not specifically discussed below.

The Lowertown Heritage Conservation District is noteworthy for the high proportion of buildings in it that have been heavily altered since construction. The diversity and layering that distinguish the District define the cultural heritage landscape. The ongoing evolution of the vernacular building stock means that some buildings are much older than they appear, and that thorough material and documentary research should be undertaken prior to any work on a building in order to determine its original character. Heritage staff can assist in this process to help the owner in developing an approach to restoration and renovation.

In addition, City heritage staff should be consulted prior to the commencement of any project to determine what permits are required and to seek advice regarding best practices.

### 6.1 Roofs and Rooflines

[photo here, Foisey House]

The ByWard Market HCD is defined by the heterogeneity of its building types and its wide variety of historic roof forms. The residential streets feature side-gabled and mansard roofed structures, flat-roofed singles, semis and row houses, while the commercial streets are dominated by flat, and mansard roofed commercial structures.

Wooden shingles were the most common roofing material for the side and front gable roofed structures built in the first decades of the 19<sup>th</sup> century. Later on, tin plate roofing was also used, particularly for more expensive houses. Asphalt shingles began to be used in the early 20<sup>th</sup> century and replaced wooden shingles as the roofing material of choice. They are also a reasonable choice for re-roofing. Heritage staff should be consulted when contemplating the substitution of modern materials.

Commercial buildings and the flat roofed, brick veneer singles, semis and row houses had tar and gravel roofs when constructed. The use of modern roofing membranes is appropriate for these structures.

### Policies

1. **Conserve and retain historic roof forms (profile and roof forms), materials and details (e.g. soffits, eaves, bargeboard, parapets, cornices and finials);**
2. **Conserve and retain historic chimneys that contribute to the character of the streetscape or are heritage attributes of individual buildings.**
3. **Conserve and retain historic wooden shingles or metal roofs when possible.**



## Guidelines

- a. Where original roofing material is missing, property owners are encouraged to restore the roof to its historic material. Wooden shingles should be sawn, not split. Original roofing materials are often indicated on Goad's Fire Insurance Plans, available online through Library and Archives Canada;
- b. Metal shingles and standing seam roofs can be repainted and should be cleaned and primed prior to painting.
- c. New metal shingles should be installed to replicate the original shingle pattern.
- d. New roofing materials should complement the building's historic character. The use of modern materials to imitate historic materials (i.e. cedar shingles, standing seam metal, etc.) may be supported. When asphalt, composite or metal shingles are used, they should be in a colour that complements the building;
- e. Character-defining chimneys should be retained and regularly maintained. Non-functioning chimney that contributes to the cultural heritage value of the building should be retained and capped;
- f. Character-defining elements such as gables and decorative dormers should not be covered by siding;
- g. If eavestroughs are desired to minimize water damage, they should be discretely located, be of appropriate materials and installed in a manner to ensure water is directed away from building fabric.

## 6.2 Materials

Historically, most modest buildings in the District were clad in local materials, including clapboard, stucco, roughcast or brick veneer. Changes were common, and brick veneer was often added when a family became more prosperous and wanted to improve their house. As wood requires renewal, successive repairs often resulted in different siding, including insulbrick, angel stone, aluminum and vinyl. The replacement of these materials with cladding more appropriate to the District is encouraged.

Many of the historic commercial buildings are of masonry (stone and brick) construction. These include the stone commercial structures facing Sussex, the churches and other religious buildings and the brick houses and commercial buildings throughout the District. The District also features a number of post-war structures, frequently small office buildings, that feature contemporary cladding.

## Policies

1. **Conserve, maintain and repair historic stone masonry, brick and wood exterior cladding.**
2. **Do not conceal historic masonry or cladding with new materials; painting previously unpainted brick or stone is not appropriate.**
3. **Remove recent cladding materials when possible and replace them with cladding that reflects the original character of the building.**

## Guidelines

- a. Lime-based mortar should be used when re-pointing historic brick and masonry as cement mortar prevents moisture from escaping through the mortar and causes brick damage. Care should be taken to match the colour and joint profile of the mortar; using a mason experienced in lime-based mortar is encouraged;
- b. Replacement bricks should match the existing in size, colour and texture;
- c. Cleaning of brick and stone buildings should be undertaken using gentle non-abrasive methods. Sand blasting is not an appropriate method. Prior to cleaning masonry, a test patch should be undertaken, and city heritage staff notified of the project to determine if a permit is required;
- d. Some historic roughcast and stucco buildings have been replaced with inappropriate cladding. Property owners are encouraged to replace these types of late 20<sup>th</sup> century cladding with simpler cladding that evokes the historic material.
- e. There is a tendency for brick veneer to pull away from the wall behind and property owners should ensure that fasteners are regularly inspected and replaced when necessary;
- f. Owners are encouraged to remove inappropriate contemporary cladding (stucco, vinyl and aluminum siding, angelstone, also brick and stone) as the materials can have a negative effect on historic masonry. When inappropriate materials have been removed, original materials should be repaired and restored, where possible, or replaced in a traditional or contemporary material such as fibre-cement board, that is compatible with the building and the streetscape;
- g. Avoid the use of External Insulation Finish Systems (EIFS) as such systems have the potential to obscure historic character and lack authenticity.

### 6.3 Windows and Doors

Windows and doors play an integral role in defining the heritage character of a building. The District's earliest buildings had multi-paned windows, often with a six-over-six pattern. Later in the 19<sup>th</sup> century, two over two windows became more common. Sash and casement windows were both used; with casement windows found in religious properties and some of the earliest houses.

The traditional pattern for commercial façades featured grade level storefronts with large plate glass windows, often with transoms. Store entrances were typically recessed and access to the upper floors was gained by single doors adjacent to the storefront. Upper floors were distinguished with smaller windows, often with decorative surrounds.

[image of Archbishop's Palace ]

Well-maintained historic windows can last much longer than contemporary replacements. There are practical and economical approaches to repairing historic windows including painting, re-puttying or caulking, and weather stripping. Heritage staff can provide advice on appropriate methods of restoration of historic windows and appropriate replacement windows as necessary.

For direction and guidance related to replacement windows, see Section 7.1.

## Policies

1. **Conserve and retain historic windows and doors, including their type/ or opening style, design, details (e.g. glazing pattern, sills and lintels, surrounds, sidelights and transoms etc.), and proportion, particularly those that are decorative, or feature leaded or stained glass.**
2. **Consider historic window and door restoration and rehabilitation before replacement.**

## Guidelines

- a. Weatherstripping, new putty and the replacement of cracked panes and other dutchman repairs can often extend the life of a window without necessitating the window's replacement.
- b. New exterior or interior storm windows are also an appropriate way to increase energy efficiency.
- c. When a building has later or replacement windows to be replaced, reinstating and restoring the building's original windows in terms of design, materials, size, proportion, glazing pattern and detail is encouraged.

