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*Cultural Heritage Impact Statement*  
Ottawa Public Library/Library and Archives Canada  
Joint Facility  
555 Albert Street, Ottawa, ON

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**Date:**

17 June 2020



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# 1 Introduction

## 1.1 About the CHIS

The City of Ottawa has requested a Cultural Heritage Impact Statement (CHIS) prepared by a qualified heritage consultant to examine potential impacts from the construction of a new library as a joint facility for the City of Ottawa's Ottawa Public Library and the federal Library and Archives Canada. The property is owned by the City of Ottawa.

Section 4.6.1 of the City of Ottawa Official Plan has policies outlining when a CHIS may be required and provides evaluation requirements when a development has potential to:

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

The CHIS has been requested by the City to address potential impacts from the proposed development at 555 Albert Street on nearby heritage properties. The set of heritage properties consists of nine residences, an apartment building, the complex of Ottawa Waterworks structures (building, bridges and aqueduct), the Lorne Avenue Heritage Conservation District (HCD) and the Cathedral Hill HCD. The Ottawa Waterworks building is also subject to a heritage easement agreement with the Ontario Heritage Trust. The City also requested that the CHIS consider how features will be contributing to a better understanding and appreciation of the area's history and Indigenous (Anishinabe Algonquin) context.

The CHIS is focused exclusively on potential impacts from the project to build a new library and archives facility. A separate project to redesign Albert Street is also in progress. Cumulative impacts from the two projects on heritage values and properties are not considered in this CHIS.

The CHIS is authored by Julie Harris, Contentworks Inc., CAHP.<sup>1</sup>

## 1.2 Sources

In addition to sources mentioned in footnotes and three site visits undertaken by the author in May 2020, the following materials were used to prepare the CHIS:

- Barry Padolsky Architect Ltd. et al. *Ottawa Waterworks: The Aqueduct & Bridges at LeBreton Flats*. Prepared for Regional Municipality of Ottawa-Carleton, City of Ottawa and the National Capital Commission. 1992.
- City of Ottawa, *Lorne Avenue Heritage Conservation District Study*, 2006.
- City of Ottawa, Pre-consultation Planning Department notes for 555 Albert Street, [2020], File PC2020-0106.
- Contentworks Inc. and Barry Padolsky Associates Inc. *Cultural Heritage Evaluation, Old Booth Street Bridge*, 9 Fleet Street, Ottawa, ON. July 2019.

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<sup>1</sup> Julie Harris, President, Contentworks Inc., is a Professional Member of the Canadian Association of Heritage Professionals. She has over 30 years of experience in heritage evaluation and historical research. She has been qualified as a witness in the field of heritage evaluation for the purposes of an OMB; served as a provincial appointee to the Conservation Review Board of Ontario; and conducted architectural histories for hundreds of buildings and landscapes for various government clients in Ontario and other parts of Canada.

- Diamond Schmitt Architects/KWC Architects Inc. Building-Architectural Plan, January 2020.
- Diamond Schmitt Architects/PPS Studio. Landscape plans, January 2020.
- Diamond Schmitt Architects/KWC Architects Inc., [Shadow study for 555 Albert Street.] [May 2020].
- Diamond Schmitt Architects/KWC Architects Inc., *Ottawa Public Library/Library & Archives Canada Joint Facility, JDRP Report, 26 February 2020.*
- Fotenn Planning + Design, *Planning Rationale + Design Brief in support of the Official Plan Amendment and Zoning By-law Amendment of 557 Wellington Street, 584/587 Wellington Street and 550 Albert Street, 26 March 2018.*
- Jenkins, Phil. *An Acre of Time*. Chelsea, Quebec: Chelsea Books, 2008.
- National Capital Commission, Ottawa Public Library (OPL)/Library and Archives Canada (LAC) – Joint Facility Schematic Design and Public Engagement, ACPDR, May 16-17, 2020. Presentation.
- National Capital Commission, LeBreton Flats Heritage Statement (Draft), 2014.
- Ontario Heritage Trust, “Fleet Street Pumping Station,” online at [www.heritagetrust.on.ca/en/properties/fleet-street-pumping-station](http://www.heritagetrust.on.ca/en/properties/fleet-street-pumping-station). The Fleet Street Pumping Station building is subject to an Ontario Heritage Trust heritage easement secured with the City of Ottawa in 1983.
- Past Recovery Archaeological Services, Stage 1 Archaeological Assessment of LeBreton South, Parts Lots 39 & 40, Concession A, Ottawa Front. Prepared for the National Capital Commission, 2012.

### 1.2.1 Contact Information

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## 1.3 Development Site

### 1.3.1 Legal Descriptions

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The project site is almost the entire area of lot PIN 04112. It is bounded by Albert Street on the south, Commissioner Street on the east, and the former street alignments of Wellington Street and Brickhill Street on the north and west. The owner is the City of Ottawa.

### 1.3.2 Context

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The development site is located within a neighbourhood that contains a lively mix of older homes, new mid- and high-rise residential buildings, and institutional structures. It is located on the edge of Ottawa’s downtown, approximately 1.5 kilometres from Parliament Hill, in the LeBreton Flats neighbourhood, adjacent to the NCC LeBreton Flats redevelopment site. As an empty site, it has become almost invisible in the landscape of Ottawa, but with development it will become a terminating vista when traveling west on Albert Street from downtown and north on Bronson Avenue. The building will also rise above the Ottawa Waterworks pumphouse and the Old Aqueduct and serve as an important landmark on the Confederation

LRT line.

The neighbourhood to the south of the subject property is largely residential, separated from the institutional St. Vincent hospital buildings that sit on the ridge that helps define the limits of LeBreton Flats. Most of the buildings are two storeys in height with brick cladding and are similar in scale to the homes that were demolished for the clearing of LeBreton Flats in the 1960s.



Figure 1: Drone view of the development site, October 2019. The Ottawa Water Works building is marked with an arrow. Source: City of Ottawa with annotation by Contentworks.

### 1.3.3 History of the Site and LeBreton Flats Context

The property at 555 Albert Street sits on a terrace that is midway in elevation between Nanny Goat Hill (the escarpment north of Somerset Street) and the lower part of LeBreton Flats. The entire flats area, including the subject property, exhibits characteristics (vegetated bluffs, co-location next to a major waterway, wetlands that would have existed in previous centuries, etc.) that would have made it attractive for occupation by Anishnabe Algonquin People.<sup>2</sup>

Permanent settler occupation of LeBreton Flats began in 1818 with the establishment of Richmond's Landing. The area was surveyed and sold shortly thereafter, including lots to John LeBreton, after whom the area is named. By 1831, roads led from the flats east to Upper Bytown and west to Richmond. The road east was roughly in line with Wellington Street, which passed directly to the north of the subject property at 555 Albert Street. Development of the flats was continuous in the last half of the 19<sup>th</sup> century to support the timber trade and related industries that benefitted from access to the Ottawa River for transportation and power.

The Great Fire of 1900 destroyed most of LeBreton Flats but the fire was stopped from going up the hill towards Bronson Avenue along Wellington and Albert streets by a bucket brigade. After the fire, industries returned to LeBreton Flats, but many families chose to move to

<sup>2</sup> Dessau-Soprin Inc., *Stage 4 Archeological Investigation, Lloyd Street Area, Lebreton Flats, Ottawa, ON*. 2004.



newer neighbourhoods, leaving others to rebuild. Among the buildings that survived the fire, but not the clearing of the flats, was the Western Presbyterian Church (later United Church) located on the north side of Wellington Street directly to the north of 555 Albert Street. A set of stained-glass windows from the church was moved to Northwestern United Church, where they are being cared for by the Ottawa Muslim Association until a new home can be found for them.