## 6.4 Front façade features, including porches, porticoes and balconies and carriageways

Porches, porticoes and balconies are found throughout Lowertown. Most ground floor porches and upper floors balconies are open, although occasionally larger houses have enclosed second floor sunrooms . Porches are usually wooden with wooden or brick columns and stone piers. (Montage of houses, including XXX)

## Policies

1. **Conserve historic front entrances, sunrooms, carriageways and balconies including decorative elements such as (but not limited to): railings and balustrades, columns, brackets and porticos etc.**

## Guidelines

- a. Historic wooden porches and balconies should be regularly inspected and maintained. More than other parts of a historic building, they are prone to deterioration due to their exposure to the elements.
- b. The removal of historic porches is discouraged.
- c. Owners are encouraged to engage a heritage professional with experience in historic porch restoration when considering porch work.
- d. Where a porch or balcony is badly deteriorated, it should be conserved, not replaced. Where components are beyond reasonable repair, new components should match the originals in terms of design and detail, with the same materials, style and size, as closely as possible.

- e. If a property owner wishes to restore an existing porch or reinstate one that is missing, the design should be based on documentary evidence (e.g. historic photographs). If no such evidence exists, the porch should be based on local examples on similar buildings. Owners should work in consultation with heritage staff to determine an appropriate porch design.
- f. Carriageways should be conserved. When development is proposed that necessitates the filling-in of a carriageway, the front wall should be set back from the front façade. (Figures showing open, in-filled carriageways)
- g. Any changes to railing heights are required to meet the standards of the Ontario Building Code. As part of the Building Permit process, owners should discuss options under Part 11 of the OBC that would allow for the retention of the existing railings with heritage staff and a Building Official.
- h. Materials for porch restoration projects should be based on historic evidence. Fibreglass, metal and vinyl were not used traditionally in historic porch construction. Wood is the most appropriate material for porch restoration projects for elements including but not limited to decking, railings and columns.

## 6.5 Architectural Details and Attributes

Architectural details such as decorative brick work, bargeboard and decorative trim distinguish many buildings in Lowertown. Decorative pressed metal elements, popular from the 1890s until the First World War, were widely used throughout the District for decorative cornices on commercial and residential buildings. Elaborately carved wood trim was very popular in the 19<sup>th</sup> century. These details bring richness and variety to the buildings and streets of the Lowertown West HCD.

### Policies

1. **Conserve, maintain and repair existing character-defining elements.**
2. **Do not cover, remove or obscure existing character-defining attributes on the primary façade of buildings (and on side elevations on corner lots).**

### Guidelines

- a. Do not add decorative trim, such as bargeboard, finials and dentils when there is no evidence that the building had such details. If evidence related to an individual property is not available, but there are similar buildings nearby that feature decorative trim, they can be used to establish appropriate architectural elements;
- b. Retain and repair decorative pressed metal details;
- c. When pressed metal elements are beyond repair, new ones can be manufactured based on the original by experts in metal restoration;
- d. Conserve distinctive wood trim and decorative elements. If evidence related to an individual property is not available, but there are similar buildings nearby that feature decorative trim, they can be replicated by a contractor experienced in restoration, using remaining element or historical photographs;
- e. Property owners are free to choose paint colours for architectural details and building attributes and are encouraged to contact heritage staff for advice on historic paint colours.

## 6.6 Commercial and Mixed Use: Storefronts

There are fewer commercial structures in the Lowertown HCD than in the ByWard Market to the south. Most are located on Dalhousie Street and many of those are newer infill buildings that have been constructed since the creation of the HCD in the 1990s. The storefronts in the District share certain characteristics, such as recessed front doors, often with transoms, flanked by wide plate glass windows, with secondary doors that lead to the upper floors, but those on Dalhousie in Lowertown are much more modest.

The rehabilitation or restoration of inappropriately altered storefronts will improve the quality of the public realm and the pedestrian experience.

[Image before and after storefronts would be good here, also lovely storefronts on Sussex as examples]

### Policies

1. **Conserve remaining historic components, including stone, brick and cast-iron columns, historic plate glass windows with metal or wood bulkheads, original or early doors and transoms, decorative wood or metal first floor cornices.**
2. **Conserve the historic arrangement of storefronts (e.g recessed store entrances, secondary doors, cornices, sign bands, etc.), when historic materials and signs have been removed and replaced.**

### Guidelines

- a. Historic transoms, plate glass display windows, secondary cornices, columns and pilasters (brick, stone or cast iron), bulkheads and other storefront elements should be retained and restored wherever possible;
- b. Where character-defining historic storefront elements are missing, their reinstatement is encouraged. Use historic photographs and surviving physical evidence to assist in determining the proposed interventions;
- c. Where original storefront elements have been concealed by inappropriate cladding, sign bands etc., removal of the later interventions and repair of the remaining elements is encouraged;
- d. When considering storefront replacement when existing storefront elements are beyond repair, ensure that new elements replace the deteriorated ones in kind and that their appearance, size, design, proportion and profile reflects the original. The retention of recessed entries is particularly important.
- e. Where modifications to storefronts are needed to improve accessibility and create barrier-free entrances, retain historic features and materials as much as possible, while meeting current accessibility standards.

## 6.7 Upper Storeys

Historic commercial buildings within the Lowertown West HCD are up to four storeys in height, with the ground floors devoted to shops and the upper floors to either offices or apartments. The upper floors of these buildings generally feature large, symmetrical, rectangular windows, frequently with decorative brick or metal trim, square or segmental arches with voussoirs, decorative wooden or metal secondary and primary cornices and stringcourses.

### Policies

1. **Conserve remaining historic components, including stone, brick and cast-iron columns, decorative brickwork, stone trim and stringcourses, historic window openings and trim, bay windows and decorative wood or metal cornices.**

### Guidelines

- a. Historic window details, such as voussoirs, decorative brick work, terra cotta panels, cornices and other architecture details should be retained and restored wherever possible;
- b. Where character- defining historic upper storey commercial elements are missing, their reinstatement is encouraged. Use historic photographs and surviving physical elements to assist in determining the proposed interventions;
- c. Where original upper storey elements have been concealed by inappropriate cladding and when original windows have been blocked in to accommodate smaller windows, removal of the later interventions and repair of the remaining elements is encouraged;
- d. When considering the replacement of upper storey elements when the existing elements are beyond repair, ensure that the replacement elements match in kind the appearance, materials, size, design, proportion and profile of the original.
- e. Window-mounted air conditioners on the front facades and side elevations on corner lots are discouraged.

## 7.0 Alterations

### 7.1 Alterations to Existing Properties

Lowertown West was originally designated because it is Ottawa's oldest residential neighbourhood, with a high concentration of early residential buildings and buildings associated with the Roman Catholic Church. The following applies to all buildings in the HCD, including religious and commercial structures, as well as residential buildings.

## Policies

1. **Alterations to buildings will be compatible with, subordinate to and distinguishable from the existing Contributing property or neighbouring Contributing properties.**
2. **Alterations will be compatible with nearby Contributing properties as well as the cultural heritage value and attributes of the District. They will consider:**
  - **Materials, scale, form, proportions and massing, height and location on the lot.**
3. **It is acknowledged that barrier-free access is a goal for all. New elements such as ramps or railings required to allow for barrier-free access will be compatible in scale, materials and design with the existing building.**

### 7.1.1 Utility Equipment

The following section recognizes that there may be opportunities to add new features that allow for improved energy efficiency if they are compatible with, and do not detract from the cultural heritage value or attributes of the HCD and of existing Contributing properties. It also recognizes that modern equipment such as HVAC units, heat pumps, hydro or water meters are found in all urban areas and that their installation is to be expected.

## Policies

1. **Alterations to increase the energy efficiency of a structure will be considered if they are compatible with, and do not adversely impact the cultural heritage value or attributes of the District and of its Contributing properties.**
2. **Locate new hydro meters, fire escapes and fire doors away from the front façade in a manner which does not detract from the cultural heritage value of the District.**

## Guidelines

- a. Solar panels should be located so that they are not visible from the street or as discretely as possible and be installed in a way that minimizes damage and impact to the heritage fabric of the building.
- b. Modern utilities and other equipment such as (but not limited to) hydro or water meters, satellite dishes, vents and ducts or HVAC units should be located away from primary façades (and side elevations on corner lots), or in an inconspicuous location wherever possible or when technical requirements allow.
- c. Care, research and understanding of applicable historic construction methods should be undertaken to avoid and limit damage to the building as a result of such these types alterations.

## 7.1.2 Chimneys

### Guidelines

- a. The design, location and materials of new chimneys should respect and complement the historic style and existing cladding materials of the building.

## 7.1.3 New Dormers

The commercial and residential buildings in the District feature a variety and dormers and dormer types. Dormers are frequently character-defining elements of historic buildings and contribute to the style and design expression of both commercial and residential properties. Adding new dormers can provide additional living space in attics.

### Policies

1. **New dormers will be designed and located in a manner that does not obscure or detract from the heritage character of the existing building nor detract from the cultural heritage value or attributes of the District.**

### Guidelines

- a. New dormers should not become the dominant feature on a roof.
- b. Dormers should not extend above or beyond the ridge of the roof or beyond the eaves line.
- c. Designs for new dormers should:
  - i. consider the design, location, style, proportions, window openings, roof form and materials of historic dormers in the District;
  - ii. be compatible with the style and proportions of the windows and façade of the building
- d. Cladding materials on dormer windows should be compatible with the materials of the existing building.
- e. Where they are visible from the street, the roof form, size and pitch of new dormer windows should be compatible with the architectural character of the street and the District.



Figure xx: Photos of Existing dormers

#### 7.1.4 Windows and Doors

The repair, restoration or rebuilding (see Section 6.3 above) of historic windows and doors should be considered before replacement. However, there may be occasions when existing windows or doors are beyond repair and replacements are needed or when a new opening may be necessary. A Heritage Permit is typically required for most new windows and openings and property owners should contact Heritage staff early in their window-replacement project to ensure compatibility.

#### Policies

1. **Conserve the design of original windows and doors including their original opening styles and muntin patterns when installing new replacement windows.**
2. **Conserve the overall fenestration pattern on primary façades.**
3. **Conserve the arrangement of traditional door openings.**

#### Guidelines

- a. Before considering replacement, the condition of each window or door should be assessed, as they may not all be in the same condition. If original or historic windows and doors are beyond repair, replacement windows and doors should match the originals in type (e.g., sash, casement etc.), design, size, proportion, glazing/muntin pattern and detailing, based on documentary and photographic evidence.
- b. Avoid replacements on primary facades where ever possible; replacement units away from public façades may be considered.
- c. True divided lights (windows with individual panes of glass) in new windows are preferred.
- d. If it is not possible to have true divided lights, muntin bars used should match the original window pattern (e.g. six over one, eight over eight etc.) and should be profiled and located on both the exterior and interior of the glass. If a sealed unit is proposed, a frame matching the muntin pattern within the sealed window should be considered.
- e. When considering replacement windows and doors, property owners are encouraged to use “like-for-like” materials (e.g wooden windows and doors with new wooden windows and doors). If alternative materials (e.g acetylated wood, aluminum clad wood, fibre glass, vinyl etc.) are being considered, the design of the replacement unit (number of panes, type of window, side lights, method of opening) should be compatible with the character of the building and reflect the character of the originals.
- f. When considering replacement windows that are beyond repair, ensure that the replacement units are durable, repairable and recyclable.
- g. New window or door openings should be discreetly located and should reflect the design, rhythm and scale of the historic patterns of all openings. The creation of new window openings on the front façade is discouraged.

- h. The size and shape of window openings on the front façade or that are visible from the street should not be altered. Where windows are not visible from the street, alternative materials replacement windows may reference the historic form and proportions with modern materials.
- i. When upgrading curtain wall systems to be energy efficient, retain the window openings, window size and muntins.

### 7.1.5 Porches, balconies, Canopies and Carriageways

The policies and guidelines in this section are intended to help individual property owners who wish to make significant changes to an existing porch through expansion etc., to rebuild a porch that has been removed or to build a new porch where none has previously existed. Lowertown is noteworthy for its second -floor balconies which frequently feature elaborate decorative details. Also unusual in the area are its carriageways which permitted access to works yards etc. behind the structures on the lots. (150 St Patrick)

1. **New porches or alterations to existing porches, balconies or canopies must be compatible with the existing building and the street in scale, materials, design, proportions and detailing. Where it is available, use historical information such as photographs to inform the design, or use local porches on similar buildings in the District for inspiration.**
2. **Carriageways should be conserved. When constructing behind them, sufficient space should remain to preserve as much of the openness of the space as required. [photo of carriageway]**

#### Guidelines

- a. The introduction of new porches, balconies or canopies may be appropriate if they are designed and located in a manner that is compatible with the existing building and the character of the District.
- b. The enclosing of open porches or balconies may be allowed if the character of the porch or verandah is retained. Enclosures will be considered on a case-by-case basis.
- c. When a porch enclosure is proposed, its design should be compatible with the rest of the building, retain as many of the building elements as possible and be designed to be reversible. Consideration should be given to using as much glass as possible when enclosing a porch to retain the openness of the existing porch.
- d. Traditional materials should be used for porch alterations. Selected alternate materials may be used after consultation with heritage staff.
- e. New roof top terraces should be located away from the front façade, with their railings and fixtures located as discretely as possible. The design and materials of new terraces and their elements should be compatible with the character of the building on which they are located

### 7.1.6 Commercial Storefronts

Many of the commercial buildings within the Lowertown West HCD have been altered as the commercial needs of the community changed. Traditional “over the store” apartments were abandoned or converted to office or storage space, windows were blocked in and replaced by inappropriate modern units, cornices were removed and new storefronts were added.

#### Policies

1. **The small commercial pockets in the Lowertown West HCD are typical of simple 19th century commercial neighbourhoods with a range of building types and functions. When contemplating change and renewal, make every effort to ensure that design alterations evoke the character of the historic commercial buildings of the District.**
2. **Conserve the arrangement of historic storefronts.**

#### Guidelines

- a. Consider removing blocked-in windows and inappropriate later windows from the upper storeys of commercial buildings. Replacement windows should be based on historic evidence, if available. If there is no evidence, examples from nearby buildings can be used for guidance.
- b. When updating storefronts for new owners, make every effort to uncover original storefront elements. If they no longer exist, design the new storefront to evoke the traditional qualities of the street by including a secondary cornice, bulkhead, recessed doorway and signage.