Figure 2: Cropped section of an aerial photograph of the area, 1944, with an outline of the subject property included. Source: National Air Photo Library, A-7194, 1944. By the 1940s, LeBreton Flats was mixed-use, low-income neighbourhood with low rents and affordable housing that were attractive to new immigrants to Ottawa in the post-war period. Taverns, light manufacturing, craft production and foundries were interspersed with single family dwellings, doubles, duplexes, triples, apartments, commercial buildings, institutional structures, retail, and warehousing. Level railway crossings, streetcars along Wellington and Albert streets, and noisy industries were part of the mix.

As summarized in a Phase 1 archaeology report by Past Recovery Services:

By the 1950s and 1960s, the Flats came to be seen as a slum by city planners. In April of 1962, residents north of Primrose Avenue were sent letters notifying them that the National Capital Commission (formed in 1959) had expropriated their property. Although redevelopment of the Flats had been considered in previous federal planning exercises (e.g. Todd Holt, etc.), the impetus for the expropriation came from a plan prepared by famous French architect and town planner Jacques Gréber (the plan, titled *General Report on the Plan for the National Capital (1946–1950)* is commonly referred to as the ‘Gréber Plan’). The Gréber Plan advocated for a coordinated program of improvements to the capital, including removing the railways from central Ottawa. By the end of the 1960s, the Flats had been completely razed, representing one of Ottawa’s largest urban renewal projects. Extensive deposits of fill were laid down over portions of the Flats,

burying the basements, foundation walls, and concrete floors of the many demolished structures, as well as the surrounding yards. This demolition left an open plain, with only the streets surviving. The only remaining building in the LeBreton Flats area was the Water Works Corporation pumping station.

The properties that are now part of the lot at 555 Albert Street were part of an area that was divided into lots in the 1840s. There was very little development, however, until after the fire of 1900. In the early 20<sup>th</sup> century, the blocks were filled in with a mix of multiple-unit blocks and commercial units facing Albert Street and larger homes and semi-detached houses facing Wellington Street.



Figure 3: Typical scale and type of residential development along Albert Street east of Booth Street, 1962, prior to the clearing of LeBreton Flats. Source: COA CA-21066, taken from Past Recovery, Stage 1 Archaeological Assessment of LeBreton South, p 133.

#### 1.3.4 Capital Context

The property at 555 Albert Street will have its primary access via Albert Street, but it will be visually prominent along the escarpment that is shared with Parliament Hill. It's function as the new public face of the LAC (which currently occupies a commanding site immediately west of the Supreme Court of Canada on Wellington Street), its direct connections to Capital pathways, visibility from Confederation Boulevard and views from the building to the Chaudière Islands and across the Ottawa River will strengthen the position of LeBreton Flats as being a key part of the Capital.



Figure 4: Parliamentary Precinct Context. Source: NCC, May 2019.



Figure 5: Capital Context. Source: NCC, May 2019.

### 1.3.5 Planning Summary

Information about the planning context of the proposed project is contained in the *Planning Rationale + Design Brief in support of the Official Plan Amendment and Zoning By-law Amendment of 557 Wellington Street, 584/587 Wellington Street and 550 Albert Street (2018)*. The subject property is addressed as 557 Wellington Street in the brief. A proposed library development is described in the brief in a configuration that closely matches the design under consideration in this CHIS. The brief imagines the building as being a four-storey institutional building “strategically placed abutting NCC open space, and active transportation corridors, making the site easily accessible by all modes of transportation” (P. 27).

The proposed Official Plan Amendment was required to amend the Central Area Secondary Plan to designate the entire site (557 Wellington, 584/587 Wellington and 550 Albert) as “Mixed-Use” in order to permit a range of uses including but not limited to: residential, retail, office and institutional. The Amendment would further permit a maximum height of twenty-five (25) storeys on the 584/587 Wellington portion of the site and a height limit of 40 metres on the 557 Wellington site where the new Central Library is to be located.

The proposed Zoning By-law Amendment would amend the zoning of the subject property to “Mixed-Use Downtown Zone (MD)”. This would permit a maximum building height of 40 metres at 557 Wellington (now 555 Albert Street.)

The planning brief does not discuss reference heritage designations of either of the two Heritage Conservation Districts or individually designated properties, other than the Ottawa Water Works complex. It does note, however, that the Central Area Secondary Plan calls for the protection of its distinct identity and heritage character and the primacy of the Parliament Buildings and other national symbols, and that Albert Street (which is a major western access route to Parliament Hill) is identified as a Scenic Entry Route (P. 16).

### 1.3.6 General Description of the Property

The subject property is a vacant site in use for staging infrastructure projects. It is located at 555 Albert Street, west of Bronson Avenue and east of Pimisi Station on the Confederation LRT line. The property is approximately 900 m<sup>2</sup> in size. It slopes in a northwesterly direction on a terrace overlooking LeBreton Flats, the Ottawa Water Works Building, and the tailrace and aqueduct. Residential and commercial structure formerly located on the site were demolished in the 1960s as part of the clearing of LeBreton Flats. The site faces Albert Street.



The lots across the street are currently landscaped, but they may be developed or changed with the renewal of Albert Street. As explained above, however, this CHIS is not examining the cumulative impacts that might result from both projects (the library development and renewal of Albert Street.)

### 1.3.7 Public Involvement

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The development of the design of the proposed OPL-LAC Joint Facility involved extensive public input through the Inspire555 program, including 211 participants attending three in-person workshops in four separate locations and 589 responses to online engagement activities. Due to COVID-19 conditions, a public Urban Indigenous Engagement session was replaced by a more direct engagement program that was still in process during the writing of the CHIS.

Through public input, the design for the building, circulation system, and grounds went through a series of changes related to the division of functions, interfaces with neighbourhoods and programming. The first concept showed the building as having distinct layers for the OPL, the LAC and shared public functions. The second concept presented itself as a series of three peaks, that generally aligned with the three functions. The final concept interlocked the three functions together, while simultaneously allowing individual requirements, such as levels of security and access, to be integrated into the design of the respective spaces of the OPL and LAC.

### 1.3.8 Heritage Value

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As confirmed with City of Ottawa heritage staff, the subject property has not been identified as having heritage value, but it is located in close proximity to a number of formally listed heritage resources, as well as on a key scenic route that leads to Parliament Hill. It is also located on land that was part of LeBreton Flats, which is the location of the Ottawa Water Works and is connected to Ottawa's early history.

## 2 Heritage Resource Descriptions and Histories

### 2.1 Formal Municipal Recognitions

This section provides information on formally recognized heritage properties that are located close to the subject site. Other heritage properties are likely to experience a direct impact from the development, but potential impacts and mitigation measures described in this CHIS could also be applied to the other properties if required.



Figure 6: The properties identified by the City of Ottawa that are to be considered for this CHIS are shown on this map, which also includes the rectangular outline of the subject property. The red dots indicate properties included on the City of Ottawa Heritage Register that are discussed in this CHIS. The named or addressed properties are designated through the Ontario Heritage Act as either individual properties or heritage conservation districts

#### 2.1.1 Designated Individual Properties

##### 2.1.1.1 Ottawa Water Works Complex – Values and Attributes

The Ottawa Water Works complex is a cultural heritage landscape comprised of the City Water Works Building at 10 Fleet Street, the old open aqueduct to the west including the headworks, the channelled tailrace to the north of the pumping station, and five stone bridges that cross the aqueduct. The bridges include four single-span bridges; the Canada Central Railway, Broad Street, Booth Street, and the combined Lloyd/Lett/Grand Trunk Railway bridge and the triple span Pooley's Bridge, located north of the pumping station. The complex was constructed in 1872-74, with additions to the Water Works building in 1888 and 1899.