*Figure 22: storefront*

### 7.2 Alterations to Non-contributing Properties

A number of buildings in the District are considered to be “Non-contributing.” Ensuring that these properties are both appropriately maintained and sensitively modified is important to the general character of the Lowertown West HCD. Many of these buildings date from the 19<sup>th</sup> century but have been altered through the application of siding, removal of porches and balconies or roofline changes. Significantly altered properties may benefit from the policies below, even when they lack heritage defining elements.

Although it is not necessary to conserve the elements of those properties that do not support the cultural heritage value of the HCD, efforts should be made to ensure that interventions to them will enhance and not detract further from the area’s cultural heritage value. Heritage staff can be consulted when searching for ways to increase the compatibility of Non-contributing properties.

## Policies

1. **Alterations will be compatible with nearby Contributing properties as well as the cultural heritage value and attributes of the District. They will consider the building's materials, scale, form, proportions and massing, height and location on the lot.**
2. **Where possible, when renovating or upgrading a Non-contributing property, ensure that repairs or approaches to replacement support the heritage character of the District.**

## Guidelines

- a. Consider removing 20<sup>th</sup> century cladding materials such as vinyl, aluminum and/or artificial stone and either restoring the original material if it still exists underneath or replacing it with a material that reflects the character of the area.
- b. Consider removing inappropriate storefront signage such as plastic and back lit signs and replacing it with signs similar in character to more appropriate recent signs. Heritage staff can provide guidance on storefront and signage design. Signs must also comply with the Signs By-law.
- c. When undertaking energy upgrades to windows of Non-contributing buildings, the replacement windows could reflect the character of windows found in the area.
- d. When inappropriate replacement porches have been added or where porches have been removed, use examples from the neighbourhood when designing new ones.
- e. When upgrading and renovating buildings, artificial stone could be replaced by manufactured wood, picture windows by rectangular windows, wrought iron railings and concrete porches by wooden porches, flat commercial façades by façades with recessed doorways and large display windows and inappropriate signs by signs that evoke the character of historic signs.
- f. It is acknowledged that barrier-free access is a goal for all. New elements such as ramps or railings required to allow for barrier-free access should be compatible in scale, materials and design with surrounding contributing properties.
- g. When dealing with significantly altered buildings, buildings from the same era, and in the same style or expression may be upgraded to reflect their former character.

## 8.0 Additions (Contributing and Non-contributing)

The Lowertown West Heritage Conservation District is a mixed use neighbourhood, with religious, institutional and commercial buildings located within the predominantly residential neighbourhood that features a range of building types, including single and semi-detached and row houses and small apartment buildings. The District's commercial buildings frequently feature apartments on the upper floors.

Development in the HCD is very dense, with many structures immediately abutting their neighbours. In addition, many rear yards are fully developed or have reduced rear yards. This land use pattern provides limited opportunities to construct rear and side additions, however, there are opportunities for rooftop additions, provided that such additions are well designed and appropriately located.

Given that non-contributing properties do not represent the cultural heritage values of the District, additions and alterations to non-contributing buildings will be reviewed for their impact on the District as a whole rather than on the specific non-contributing property.

## **Policies**

- 1. New additions will be physically and visually compatible with, subordinate to, and distinguishable from the existing Contributing buildings on the property.**
- 2. New additions will be designed to be compatible with adjacent and surrounding Contributing properties, particularly those forming identified streetscapes.**
- 3. New additions will respect the following:**
  - The scale, form, proportions and massing, height, and location on the lot of the building to which they are being added.**
  - Materials and architectural characteristics such as fenestration patterns, the design of windows and doors, datum lines and other vertical or horizontal reference points of the subject property and surrounding buildings.**
- 4. New additions will contribute to and not detract from the defined cultural heritage value and attributes of the District. Consideration will be given to the location, materials and other design measures to mitigate negative impacts on the HCD and the existing building.**
- 5. The overall impacts of the height and massing of a rooftop addition, including any required mechanical penthouses must be carefully considered; mechanical penthouses must be detailed on proposed plans and drawings. If located on a corner lot, consideration should be given to how additional massing can be mitigated on the side façade.**
- 6. Roof top additions must be located and designed sensitively to limit or mitigate visual impacts on the HCD and ensure that the heritage attributes of the building, streetscape and HCD are conserved. A views analysis be required in support of any applications for such a project.**
- 7. Proposals for roof top additions that require an existing Contributing building to be reconstructed will not typically be supported. Conserve roof-related heritage attributes such as cornices, parapets and dormers that are visible from the street.**
- 8. The rooflines and roof profile of Contributing buildings will be maintained and conserved.**

## 8.1 Ground oriented additions

### Guidelines

- a. Property owners are encouraged to retain an architect, designer and/or heritage professional when designing an addition to a building in the District;
- b. New additions to Contributing buildings should aim to strike a balance between imitation of historic character and pointed contrast in order to complement and respect the cultural heritage value of the HCD.
- c. New windows should be compatible with those of the existing building and its historic neighbours in size, window to wall ratio, shape and divisions.
- d. Cladding materials for additions should reflect and be sensitive to the historic character of the existing building and its neighbours.

## 8.2 Rooftop Additions

### Guidelines

- a. A rooftop addition should be proportionate in height to the historic building; they should not typically be more than two storeys, particularly if the existing building is two storeys or less. For direction for larger additions, see Section 9.1.
- b. Roof top additions should have a meaningful set back from the main (front) façade to permit the historic building to continue to be perceived as the dominant element of the streetscape; the set back should be determined by a views analysis considering impact on the attributes of the HCD, undertaken in consultation with heritage staff and a qualified professional; [illustration here]
- c. Mechanical penthouses should be limited in size and designed to be subtle.
- d. Rooftop additions should use materials that are compatible with the existing building and the HCD. Glazing or light colours often help minimize impacts of new massing.
- e. Railings on the roof of the existing building should be set back from the front and side facades and should be designed to have a minimal visual impact on the cultural heritage value of the building and District.
- f. If an addition is to be cantilevered over the existing building, design measures, materiality and location should be employed to ensure that the historic building's cultural heritage value and the role that it plays on the street is conserved. (35 William Street or, rooftop on Dalhousie as examples).

## 9.0 New Construction

Historically, Lowertown West was predominantly residential, with a limited number of commercial buildings on Dalhousie to serve it. To the north, it was predominantly institutional, characterized by churches and other religious buildings. For the most part, new construction is anticipated to continue the current scale of the HCD, in a manner that is consistent with the policies and guidelines of this plan.

One of the main objectives of this plan is to conserve and protect existing Contributing properties, streetscapes and spaces that express the District's cultural heritage value.

While development has occurred since the designation of the District, there remain some vacant lots where construction is anticipated and encouraged. Additionally, there may also be opportunities for new buildings through the re-development of properties with Non-contributing buildings. Given the paucity of land available for development, the policies and guidelines in Section 9.1 also anticipate projects in which existing Contributing buildings are retained and incorporated into a larger development.

## **General Policies**

- 1. New buildings shall contribute to, and not detract from the heritage character of the area as outlined in the Statement of Cultural Heritage Value and the list of the District’s heritage attributes.**
- 2. Respect the “Standards and Guidelines for the Conservation of Historic Places in Canada” when constructing new buildings: ensure they are physically and visually compatible with, subordinate to, and distinguishable from the historic place.**
- 3. Consideration must be given to mitigating negative impacts of overall height and mass of a new building, including any mechanical penthouses, on the overall cultural heritage value of the HCD and its attributes, and any Contributing buildings on or surrounding a proposed development.**
- 4. New construction must conserve and be sensitive to the character-defining historic street walls on which it is located.**
- 5. Where new development is proposed on a consolidated parcel made up of more than one lot, the design of the building[s] must respect and reflect the fine-grained character of the street created by traditional building widths on that street. This can be achieved by maintaining the pattern of entrances and windows, façade articulation, scale and massing of new structures.**
- 6. To respect the traditional street walls throughout the District, new commercial buildings beside or between flat roofed structures must have flat roofs unless they will be flanked by buildings that do not have flat roofs.**
- 7. In general, new construction shall remain low in profile.**
- 8. New commercial or mixed use developments shall reflect traditional building proportions on the street. Historically, commercial ground floors were traditionally taller (approximately 4.5 metres) than each of the upper storeys to differentiate ground floor retail and upper floor uses.**
- 9. The design of new buildings must respect and be sensitive to the HCD’s cultural heritage value and attributes in terms of:**
  - exterior materials and cladding;**
  - architectural elements and treatments such as window patterns and design, location of datum lines, roof profile and roof lines, overall vertical and/or horizontal proportions;**
  - existing pattern of building setbacks;**
  - massing, height and scale.**
- 10. Ensure that the front yard setback of a new building is consistent with its adjacent neighbours to allow for the continuity of the streetscape. If a building is to replace one that has an anomalous setback, that setback should be duplicated**

11. **Respect the site’s historic context and surrounding Contributing properties when constructing a new building by providing meaningful elements of transition between the new development, existing buildings on site and surrounding Contributing buildings. This can be accomplished through the use of design measures such as, but not limited to:**
  - **The incorporation of setbacks, step backs, architectural details and the use of complementary materials;**
  - **The sensitive placement of new buildings on the site to provide appropriate distances between them and existing heritage resources or surrounding Contributing buildings; and**
  - **Maintaining architectural proportions and visual relationships within the streetscape.**
12. **Ensure that new construction on the east-west streets will be compatible with the HCD in terms of the building’s position on the lot, scale, massing fenestration pattern and design, datum lines and other architectural elements.**

### General Guidelines

- a. Property owners are encouraged to retain an architect with experience in projects in heritage conservation districts.
- b. New buildings should demonstrate an appropriate balance between replication of historic character and pointed contrast, in order to complement and respect the cultural heritage value of the HCD.
- c. Traditional building materials in the District include stone, brick and stucco. New buildings should either include these materials or use materials that complement them in colour and texture.
- d. Windows should be wood, metal clad wood or steel. Other materials may be considered by Heritage staff on a case-by-case basis.

### Specific Guidelines for Commercial structures

- e. Consider the transparency and opacity of proposed materials. Lighter materials such as glass or lighter coloured materials can be used for upper storeys to help provide massing and visual relief when new buildings are of greater height and mass than existing heritage resources.
- f. Decorative cornices and parapets should be considered when designing new commercial buildings to reflect historic patterns of those elements on the HCD.
- g. Upper floor access should be on the front façade to reflect the historic pattern of entrances in the HCD. [illustration/photo here]
- h. The height of the ground floor of a commercial structure should respect the scale of the surrounding buildings. Should taller interior floor to ceiling heights be desired, traditional proportions and datum lines of historic buildings should be reflected on the exterior.
- i. Storefronts at grade should be transparent, with recessed entrances and articulated transoms; entrances should reflect the heights of historic neighbours. At-grade windows should be large, with compatible divisions. Projecting cornices and smaller more decorative windows can be used to separate and distinguish between the ground and upper floors.
- j. Signage should maintain existing patterns of horizontal banding (see Section XXX for detailed signage guidance).



## Specific Guidelines for Residential Structures

- a. Many residential buildings in Lowertown do not have basements and consequently only have one or two front steps, while others have higher ground floors with three or four steps above grade. The foundations and ground floor elevations should be designed so that their height and grade is compatible and consistent with that of neighbouring properties.
- b. The roof profile and location of eaves lines or the roof parapet of new buildings should be designed so the apparent overall height and form is compatible with that of neighbouring buildings.
- c. Small scale apartment buildings, up to four storeys, should reflect the character of existing walk-up apartments in the HCD, and should generally feature flat roofs, cornices and symmetrically placed front entrances with simple door surrounds.
- d. Consider the typical historic window designs and materials found on nearby buildings when choosing windows for new construction.
- e. The creation of new parking spots is generally discouraged. If permitted by the Zoning Bylaw, minimize impact by providing garages or carports that are not attached to the residential building and are located at the rear or side of the property. New uncovered parking spots, when provided, should be similarly located.

### 9.1 New construction: Incorporating Contributing Buildings

In addition to the general direction and guidance found in Sections X and X above, the following section provides direction for cases where there may be an opportunity to retain and incorporate an existing Contributing building into a development. This section will also inform the review of applications for roof top additions that exceed two storeys.

It should be noted that it is not the intention of these guidelines to encourage façadism – but instead to provide guidance for how a Contributing building may be retained and meaningfully incorporated into a development.

## Policies

1. **Given that the conservation of Contributing properties is one of the goals of this Plan, any proposal that includes a Contributing building must do so in a meaningful way that respects the building and its attributes. Meaningful retention has regard for the building's original three-dimensional form and the features that express its cultural heritage value and its contribution to the HCD. To achieve this, the project must consider:**
  - Height, width and depth;
  - Shape and arrangement of volumes;
  - Original roof form and roof lines;
  - Character-defining elements and features such as chimneys, porches and other architectural details.
2. **The dismantling and reconstruction of existing Contributing buildings in order to incorporate them into larger developments will not typically be supported, unless it is demonstrated to be necessary to ensure the conservation of the building. Consideration of such proposals will be informed by the applicable policies in Section 5.0 for Demolition and Relocation.**
3. **When a project incorporates existing Contributing building(s) into a larger development, the existing buildings will continue to be featured prominently on the lot and in the streetscape. The proposed development will complement the existing structure[s] through the use of compatible materials, fenestration pattern, relationship to the street or other measures.**
4. **If a Contributing building is to be retained and incorporated into a development, every effort must be made to retain it in its original location during the construction process. Where an engineer or architect specialized in heritage conservation concludes that retention of the resource in situ poses unacceptable risks, the City may permit the temporary removal of the resource during the construction process, followed by its restoration after reinstatement in its entirety on the original site.**
5. **Avoid moving or permanently relocating existing Contributing properties. If relocation is determined to be necessary, the building must remain on its current lot and face in its original direction.**
6. **Staff may require a Heritage Impact Assessment and Conservation Plan for any applications proposing to incorporate or relocate a Contributing building as part of a proposal. This may include a structural assessment to determine stability for relocation.**
7. **Where an associated planning document may contemplate heights beyond that of the historic street wall, new construction must also be informed by the policies and guidelines in this Plan and meet its objectives.**

## Guidelines

- a. If relocating an existing contributing building is determined to be appropriate, its contribution to the streetscape should be maintained, particularly in terms of orientation and setback.
- b. When new residential development is proposed across several lots, new development should be articulated to reflect the historic built form patterns and rhythms on the street.