The Ottawa Water Works is located on LeBreton Flats, west of downtown Ottawa.

By-law Number 22-82 designated the “City Waterworks Building on Fleet Street” under the provisions of the Ontario Heritage Act. The City of Ottawa’s Statement of Cultural Heritage Value for the designation and an updated draft statement that references the broader set of structures and the aqueduct are included as Appendix 1. The historic Ottawa Water Works was also recognized as an American Water Works Association Canadian Waterworks Landmark in 1981.<sup>3</sup>

The City of Ottawa’s first pumping station to distribute potable and fire-fighting water was built in the south-eastern quadrant of the Flats to plans prepared by engineer Thomas Keefer in 1873-74. The flow of water that drove the pumps was regulated by headworks at the intake on Nepean Bay; it was brought to the pumping station through an aqueduct built through the southern portion of the Flats between 1872 and 1875, following a former stream channel of the Ottawa River. A separate pipe installed in the aqueduct drew in water that was sanitized to the standards of the day. Eventually, the covered aqueduct was constructed to the north of the open aqueduct along what was Ottawa Street.

The heritage attributes associated with the Ottawa Water Works complex of historic resources includes elements connected to the Water Works Building, the aqueduct, bridges and views. The attributes are focused almost exclusively on the physical design, construction and appearance of the structures. The view that is most pertinent to this CHIS is the view north and south from Pooley’s Bridge of the tailrace and the Water Works Building. The covered aqueduct is part of the cultural landscape of LeBreton Flats but it has not received a formal review from the City of Ottawa to date.



Figure 7: Ottawa Water Works Building. The proposed development will sit on the bluff behind the building.  
Source: Contentworks, 2020.

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<sup>3</sup> American Water Works Association, “Water Landmarks Award,” online at: [www.awwa.org/Membership-Volunteering/Awards/Water-Landmarks-Award](http://www.awwa.org/Membership-Volunteering/Awards/Water-Landmarks-Award).



Figure 8: Ottawa Water Works, with a corner of the building on the left, and the aqueduct in the foreground. The proposed development will sit on the bluff behind the building. Source: Contentworks, 2020.



Figure 9: Proposed OPL-LAC Joint Facility concept from the perspective of the photograph above. Source: <https://inspire555.ca/library-archives-design/>.

### 2.1.2 494 Albert Street and 504 Albert Street

Two properties at 494 and 504 Albert Street were expropriated in the 1980s by the Regional Municipality of Ottawa-Carleton as part of a larger plan to retain the land under or near –

Built circa 1864 and designed in the Second Empire style, 494 Albert Street is an excellent small-scale example of the style and a surviving example of homes that were part of the large residential neighbourhood that extended west and south of Ottawa’s commercial core. It is owned by the City.



Figure 10: 494 Albert Street, main elevation. Source: Google streetview, May 2019.

The building at 504 Albert Street was remodelled and expanded around 1889 from a one-and-a-half-storey, stone structure (as seen in its stone walls) originally built c 1864. The eclectic



building with Queen Anne and Tudor Revival detailing was well suited to its owner, Morley Donaldson, who was superintendent of the Canada Atlantic Railway. The building sits on Albert Street, directly to the east of the OPL-LAC site.



Figure 11: 504 Albert Street, west side elevation facing towards the OPL-LAC Joint Facility site. Source: Contentworks, May 2020.

### 2.1.3 Heritage Conservation Districts

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#### 2.1.3.1 Lorne Avenue Heritage Conservation District – Values and Attributes

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The Lorne Avenue HCD (By-law 2005-13) was designated under Part V of the Ontario Heritage Act in 2005. Lower Lorne Avenue (between Albert Street and Primrose Avenue) is a homogeneous, well-preserved street, typical of the type of housing built in Ottawa for the working class from 1900 – 1907 but is also an important remnant of construction on LeBreton Flats following the Great Fire of 1900. Lorne Avenue’s cultural heritage significance is enhanced by the fact that its character is representative of the type of residential streetscape that was eliminated when the LeBreton Flats community was levelled in the early 1960s.

The continuing conservation of the Lorne Avenue HCD requires all development along Albert Street to be mindful of additional pressures on the district’s built heritage and landscape from traffic and parking. This issue will be considered in the review of applications for the development of the parcel on the north side of Albert Street east of Booth Street, directly across from Lorne Avenue.



Figure 12: Lorne Avenue (west side), in the Lorne Avenue HCD. Source: Contentworks, 2020.



Figure 13: Map showing the boundaries of the Lorne Avenue HCD. Source: City of Ottawa.

### 2.1.3.2 Cathedral Hill Heritage Conservation District – Values and Attributes

The Cathedral Hill HCD (By-law 286-89) is located east of LeBreton Flats. The district was designated by the City of Ottawa in 1989. The west and north boundaries extend along Wellington Street from Albert Street along the ridge that serves as the north-western edge of Centretown. In 2011, a partnership between a developer and the Anglican Church resulted in the extensive redevelopment of the vacant lands and some heritage buildings within the HCD for an office tower, a residential condominium tower and townhouses flanking the Cathedral.

The HCD has cultural heritage value as a grouping of architecturally significant buildings centred on Christ Church Anglican Cathedral. The buildings of the HCD are an important landmark in Ottawa that is visible from the nearby Garden of the Provinces, LeBreton Flats and Confederation Boulevard. Properties on the Heritage Register.



Figure 14: Christ Church Cathedral, looking west on Sparks Street towards the new development in the HCD. The Juliana Apartments building is obscured by the tall condominium development in the HCD. Source: Contentworks, May 2020.

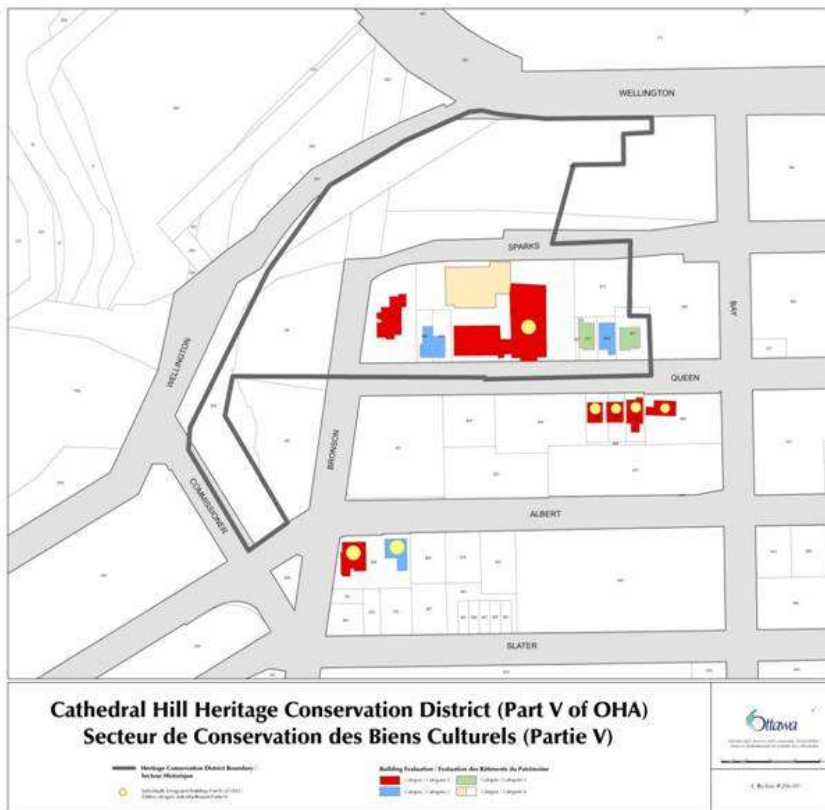


Figure 15: Map showing the boundaries of the Cathedral Hill HCD. Source: City of Ottawa.