### 9.2 Low-mid rise Buildings in the HCD (section name TBD)

Lowertown West is characterized by its 19<sup>th</sup> residential buildings and its large institutional buildings. Traditional main street buildings are also featured to a lesser degree. The rich mix of housing types in the District and the cluster of institutional buildings in the southwest quadrant of the HCD define its heritage character. The skyline is punctuated only by the spires of Notre Dame Basilica and St. Brigid's Church. This Plan seeks to conserve and maintain this character as the HCD grows and evolves with new development.

In 2022, the Province made changes to the City's new Official Plan with the intention of providing the framework to allow for more housing options. These changes would contemplate maximum heights of nine storeys on Main Streets and Minor Corridors, within the boundaries of the HCD, including Sussex Drive and King Edward Avenue (Main Streets), as well as St. Patrick and Dalhousie Streets (Minor Corridors).

Within the boundaries of the Lowertown HCD, new development must conform to the objectives of this Plan, specifically the following:

- a. To encourage the redevelopment of vacant and/or underdeveloped lots particularly those used for surface parking to further the intensification goals of the City, through context sensitive new construction and development that is compatible with the cultural heritage value of the District and reflects its history, character and development patterns;
- b. To ensure that new construction and development on vacant and/or underdeveloped lots, particularly on larger parcels where there are Contributing buildings respects the character of those buildings through their retention and the sympathetic design of the new structure[s];
- c. To maintain and enhance the distinctive character of Sussex Drive and Dalhousie Street, through the use of harmonious materials and architectural details and through the conservation of the height of the street wall in new construction.
- d. The overarching goal of the above new construction policies and guidelines is to ensure that new buildings are contextually appropriate and respect the cultural heritage value of the designated place. The City's intensification targets must be balanced with the goals of heritage conservation.

The following section provides direction and guidance for such projects:

## **Policies**

- 1. Proposed developments that would significantly exceed that of the existing historic street wall on commercial streets must be carefully considered and designed to respect, be sensitive to, and not negatively impact the defined cultural heritage values and character-defining attributes of the HCD as outlined in Sections 3.3 and 3.4.**
- 2. The specific context of a proposal will be taken into account when determining the appropriateness of proposed massing, heights, setbacks, and the relationship of buildings to the street and to their neighbours. Proposals that would significantly exceed the height on an east-west historic street must be carefully considered.**
- 3. New construction and additions to buildings on properties near Notre Dame Basilica and nearby institutional buildings must be designed to be consistent with the scale and massing of the existing Contributing buildings in the precinct; appropriate transitioning must be incorporated to avoid overpowering and overshadowing these important resources.**
- 4. Developments must conserve, respect and be sensitive to the Contributing buildings on and surrounding a proposed project to ensure that their historic streetscape character remains paramount.**
- 5. Where a new development is proposed on consolidated land parcels, the design of new buildings must respect and reflect the rhythm, scale and massing of the fine-grained character as expressed by traditional buildings street. On corner lots, the character of both streets must be considered.**
- 6. Applications for new construction that would significantly exceed the height of the buildings within an existing historic streetscape as established by the Contributing buildings in that streetscape may be considered where the applicant can demonstrate that the project will:**
  - a. Result in the meaningful retention and incorporation of a Contributing building through high quality design and application of high standards of heritage conservation;**
  - b. Be located on a lot of sufficient size and shape that can adequately provide appropriate transition in massing, scale and height to existing Contributing buildings on and surrounding the subject site;**
  - c. Be consistent with other city policies regarding infill development;**
  - d. Be compatible with the HCD in terms of location on the lot, massing, design, and materials;**
  - e. Implement design measures such as stepbacks, setbacks, façade articulation to reflect and be consistent with traditional building widths and streetscape rhythm;**

## 10.0 Landscape, Streetscape and the Public Realm

The landscape and public realm of Lowertown West properties are typical of many older urban neighbourhoods. The residential streets, originally devoid of trees when the streets were first laid out, were the site of small shanties and poorly built structures, often built on leased land. Gradually, as the housing stock improved, trees were planted, streetlights installed and sidewalks laid. King Edward Avenue featured a central treed verge, a distinctive urban feature that has now disappeared. Today, the streets have lost much of their historic tree cover through disease, removal without replacement and old age. Some replanting has been undertaken, but the renewal of the urban forest in the HCDs should be a priority for heritage and environmental reasons. Planting space is very limited in some areas and efforts should be made to provide appropriate soil volume for new trees through the removal hard landscaping in front yards and in the Right of Way.

### 10.1 Streets, trees and landscaping in the public realm.

The cultural heritage value of the Lowertown West HCD would be enhanced through improvements to its streets, trees and commercial and residential streets.

#### Policies

- 1. Conserve and enhance the public realm, mature tree canopy and the character of front yards throughout residential parts of the HCD.**
- 2. When contemplating changes to the public realm, including public streets and parks, the City and developers shall have regard to the character of the streetscape and the areas' heritage status.**
- 3. Improve the quality of Dalhousie Street and King Edward Avenue (which form the eastern boundary of the HCD) by implementing plans for street design that are sensitive to the character of these traditional main streets when the opportunity arises because of infrastructure renewal or other City capital projects.**
- 4. Seek opportunities to plant additional trees in the streetscapes throughout the HCD, including as part of development and infrastructure projects.**
- 5. Seek new opportunities for green infrastructure to optimize storm water management.**
- 6. Tree removal is strongly discouraged and when undertaken, shall be in accordance with the Tree Protection By-law (2020-340, as amended).**

## Guidelines

- a. New restaurant patios in the Right of Way, when permitted, should be located to avoid obscuring the façades of the buildings. Consideration should be given to railing heights and any attachments to the building should be reversible.
- b. The poured concrete sidewalks seen in the HCD replaced wooden ones starting in the 1890s. The use of concrete scored to resemble brick or concrete pavers has no historic precedent. When sidewalks are replaced on commercial and residential streets, they should be poured concrete.
- c. Historically the commercial streets in Lowertown West did not have large canopy trees. However, in recent years there has been interest in planting new street trees on commercial streets for environmental and aesthetic reasons. Applicants should contact City Heritage and Forestry staff for appropriate species.
- d. Replacement trees in public verges should be deciduous and chosen based on their ability to thrive in Ottawa's environment. The use of native species is encouraged.
- e. Sufficient soil volumes should be provided for any new trees.

## 10.2 Parks

There are two parks and two parkettes located in the Lowertown West Heritage Conservation District: Bingham and Cathcart Park, and Raphael Brunet and Cumberland Street parkettes. Changes to these parks may require heritage permits and should be undertaken in consultation with Heritage Staff.

There is additional federally-owned green space, Major's Hill Park, to the west of the HCD, outside its boundary.

## Policies

1. **Conserve and enhance the local parks within in the Heritage Conservation District. These parks play a vital role within the community and every effort should be made to augment and enhance them.**

## Guidelines

- a. Changes to benches, light standards, picnic tables and other street furniture should be undertaken in consultation with City Heritage staff. Heritage permits may be required.
- b. Replacement trees should be canopy trees and contribute to the greening of the Lowertown HCD.