## 2.1.4 Properties on the Heritage Reference List

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### 2.1.4.1 Juliana Apartment Building, 100 Bronson Avenue

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The 13-storey Juliana Apartment Building was completed in 1962 to the design of Peter Dickinson and Associates, Alistair Ross and Peter Douglass. It is a modernist building clad in pebble-finish concrete panels with grey slate details, and glass panels on balconies. It is perched on the escarpment looking over LeBreton Flats. The southwest corner of the building will be about 55 m from the east wall of the OPL-LAC building.

Figure 16: Juliana Apartments, 100 Bronson. Source: Contentworks, May 2020.

### 2.1.4.2 Hillview, 481 Slater Street

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The house at 481 Slater Street was constructed c 1901. It is a brick house, two-and-a-half storeys in height with brick cladding and Tudor Revival detailing. It is a vernacular example of eclectic Edwardian-era styling, combining elements from the Queen Anne and Gothic Revival idioms. The house is divided into apartments. The property is part of a parcel of land available for sale as a redevelopment opportunity that includes 99 Bronson Avenue, 481 Slater Street, 479 Slater Street, 475-477 Slater Street, 467 Slater Street and 488 Albert Street.<sup>4</sup>

Figure 17: Hillview, 481 Slater Street. Source: <https://sleepwellmanagement.com/wp-content/uploads/2020/04/481-Slater.jpg>, accessed 25 May 2020.

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<sup>4</sup> See prospective sheet at: <https://www.collierscanada.com/en-ca/properties/slater-station-28328-square-foot-land-assembly-in-ottawas-downtown-core/CAN-481-slater-street-ottawa-ontario-canada/can2003372>. Accessed 25 May 2020.



#### 2.1.4.3 479 Slater Street

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The house at 479 Slater Street was constructed c 1900. It is a brick house, two-and-a-half storeys in height with brick cladding. It is a vernacular example of eclectic late-Victorian-era domestic architecture.

Figure 18: 479 Slater Street. Source: City of Ottawa Heritage Register Map

#### 2.1.4.4 475-7 Slater Street

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The semi-detached residential building at 475-7 Slater Street is a handsome example of eclectic Edwardian-era architecture built c 1900. It is a brick clad with a combination of Queen Anne and Italianate elements.

Figure 19: 475-7 Slater Street. Source: City of Ottawa Heritage Register Map.

#### 2.1.4.5 684-686 Albert Street

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The building at 684-686 Albert Street is a two-and-a-half storey brick semi-detached residence clad in brick that may have been built to contain two units on each of the main floors. It is a vernacular design that is typical of Edwardian Classicism.

Figure 20: 684-686 Albert Street. Source: Google streetview, image May 2019.

#### 2.1.4.6 4-6 Empress Avenue

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The building at 4-6 Empress Avenue, just south of Albert Street, is a two-and-a-half storey brick semi-detached residence clad in brick that may have been built to contain two units on each of the main floors. It is a vernacular design that is typical of Edwardian Classicism.

Figure 21: 4-6 Empress Avenue. Source: City of Ottawa Heritage Inventory Project Property Information Sheet, n.d.

#### 2.1.4.7 694-696 Albert Street

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The semi-detached residences at 694-696 Albert Street are very typical of residential construction on LeBreton Flats following the fire of 1900. This Italianate two-storey building erected c 1910 is brick structure with a wooden cornice and segmental arch windows. The covered front two-storey porch has been replaced with an open porch.

Figure 22: 694-696 Albert Street. Source: Source: City of Ottawa Heritage Inventory Project Property Information Sheet, n.d.

#### 2.1.4.8 698-700 Albert Street

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The semi-detached residences at 698-700 Albert Street are very typical of residential construction on LeBreton Flats following the fire of 1900. This Italianate two-storey building erected c 1902 is brick structure with a wooden cornice and segmental arch windows. The covered front two-storey porch in a Classical style appears to be original.

Figure 23: 698-700 Albert Street. Source: Contentworks, May 2020.

## 2.2 Other Heritage

### 2.2.1 LeBreton Flats

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LeBreton Flats has a long history (at least 8,000 years) of use by Indigenous Peoples and a much shorter history as a site of industrial, transportation and residential development. The Algonquin presence was clear to newcomers, as testimony in both written and oral records demonstrates. While the area's development from the early 19<sup>th</sup> century onwards erased the original forested landscape, a sense of a place connected to its ancient history remains strong due to its location near Chaudière Falls and the escarpment that rises above the Flats.

LeBreton Flats' period of intense development as a civic space for industrial, transportation, commercial and residential uses began in the mid 1800s and ended abruptly in the early 1960s with the clearing of the Flats by the federal government for redevelopment. Remnants of the urban landscape that predate the clearing of the Flats are found south of Albert Street along residential streets, but these pockets of old homes are only a fragment of the remarkably diverse neighbourhood that spread out from what is now Bayswater Street to Bronson Avenue and south to the escarpment.

LeBreton Flats is a cultural landscape of local, regional, provincial and national heritage significance. It formed part of the ancestral territory of the local Algonquin Anishnabeg communities. It was an integral part of the first generation of Euro-Canadian settlement to the area in the early 19<sup>th</sup> century, and was central to the social, economic and industrial development of Canada's Capital Region for a hundred and fifty years. Its pioneering role in the timber trade and electric power generation shaped the region's industrial development.

Until the clearing of LeBreton Flats by the National Capital Commission in the 1960s, LeBreton Flats was a distinct community. Its industrial, transportation and commercial plants were situated near homes of workers and their families who kept machinery running and operated businesses important to the entire region. A remnant of the housing remains within the Lower Lorne Avenue Heritage Conservation District.

The clearing of the Flats envisaged in the Plan for Canada's Capital (1950) represented one of the largest examples in Canada of state-led urban renewal aimed at reshaping urban landscapes around modernist ideals. For decades, however, only a small part of the renewal plan was implemented, namely, the Ottawa River Parkway (now the Sir John A. Macdonald Parkway).

The archaeological work that has taken place since the 1990s has made the LeBreton Flats one of the most intensively studied archaeological resources in Ontario. The archaeological investigations and resulting artifacts offer rich insight into the diverse vocations of the Flats over time. It has been proven to be a rare and valuable record of a highly influential part of 19<sup>th</sup> and early 20<sup>th</sup> Century Ottawa.

## 3 Proposed Development

### 3.1 Designers

The building was designed by Diamond Schmitt Architects with KWC Architects Inc. and with landscape design by PFS Studio. The design team engaged with the public in multiple open houses and online to understand public needs and preferences, and to get input and ideas for the design as it progressed. Over 4,000 participants contributed to the engagement process.

### 3.2 Overview of the Building Program

The planning principles outlined for the development are:

- Planning and framework compliance
- Design excellence
- Heritage conservation
- User/visitor experience and universal accessibility
- Environmental sustainability
- Public art and interpretation
- Consultation

To address these principles, the designers and its clients (OPL and the LAC) engaged with the general public and key stakeholders and advisory organizations, including the City of Ottawa, the NCC, Ottawa's Urban Design Review Committee and the Joint Design Review Panel.

The OPL-LAC Joint Facility is aiming for LEED Gold Certification. It will be approximately 20,000 m<sup>2</sup> in size with 61% of the space allocated to the main branch Ottawa Public Library and 39% of the space assigned to the Library and Archives Canada.<sup>5</sup> The two institutions are controlled by separate levels of government and operate with distinctive obligations concerning hours of operation, security, privacy, archival conservation requirements, etc. While the structure presents itself as a unified whole, it manages to retain the functional independence of each institution while allowing them to share a large portion of public spaces, building services and amenities indoors and outside. Spaces dedicated exclusively to each one of the two institutions will include reading and reference rooms, controlled areas, administrative offices, etc.

The facility will contain 21 functional components made up of OPL-only spaces, LAC-only spaces, and shared spaces. The shared spaces will enhance the complementary but unique nature of OPL and LAC services, and will include:

- Exterior Spaces – a shared outdoor space for programs and activities, acting as an interface between the building and the public realm
- A Main Entrance and Town Square – a shared entrance space with access to OPL and LAC spaces, and meeting spaces, featuring a café and Gift Shop
- Public Forum and Meeting Spaces – large multipurpose spaces for programming and events for the community, as well as both OPL and LAC

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<sup>5</sup> National Capital Commission, Ottawa Public Library (OPL)/Library and Archives Canada (LAC) – Joint Facility Schematic Design and Public Engagement, ACPDR, May 16-17, 2020. Presentation.



- An Exhibition Gallery – museum-quality spaces featuring exhibitions of rare and unique LAC collections, travelling exhibitions; and OPL and City of Ottawa community exhibitions
- A Genealogy Centre – a one-of-a-kind research space offering OPL and LAC services and collections.

The OPL-LAC Joint Facility building is oriented with the long side running roughly on the east/west axis with the main entrance located on the southeast corner facing Albert Street. Additional entrances are found on each side, including a second entrance on the south side and a corner entrance leading to primary outdoor spaces on the northwest corner.

Level 1 is near grade; two levels for parking and services are located below. The building rises 5 levels (24 m in total) above grade. A four-storey atrium above the “Town Hall” will be surmounted by a roof that will draw in light from horizontal roof windows slotted into folds of the roof. The roof structure of concrete piers, steel struts and wood-framed panels will be visible inside and through the windows from the outside.



Figure 24: Concept drawing of the main (north) elevation on the east end showing the entry plaza area for the OPL-LAC Joint Facility, 555 Albert Street. Source: <https://inspire555.ca/library-archives-design/>.



Figure 25: Concept drawing of the main (north) and west elevations at the end of the entry drive for the OPL-LAC Joint Facility, 555 Albert Street. Source: <https://inspire555.ca/library-archives-design/>.



Figure 26: Concept drawing of the main (north) elevation of the OPL-LAC Joint Facility in winter, 555 Albert Street.

Source:

<https://inspire555.ca/library-archives-design/>.



Figure 27: Concept drawing of the atrium of the OPL-LAC Joint Facility. Source:

<https://inspire555.ca/library-archives-design/>.



Figure 28: Concept for the two-storey reading room on the top level of the OPL-LAC Joint Facility. Source:

<https://inspire555.ca/library-archives-design/>.

The footprint of the building covers about 60% of the site. The grounds of the site are planned to include spaces designed as a reading garden, amphitheatre, gathering circle, library plaza and terrace. The grounds will be connected to the region's multi-use path system that will also provide a pleasant path to Pimisi Station.

### 3.3 Architectural Design and Style

The OPL-LAC Joint Facility is a contemporary structure designed in an expressive modern style that links visually and symbolically to the surrounding landscape and its history. While the main public entrance to the Joint Facility will be on the south side facing Albert Street, the most important elevations of the building are facing west and north overlooking the Ottawa River and LeBreton Flats. From within the building, the reading rooms on these sides will open to dramatic views of the Ottawa River and be bathed in north light that is prized for document reviews and casual reading.<sup>6</sup>

The expressive style of the building is seen in its forms and materials. Most of the exterior walls will be clad in Warton limestone, with the exact finishes yet to be determined. The goal is to ensure a sufficient complexity of texture across the stone faces. The stone facing, combined with the angled and curved shape of the walls will be reminder of sedimentary rock layers of the escarpment that links the site to Parliament Hill. Clear-coated wood is used as a noble material on street-level entrances and soffits, and for the massive timber roof that will be visible through the windows of the top storey. The structure's generous use of curvilinear and organic forms for the walls and roof speak not only to the Ottawa River and the contours of the area's topography, but also, in a related way, to Indigenous ways of knowing and living. As per the iconic Canadian Museum of History designed by Douglas Cardinal, the curves reinforce the idea of continuity and the sense of connection between people, nature and the spiritual world. The shape also echoes the Ottawa River, not only as the heart of the Capital region, but also as a symbol of the waterways that bind Canada together.

Wood, stone, concrete and glass are positioned as complementary materials. Outside, soft surfaces are highlight through designs that include hard elements that frame views and allow closer access without damaging fragile plantings.

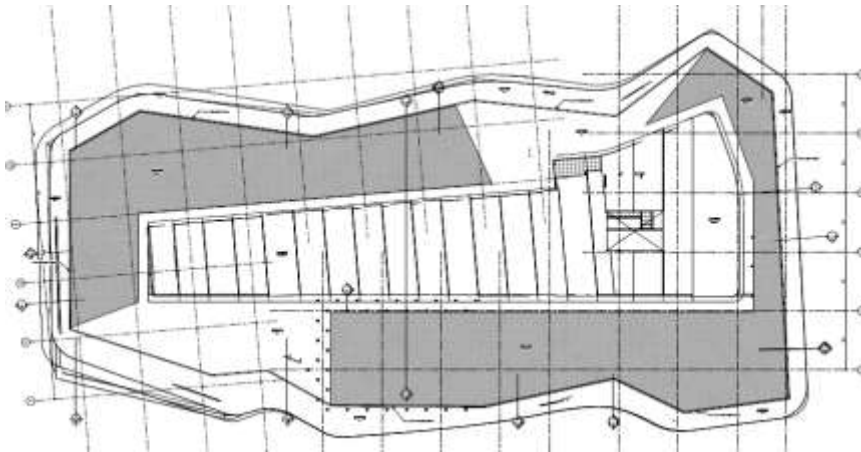


Figure 29: Roof plan illustrating the green roof areas in solid grey. Source: Diamond Schmitt Architects/KWC, JDRP Presentation, February 2020.

Carpets of grasses will cover most of the undulation slopes of the building's roof on all sides, with the centre part of the roof opening to a set of sawtooth clerestory windows that will draw north light into the atrium. In addition to helping meet sustainability goals, the green roof will become a key visual element when looking down towards LeBreton Flats, including views to the west along Albert Street.

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<sup>6</sup> The current Library and Archives Canada building features large reading rooms that overlook the Ottawa River. For researchers, the quality of the light, the floor-to-ceiling windows, and the large scale of these rooms heightened awareness of the importance of Library and Archives Canada as an institution with a mission of national value.





Figure 30: Modeled view of the OPL-LAC Joint Facility looking west on Albert Street. The current design would show the green roof as covering about a portion of this view in the light pink area.  
Source: NCC, May 2019.

### 3.4 Outdoor Spaces and Landscape

The OPL-LAC Joint Facility has been planned with a series of outdoor spaces, including a reading garden, gathering circle, library plaza and amphitheatre. Hard surfaces that extend on all sides of the building will provide barrier-free access to its multiple entrances. The amphitheatre area is proposed as a multi-purpose space with the potential of including a water feature in the centre that would operate when the amphitheatre is not in use for other purposes. Long benches are proposed for seating around the reading and gathering areas. Most of the green spaces will be concentrated on the west side of the building where visitors will arrive from Pimisi Station or the bus on Albert Street.

While designed exclusively as a green roof to sustainable design principles, rather than a green roof-top terrace as outdoor space, the greened slopes of the roof are part of the landscape treatment by softening views of the building from all sides.



Figure 31: Landscape plan, February 2020.  
Source: Diamond Schmitt Architects, PPS Studio, JDRP Presentation.