## 10.3 Front yards and Private Landscapes

### Houses

Houses in the residential areas of the District are generally uniformly set back from the sidewalk and have open front yards, although there are notable exceptions. Originally, trees, lawns and foundation plantings typified front yards, but in recent years many lawns have been replaced by soft landscaping such as flower beds and shrubs. Narrow walkways lead from the sidewalk to the front porch or entrance.

### Policies

- 1. Conserve and reinstate the soft landscaped character of front yards (and side yards on corner lots), as well as mature trees on existing properties.**

**Retain existing front walkways.**

- 2. Continue to prohibit the creation of front yard parking spaces. Remove existing front yard parking spaces upon redevelopment or change of use.**
- 3. Maintain front yard setbacks for new construction in the HCDs. When a new structure is contemplated, its front yard setback must match those of its neighbours as closely as possible in order to maintain the special historic character of the residential streets. When a new house replaces one with an irregular setback, conserve setback pattern on the street**

### Guidelines

- Maintain or reinstate the historic soft landscaped character of front yards. The replacement of lawns by shrubs and flowerbeds is appropriate if the proportion of the property devoted to soft landscaping stays the same.
- Linear walkways (usually about one metre in width) oriented perpendicular to street are common and should be maintained.
- Low fences in front yards, consistent with the City's Fence By-law (2003-462), which limits heights to one metre in front yards, can be appropriate. Historically, front yard fences were pipe rail.

## Walk up Apartment Buildings

Lowertown's early walk-up purpose-built apartment buildings were generally built with very small front yards, which were originally small lawns and often featured simple foundation plantings. Concrete walkways lead from the sidewalk to the front entrances. Others were built right at the sidewalk edge.

### Guidelines

- a. The replacement of soft landscaping with gravel or pavers is discouraged. Shrubs or perennials can offer a lower maintenance alternative to front yard landscaping than hardscaping.
- b. Concrete walkways leading to the front entrance are common and should be maintained.
- c. Low fences in front yards, consistent with the Fence By-law (2003-462), which limits heights to one metre in front yards, can be appropriate.

## 10.4 Parking, Garages, and Driveways

Historically front yards were lawns, and parking, when provided, was at the rear of lots within the HCD. Garages or parking areas were generally located to the rear of a property and accessed by a driveway, often shared by adjacent neighbours. Many houses did not have either a driveway or a garage, prompting the creation of front yard parking as automobile ownership increased in the 20th century. The conversion of houses into apartments or offices also contributed to the creation of front yard parking spots.

### Policies

- 1. Conserve and reinstate the historic pattern and character of vehicle parking and driveways. Front yard parking, although prevalent, is not appropriate. The greening of existing non-conforming front yard parking spots is encouraged to improve streetscape character.**
- 2. Design new garages to be subordinate to, sensitive to and compatible with surrounding Contributing properties. Mitigate negative impacts on the surrounding streetscape and respect the cultural heritage value and attributes of the District.**
- 3. The conversion of soft landscaping in front yards to hard parking surfaces has a negative impact on the cultural heritage value of the HCDs and will not be supported.**



## Guidelines

- a. Existing driveways should not be widened.
- b. Existing front yard parking spaces should be removed upon redevelopment or change of use.
- c. Explore the possibility of a front yard parking elimination program to assist in the re-greening of front yards in the District.
- d. New detached garages should be constructed to the side or rear of low rise residential buildings. Where space does not allow for a detached garage, attached garages should be set back from the front façade.
- e. Design new garages to be subservient to the principal building and to be compatible with the style of the principal building, including roof form and materials.
- f. Avoid new below grade, integral garages that face the street as they interrupt the pattern of front yards and can negatively impact the streetscape.
- g. Garage doors should reflect the character of the house and of other historic garage doors in the District. Paneled wood doors, windows and a mechanism that permits the door to slide horizontally are preferred.

### 10.5 Other Public Realm Considerations

The character of infrastructure on the commercial main streets, institutional areas, and the residential streetscapes of the Lowertown HCD were traditionally very utilitarian, featuring concrete sidewalks, hydro and streetcar poles, and streetlights. In recent years there has been efforts to improve the quality of the public realm in the HCD. The sections below are intended to guide future changes within the Public Realm.

#### 10.5.1 Street Furniture

Street furniture is limited to simple items such as bicycle racks, garbage and recycling bins, but there may be opportunities in the future to enhance the streetscapes of the District.

#### Guidelines

- a. There is no need for cross-district conformity regarding benches, newspaper boxes, bicycle racks and garbage and recycling bins, however, efforts should be made that when new street furniture is contemplated to make sure that it complements the streetscape character of the HCD.

### 10.5.2 Murals

The City has several mural programs (the Residential Mural Program and the Paint It Up! Program) that have been extensively used throughout the HCD.

#### Guidelines

- a. New murals may be considered on previously-painted brick walls.
- b. When a mural is proposed on an unpainted masonry wall of a Contributing property, it should be painted on a different surface and affixed to the wall in a way that does not harm the masonry. Murals may be painted directly on the walls of a Non-contributing property.
- c. Heritage staff should be consulted when murals are contemplated for buildings in the District.

### 10.5.3 Signage

All signage on commercial structures within the HCD is regulated by the City's Permanent and Temporary Signs on Private Property By-laws (By-laws 2016-236 and 2004-239) as well as the Permanent Signs on City Roads By-law (2003-520), as amended from time to time; the policies and guidelines below are intended to be read in conjunction with their applicable provisions. Where there is a conflict between the Signs By-laws and this Plan, the policies and guidelines of this Plan shall prevail.

#### Policies

- 1. Signage must be compatible with the character and attributes of the property and the cultural heritage value of the HCD.**
- 2. Avoid covering windows, character-defining attributes or other architectural features of a building's façade when installing signage. Commercial signage on main streets was traditionally installed within a sign board, typically located above display windows and below a secondary cornice.**
- 3. Signs must be attached in a manner that mini-mizes damage to a building's façade; for exam-ple, wherever possible, they should be fastened into the mortar joint rather than the brick face or within an existing signboard.**

## Guidelines

- a. To avoid covering important architectural features or new damage to a façade, consider incorporating signage into the valence of awnings above storefronts, on canopies, temporary sandwich boards, or other small-scale projecting or hanging signage types.
- b. Minimize the size and number of signs on a building as much as possible.
- c. Avoid plastic, or high-gloss materials in favour of traditional materials such as wood, metal (brass or bronze), glass or fabric.
- d. Individual letters applied to or painted on the face of the signboard are encouraged.
- e. Window lettering was used historically on the commercial streets in Lowertown and may be considered for commercial building in the District.
- f. Corporate signage is expected to comply with these guidelines and may require some adaptation to be more sympathetic to the historic building.
- g. Fixed, contemporary awnings can cover important features and detract from a cultural heritage value of the HCDs. These types of signs should be avoided and replaced where possible.