### 3.5 Circulation (Exterior)

The circulation system is designed to handle about 5,000 or more visitors per day, as well as staff and suppliers. Visitors and staff arriving from Pimisi Station would normally enter on the lower level on the northwest end of the building, but there will also be two public entrances on Albert Street. Based on the current concept for the realignment of Albert Street, the building will be set back 10 m from the street, with allowance for a sidewalk, cycle track, a row of trees, and parking curb signed for drop-offs, ParaTranspo, emergency vehicles, etc. Visitors and staff using underground parking will enter on the northeast end of the building on Commissioner Street. The bus platform, which includes a shelter, will be long enough for







Figure 34: Modeled view looking east along the LRT line with a block sketch of the proposed building inserted. Source: NCC, May 2019.



Figure 35: Modeled view looking south from the Ottawa Water Works tailrace with a block sketch of the proposed building inserted. Source: NCC, May 2019.



Figure 36: View to the west at the height of the upper floors of the proposed building. Source: NCC, May 2019.



Figure 37: View to the east at the height of the upper floors of the proposed building. Source: NCC, May 2019.

### 3.6.1 OPL-LAC Joint Facility Public Art and Interpretation

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Jason Bruges Studio was awarded the “Artist on Design Team” commission for the Ottawa Public Library-Library and Archives Canada Joint Facility (OPL-LAC Joint Facility). Seventy-four national and international artists submitted their work for consideration during a two-stage competitive process. The project will also include an Indigenous Art and Placemaking Program led by an Indigenous Curator to recognize, support and value Indigenous art and cultures. Consultation with Anishnabe Algonquin People are in process to more fully development public art and interpretation plans.

## 4 Impact of Proposed Development

### 4.1 Description of Potential Impacts

This section outlines the impacts that might be expected from the OPL-LAC Joint Facility project. Impacts are considered by examining specific criteria identified in the City of Ottawa's guide to writing a CHIS, as well as standards and guidance from the *Standards and Guidelines for the Conservation of Historic Places in Canada* and the *Provincial Policy Statement*.

Extracted for the City of Ottawa's CHIS guidelines, characteristic positive impacts that might be pertinent to the development are:

- Restoration of an historic streetscape or enhancement of the quality of the place

Due to the nature of the development and its emphasis on sharing stories about LeBreton Flats and the area's history and Indigenous connections, the City asked that a related potential positive characteristic to be considered:

- Contributing to an understanding of heritage resources and values in the area.

Extracted for the City of Ottawa's CHIS guidelines, characteristic negative impacts that might be pertinent to the development are:

- Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building
- Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape
- Obstruction of significant identified views or vistas related to the heritage value of resources
- Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship
- Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource

The most relevant standards from the Standards and Guidelines for examining the potential impacts are [to be confirmed]:

Standard 1: Conserve the heritage value of an historic place.

In considering the policy directions of the *Provincial Policy Statement, 2020*, objectives are directly related to heritage are:

1.7.1 e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes

2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and



archaeological resources.

These objectives need to be balanced against other policy objectives relevant to the OPL-LAC Joint Facility project, such as:

1.6.1 “Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they are: a) financially viable over their life cycle, which may be demonstrated through asset management planning; and b) available to meet current and projected needs.

1.7.1 f) promoting the redevelopment of brownfield sites

2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

#### 4.1.1 Impacts from Other Projects in the Area

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The OPL-LAC Joint Facility is only one of several projects that are either actively underway or planned for the area that have potential to impact all or most of the heritage resources discussed in this CHIS. The fluidity of development programs and the likelihood that there will be a cumulative impact that is more than the sum of each of the programs makes it difficult to assess the subject project independently. This reality should be considered when considering impacts and mitigation measures proposed in this CHIS for the single project. Some of the projects are:

Further development of East LeBreton Flats, with potential impact on the Old Aqueduct

- The general development of LeBreton Flats, with potential impact on all resources noted in this CHIS, but especially the Lorne Avenue HCD and buildings on Albert Street and Bronson Avenue
- Proposed development of 584 Wellington Street, immediately west of 555 Albert Street, with potential impact on the Lorne Avenue HCD and buildings on Albert Street west of Bronson
- Reconfiguration and redesign of Albert and Slater streets, with potential impact on all resources noted in this CHIS, but especially the Lorne Avenue HCD and buildings on Albert Street and Bronson Avenue
- Proposed redevelopment of 99 Bronson Avenue, 481 Slater Street, 479 Slater Street, 475-477 Slater Street, 467 Slater Street and 488 Albert Street, affecting 494 Albert Street and 504 Albert Street

## 4.2 Summary of Positive Heritage Impacts (CHIS Guidelines)

Type	Comments	Impacted Properties
<b>Enhancement of the quality of the place</b>		
<p>The proposed development will create a landmark of shared importance to the city and the Capital and help strengthen the connection between LeBreton Flats and Ottawa’s core.</p> <p>The quality of the design of the development will help beautify and clarify the role of Albert Street as a Scenic Route in the Capital from both directions, but especially from downtown going west where the building will be very visible, appearing almost as a terminal point for the street.</p> <p>The quality of the streetscape in relation to appreciating the heritage buildings in the area and retaining their viability in remaining in place will depend to a greater extent on the treatment of the Albert Street and Slater Street reconfiguration and any development that occurs closer to these buildings.</p> <p>The use of limestone cladding on the new building will help reinforce an appreciation of the importance of limestone in the development of Ottawa as the Capital, as also seen in the Ottawa Water Works.</p>	<ul style="list-style-type: none"> <li>• Ottawa Water Works (medium)</li> <li>• Lorne Avenue HCD (low)</li> <li>• All individual heritage properties on Albert Street west of Empress Avenue (low)</li> <li>• 504 Albert Street (low)</li> <li>• 494 Albert Street (low)</li> <li>• Cathedral Hill HCD (low)</li> </ul>	
<b>Contributing to an understanding of heritage resources and values in the area and neighbourhoods</b>		
<p>The proposed OPL-LAC Joint Facility will be a key cultural destination and service in Ottawa and the Capital. The project will deliberately convey heritage ideas and information through its materials, forms, landscape treatment, and programming of exhibit areas and meeting spaces. Public artwork, such as fountains and sculptures, will also contribute to the valuation of the area’s history and heritage.</p> <p>One of the key goals of the project is to enhance access to and visibility for national collections and resources.</p> <p>The use of a Curator for Indigenous collections and placemaking is an important indicator that the intentions of the public art, interpretation and sense of place will be realized. Further mitigation measures could be considered.</p>	<ul style="list-style-type: none"> <li>• Ottawa Water Works (medium)</li> <li>• Lorne Avenue HCD (medium)</li> <li>• Cathedral Hill HCD (low)</li> <li>• All other heritage properties, as well as Ottawa’s Indigenous heritage and realities, LeBreton Flats, the Ottawa River, Ottawa and the Capital (medium-high)</li> </ul>	

### 4.3 Adverse heritage impacts (CHIS Guidelines)

Type	Comments	Impacted Properties
<b>Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance of a building</b>		
<p>The proposed project will not affect the historic fabric or appearance of any heritage building. As per the mitigation section of this CHIS, it is fully anticipated that seismic impacts on all nearby buildings from construction will be considered by the architects and engineers in planning the building.</p>	<ul style="list-style-type: none"> <li>• Ottawa Water Works (low)</li> <li>• Juliana Apartments (low)</li> <li>• 504 Albert Street (low)</li> <li>• 494 Albert Street (low)</li> </ul>	
<b>Shadows created that obscure heritage attributes or change the viability of the associated cultural heritage landscape</b>		
<p>The shadow study completed for the project shows that most shadowing will occur on the following heritage resources at the following times:</p> <p>Ottawa Water Works – 8 am spring/autumn equinox, partial shadow dropping to no shadow before noon; 9 am winter solstice, full shadow dropping to no shadow by noon.</p> <p>Juliana Apartments – 3 pm winter solstice, shadow on the south half but no shadow at noon.</p> <p>The impact will be minimal on both buildings.</p>	<ul style="list-style-type: none"> <li>• Ottawa Water Works (low)</li> <li>• Juliana Apartments (low)</li> </ul>	
<b>Obstruction of significant identified views or vistas related to the heritage value of resources</b>		
<p>Designation and listing information about the municipal heritage properties considered in this CHIS, other than for the Ottawa Water Works, do not list views in a description of heritage attributes or objectives. Nonetheless, the following views are likely of importance for an appreciation of the heritage value of selected resources:</p> <ul style="list-style-type: none"> <li>• Inward and outward views within and to the Cathedral Hill HCD</li> <li>• Interruptions or changes to views in a manner that could detract from the appreciation of the Ottawa Water Works as a complex that includes the five stone bridges and the aqueduct</li> </ul> <p>No internal views of any resources will be changed.</p>	<ul style="list-style-type: none"> <li>• Cathedral Hill (no impact); views of the the Cathedral spire are already extremely limited from the southwest by high-rise buildings</li> <li>• Ottawa Water Works (no impact). The key views are from the aqueduct level that provide an appreciation of the historic connection among the features of the water works (bridges, aqueduct and pumphouse) – this view will not change; the</li> </ul>	

	views from the new building could raise an appreciation of the design of the water works, which draws water from the river above the Chaudière Falls and creates power as the water drops to the level of the tailrace.
<b>Isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship</b>	
<p>The proposed project is of a much larger scale than any nearby buildings, including all heritage properties considered in this CHIS. Most of the buildings, including the Ottawa Water Works, are only two-and-a-half storeys in height. Until the clearing of LeBreton Flats in the 1960s, almost all buildings in this portion of the area were similar in scale to the heritage buildings. With development of the OPL-LAC Joint Facility, the potential exists to further fragment an appreciation of the historic connections between the areas east and west of Bronson Avenue.</p> <p>The impact from increased traffic is difficult to assess due to the numerous changes that are underway in the area, especially the development of LeBreton Flats.</p>	<ul style="list-style-type: none"> <li>• Lorne Avenue HCD (low)</li> <li>• All individual heritage properties on Albert Street west of Empress Avenue (low)</li> <li>• 504 Albert Street (low)</li> <li>• 494 Albert Street (low)</li> <li>• Ottawa Water Works (low)</li> <li>• Cathedral Hill HCD (low)</li> </ul>
<b>Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect a cultural heritage resource</b>	
As per the mitigation section of this CHIS, it is fully anticipated that any changes to the grade and work related to grading that might have an adverse impact on the Ottawa Water Works and the aqueduct will be considered by the architects and engineers in planning the building.	<ul style="list-style-type: none"> <li>• Ottawa Water Works (low)</li> </ul>

#### 4.4 Consideration of the Standards and Guidelines

The most relevant standard from the Standards and Guidelines for examining the potential impacts is *Standard 1: Conserve the heritage value of an historic place*. As per the discussion on cumulative and distinct impacts from isolation of a heritage resource or part thereof from its surrounding environment, context or a significant relationship the numerous projects underway in the area, the direct impacts from the OPL-LAC Joint Facility on specific resources would be characterized as either none or low.



## 4.5 Consideration of the Provincial Policy Statement

Objectives of the *Provincial Policy Statement, 2020* directly related to heritage to be considered are:

**2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.**

No significant built heritage resources or significant cultural heritage landscapes are impacted by the proposed development if, as expected, precautionary work is undertaken to limit or eliminate damage from construction on adjacent properties, specifically the Ottawa Water Works and the Juliana Apartments.

**2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.**

The heritage attributes identified for all heritage resources will not be impacted by the development, if, as expected, precautionary work is undertaken to limit or eliminate damage from construction on adjacent properties, specifically the Ottawa Water Works and the Juliana Apartments.

**2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.**

The project includes direct engagement by federal and provincial representatives with Indigenous communities through various techniques.

# 5 Alternatives, Mitigation and Conclusion

## 5.1 Alternatives

The design project has undergone several iterations, many as a direct result of reviews by the public and design-review panels. Interfaces between the building and its neighbourhood, public pathways and streets have been the focus of many discussions, as well as the use of public art and other devices to tell the story of LeBreton Flats, the Capital, and Indigenous communities, especially Anishnabe Algonquin People.

## 5.2 Mitigation

### 5.2.1 Construction Period

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The staging of construction materials and supplies should be planned in a way that will not cause any physical damage to and have a negative impact on the viability of heritage resources, including individual buildings and the Heritage Conservation Districts. A plan for the full term of the construction period should be in place.

Geotechnical studies and plans should be in place to reduce the risk of damage from construction on the Ottawa Water Works, the slope going down towards the aqueduct and water works building, and the Juliana Apartments.

Construction noise, dust and vehicles will have an impact on the beauty and peacefulness of the neighbourhood, which contains many heritage resources. Consideration should be given to creating incentives for owners and occupants to continue to live in and maintain the properties that will be most affected by construction, especially those on Albert Street and Bronson Avenue.

### 5.2.2 Telling the Stories

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The scale of the building and its grounds, combined with the multiple stories that could be expressed through public art, materials, signage and other interpretation techniques could become confusing and uneven without a coordinated approach. The proposed use of vertical water jets in a fountain area, for example, seem less convincing as an evocation of the important of the Ottawa River to Canada's history than a design focused on flowing water. A consolidated interpretation and public programming plan is one of the options that could be considered.

### 5.2.3 Recycled Construction Materials

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The story of LeBreton Flats includes the re-use of materials from its early history, but especially with the continuously evolving industrial works in the area. Consideration might be given to an explicit use of recycled materials, including stained glass windows saved from the demolition of Western United Church and the windows in the current main branch of the OPL. Materials could also include bricks that are said to have been collected and stored by the City of Ottawa during the demolition of LeBreton Flats. Recycling would also contribute to the sustainability goals of the project.

### 5.2.4 Ralph Wallace Burton Collection

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The City of Ottawa's art collection includes the wonderful collection of works by Ralph

Wallace Burton that document the Flats before the clearing. These works could become the centrepiece of a public display in the main hall of the building.

### 5.3 Conclusion

The design for the development of 555 Albert Street into the OPL-LAC Joint Facility has undergone several reviews with extensive public input. The project is a catalyst for the revitalization of LeBreton Flats and provides a multi-functional platform for conveying not only the history of the area and the Capital, but also for helping extend the architectural excellence of the Capital's iconic building's westward. In the opinion of the author of this CHIS, the project will, on balance, have a positive impact on all heritage resources discussed in this report. Mitigation measures are proposed to either reduce risks even further and strengthen positive impacts.

# Appendix 1: Heritage Statements and Objectives

## Draft Statement of Cultural Heritage Value for the Ottawa Water Works, LeBreton Flats – Bylaw 22-82

The following Statement of Cultural Heritage Value for the Ottawa Waterworks is a draft document written by staff. It has not been formally reviewed and approved by the City.

### **Description of Property**

The Ottawa Water Works complex is a cultural heritage landscape comprised of the City Water Works Building at 10 Fleet Street, the open aqueduct to the west including the headworks, the channelled tailrace to the north of the pumping station, and five stone bridges that cross the aqueduct. The bridges include four single-span bridges; the Canada Central Railway, Broad Street, Booth Street, and the combined Lloyd/Lett/Grand Trunk Railway bridge and the triple span Pooley's Bridge, located north of the pumping station. The complex was constructed in 1872-74, with additions to the Water Works building in 1888 and 1899. The Ottawa Water Works is located on LeBreton Flats, west of downtown Ottawa.