## 10.5.4 Lighting

### Policies

- 1. Lighting of any signage must be compatible with the character-defining attributes of the building and not detract from surrounding properties.**
- 2. The illumination of properties within the HCD must respect and be sensitive to the cultural heritage value and attributes of the HCD.**

### Guidelines

- a. Lighting of properties within the HCDs should focus on highlighting important character-defining elements of building. Fixtures should be located to focus on the building or element itself and should be down-facing to minimize light pollution.
- b. Consideration should be given to the appropriateness of the design of light fixtures and their location in relation to the existing building and its surrounding context in both the daytime and at night. Generally, fixtures and related components (e.g., wires, conduits etc.) should be attached to minimize damage to an existing building and located discretely, unless they play an aesthetic role.
- c. For residential buildings, lighting should be generally be a warm white light.
- d. Lighting of signs should aim to be subtle and focus on lighting the surface of the signboard and sign face, typically from the exterior. Halo lighting may be appropriate.
- e. Favour the human scale when selecting and locating fixtures on commercial or main streets.

## Part C: Implementation and Heritage Permit Process

### 11.0 Alterations not Requiring a Heritage Permit

The following interventions or types of interventions do not require a heritage permit under the *Ontario Heritage Act*:

- Interior alterations or renovations;
- Insulating from the interior, weather stripping, caulking;
- Installation of eavestroughs and downspouts;
- Re-painting of wood, stucco, metal or previously painted masonry, or changing paint colour
- Repaving of an existing driveway;
- Regular ongoing maintenance such as repointing and foundation repairs using heritage methods and materials, re-roofing in the same material, repairs to building elements in the same style, material, size, shape and detail, unless related to the grant program;
- Temporary or seasonal structures/ installations that are reversible such as, but not limited to: event tents, bleachers;
- Temporary or seasonal patios and their fixtures that meet the objectives, policies and guidelines outlined within this HCD Plan and have obtained the appropriate permits issued for projects and are consistent the City's Patio By-Law and related patio guidelines.
- Minor alterations, such as but not limited to: alterations in rear yards such as the construction of a new patio, deck or steps, removal/ replacement of rear decks, installation or removal of pools or hot tubs, fencing etc. that meet the policies and Guidelines of this Plan.
- Alterations to doors or windows of rear additions not visible from the street;
- Replacement of windows and doors in Non-contributing buildings that meet the policies and guidelines of this Plan.

## 11.1 Heritage Permit Process

Applications for permits under the *Ontario Heritage Act* must include sufficient information for City staff to be able to make informed decisions. This may include:

- A survey
- Project description
- Elevations on all sides;
- A site plan showing building location, fencing, plantings and other significant features, including the driveway;
- A landscape plan showing existing landscape and all trees, with those proposed for removal clearly marked and showing all proposed landscaping;
- Coloured front elevations showing the adjacent buildings;
- Grading plan;
- Perspective renderings/ streetscape views/views analysis;
- List of materials; and
- Heritage Impact Assessment, if required
- Tree Information Report or Tree Conservation Report, if necessary.

## 11.2 HCD Plan Review

This plan should be monitored and reviewed at minimum every 10 years to evaluate its long-term impact and effectiveness. Failure to do so does not render the plan invalid.

## Part D

### Glossary

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

**Built heritage resource:** A building, structure, monument, installation or any manufactured remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Aboriginal community. Built heritage resources are generally located on property that has been designated under Parts IV or V of the Ontario Heritage Act, or included on local, provincial and/or federal registers (Provincial Policy Statement).

**Bulkhead:** The low paneled base of a storefront bay that supports the glazing and elevates merchandise for pedestrian viewing.

**Consistent:** In this document, “Consistent” is interpreted to mean “similar to”, but not necessarily “the same as” or “identical to”, but “in agreement or coexistence with.”

**Conservation:** All actions or processes that are aimed at protecting Built heritage resources and Cultural Heritage Landscapes and safeguarding the Heritage Attributes of a cultural heritage resource so as to retain its heritage value and extend its physical life.

**Contributing Properties:** Properties within the HCD that have been determined to contribute to the heritage character of the District.

**Corner Lot:** A lot situated at the intersection of two streets (City of Ottawa Zoning By-Law).

**Cornice:** The horizontal decorative band at the top of a wall.

**Cultural Heritage Landscape:** A defined geographical area of heritage significance, which has been modified by human activities and is valued by a community. It may involve a grouping of individual heritage features such as structures, spaces, archaeological sites, and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts. Examples may include, but are not limited to, heritage conservation districts, villages, parks, gardens, battlefields, main streets, and neighbourhoods, cemeteries, trail ways, and industrial complexes of cultural heritage value (Provincial Policy Statement).

**Heritage Attribute[s]** means, in relation to real property, and to the buildings and structures on the real property, the principal features of the property, building or structure that contributes to its cultural heritage value or interest, and may include the property’s built or manufactured elements, as well as natural landforms, vegetation and its visual setting; (Provincial Policy Statement, Ontario Heritage Act )

**Heritage Impact Assessment (HIA):** An arm's length, independent study to determine the impacts of proposed development on cultural heritage resources. An HIA, formerly known as a Cultural Heritage Impact Statement (CHIS) is required where a proposal has the potential to adversely impact a designated heritage resource (City of Ottawa Guide to Preparing CHISs).

**Mass(ing):** In this document, Mass(ing) is a term used to describe the shape or form of a building created by its walls and roof.

**Minor Alterations:** Alterations that are minor in nature and have been evaluated as having a neutral impact on the cultural heritage value and attributes of the HCDs.

**Mixed Use:** A development or area that blends multiple uses such as commercial, residential, cultural or institutional.

**Non-Contributing Properties:** Properties within the HCDs that do not express or reflect the area's heritage character. Properties that were vacant at the time of the inventory are also considered to be Non-contributing (see Section 3.5 and Appendix B).

**Primary Façade:** In this document, Primary Façade is interpreted to mean the front or principal elevation of a building. Corner or through lots may have more than one Primary Façades.

**Preservation:** The action or process of protecting, maintaining and/or stabilizing the existing form, material and integrity of an historic place, or of an individual component, while protecting its heritage value (Standards and Guidelines).

**Public Realm:** The public realm is defined as the publicly owned places and spaces that belong to and are accessible by everyone. These can include municipal streets, lanes, squares, plazas, sidewalks, parks, open spaces and civic buildings and institutions.

**Rehabilitation:** The action or process of making possible a continuing or compatible contemporary use of a historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value (Standards and Guidelines).

**Restoration:** The action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular period in its history, as accurately as possible, while protecting its heritage value (Standards and Guidelines).

**Right of Way:** The travelled portion of public streets, as well as the border area, which may include any sidewalks, boulevards, traffic circles or medians.

**Setback:** A distance between a lot line and a building. (City of Ottawa Zoning By-law) For the purposes of this Plan, front yard Setbacks are measured from the edge of the sidewalk to the front façade of the building. For clarity, projections such as porches or steps are not part of the front façade.

Step back (s): The setting back of the upper floors of a building from the lower floors. In a high-rise building, the step backs usually occur between the base and the middle, and the middle and the top. (City of Ottawa Urban Design Guidelines for High-Rise Buildings).

Storefront (or secondary) cornice: The decorative secondary cornice located between the first and second storeys of a commercial structure, often the location of signage.

Street Wall: the wall created when building facades visually join together into one long wall defining a street space.

## Appendices