### **Heritage Value**

The Ottawa Water Works has cultural heritage value for its role in the early development of municipal water works systems in Canada, its association with local engineer Thomas Coltrin Keefer, its design and physical value and its contextual value as an cultural heritage landscape and the only remaining historic structures on LeBreton Flats.

#### *Associative or Historic Value*

The Ottawa Water Works has historic value as an early example of a municipal water works systems built in the late 19<sup>th</sup> century. The Carleton Country fire of 1870 and the Great Chicago fire of 1871, combined with a desire to provide clean drinking water, led Ottawa City Council to engage Thomas Coltrin Keefer to oversee the design and construction of the Water Works building and aqueduct in 1872. In 1870, there were only seven municipal water works in Canada. During the following decade, 23 systems were constructed, including the Ottawa system and by 1900 there were 235 municipal systems. The Ottawa Water Works has cultural heritage value for its continued use in the provision of clean drinking water to the city of Ottawa.

The Ottawa Water Works has historic value for its association with Thomas Coltrin Keefer, a prominent Ottawa and one of the leading civil engineers in Canada in the mid-19<sup>th</sup> century. Early in his career Keefer worked on the Welland and Erie Canals and in 1845 he was appointed engineer in charge of timber slides and river works for Bytown. Keefer settled in Ottawa, but continued to be involved in large scale engineering projects elsewhere including the Montreal Water Works (1853) and Hamilton Water Works (1859). Keefer first prepared plans for the Ottawa Water Works in 1859. Keefer is commemorated for his engineering works as a National Historic Person and the plaque is located at the Water Works building.

The Water Works building also has cultural heritage value for its association with prominent Ottawa architect Edgar L. Horwood. Horwood designed the 1899 expansion to the pumping station. Horwood practiced privately in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries before being appointed Chief Dominion Architect in 1915, a post he held for two years, after which he returned to private practice for the remainder of his career. He designed several well-known buildings in Ottawa including the Britannia Yacht Club and several public schools including



First Avenue and Mutchmor.

The earliest structure in the Water Works complex is Pooley's Bridge which was constructed by Alexander Sparks in 1872 to the specifications of City of Ottawa Engineer George Hugo Perry. Pooley's Bridge has associative value as the oldest remaining structure from Ottawa's municipal development program of the 1870s to establish permanent infrastructure. Other projects from this era include the first City Hall (burned 1931), the first civic park at Major's Hill, and the pumping station. Pooley's Bridge has historic value for its age and continued use as a bridge; it is the oldest bridge in Ottawa and it is considered the second oldest stone arch bridge in Ontario.

#### *Design Value*

The Water Works building has design value as a good example of late 19<sup>th</sup> century industrial building. It is a two storey flat roofed building constructed in phases beginning in 1873-74. The original Keefer building was a one storey structure with a mansard roof. In 1888, additional pumps were installed in a ground floor addition designed by local architect E.L. Horwood. In 1899, the mansard roof was removed and a second storey, flat-roofed addition was added. The building is well-detailed, and includes rusticated stone arches and voussoirs, pairs of segmentally arched windows on the ground floor and round arched windows on the second storey.

Pooley's Bridge has design value as a large, triple arched, closed-spandrel stone bridge. The bridge over the channelled tailrace is a good and rare example of a large stone bridge in Ottawa and is a representative example of 19<sup>th</sup> century bridge design.

The aqueduct has design value for its industrial and intentionally rustic character. Hewn from the bedrock, it is a unique industrial structure in Ottawa. It is characterized by its uneven stone edges, gradually sloping sides with soft landscaping and limestone pitching and the four low, single span stone bridges that cross it.

The Ottawa Water Works has design value for its innovative engineering; the Water Works took advantage of a natural depression on the flats for the open aqueduct and rather than using the steam-driven pumps that were typical of the period, the pumps were hydraulic. Water was drawn in from the headworks above the Chaudière Falls and fed through the open aqueduct to waterwheels connected to two large pumps. A clear water pipe in the aqueduct provided clean drinking water to the municipal system. The pumps have been replaced over time but the headworks and open aqueduct remain.

#### *Contextual Value*

Contextually, the Ottawa Water Works complex has heritage value as a cultural landscape and as the last remaining set of 19<sup>th</sup>- century structures on LeBreton Flats. LeBreton Flats was a vibrant, working class community linked to the logging industry on the Ottawa River nearby, and was home to foundries and other industry. The neighbourhood was completely cleared in the 1960s as part of the NCC's Gréber Plan and the larger trend of urban renewal in the mid 20<sup>th</sup> century.

The landscape of the Water Works complex also contributes to an understanding of the former link to Ottawa's 19<sup>th</sup> century railway system, as evidenced in the arrangement of the bridges over the aqueduct which reflect the former railway and road patterns.

The structures that comprise the Ottawa Water Works are linked by the aqueduct channel, the connection to the Ottawa River and common design elements of the bridges, creating a picturesque cultural landscape. As the only remaining historic structures, they are important in defining the character of the area and are landmarks on LeBreton Flats.

## Heritage Attributes:

The following attributes of each structure contribute to the overall understanding and heritage value of the Ottawa Water Works complex.

### Water Works Building

- two-storey massing with one storey, flat roofed addition at south end of building
- rusticated limestone construction, laid in even courses
- flat roof with bracketed metal cornice
- five square stone chimneys
- heavy limestone secondary cornice between the first and second storey featuring brackets and smooth stone frieze
- double doors with arched transom window on north and east sides
- smooth stone drip course between foundation and bottom of the ground floor windows
- tall segmentally-arched four-over-four sash windows arranged in pairs on the ground floor with stone voussoirs and keystones
- round arched two-over-two sash windows on the second storey
- round windows along the west façade with stone window surrounds
- rusticated stone pilasters
- date stones on the east and north facades of the building,
- decorative stone details including: brackets, voussoirs, corner pilasters and keystones
- pedestrian bridge leading to second storey entrance on east side of building
- limestone retaining walls
- Interior features including:
  - Original roof construction comprised of iron beams separating narrow brick segmental vaults, visible inside the ground floor, pump room
  - Marble plaque commemorating the construction of the original building in 1874, inscribed with Thomas Keefer's name and the names of the chairman and members of the Ottawa Water Works Commission
  - Marble plaque commemorating the expansion of the pumping station 1899-1901
  - Pressure gauge with decorative iron work
  - Double staircase from the ground floor that merges into a single staircase to the second storey of the building

### Aqueduct

- narrow open channel excavated from bedrock with uneven stone edges
- soft landscaped edges including low shrubs such as sumac and honeysuckle and a deciduous trees including mature group of black willow on the west side of the headworks
- limestone pitching along the north and south sides of the bank between the Broad Street Bridge and the Central Canada Railway Bridge
- remnant limestone sluice gate abutments on the north and south side of the channel east of the Central Canada Railway Bridge
- headworks with sluice gate at the Ottawa River
- forebay at the pumping station

- channelled tailrace under Pooley's Bridge extending north

### Stone Bridges

- Central Canada Railway Bridge, Broad Street Bridge, Booth Street Bridge, and Lloyd/Lett Street Bridges over the open aqueduct characterized by:
  - low, single arch, closed-spandrel form
  - stone construction laid in regular courses with piers, voussoirs and keystones
- Pooley's Bridge
  - triple arched, closed-spandrel form
  - stone construction laid in random courses with parapets, voussoirs and keystones
  - metal railing with concrete base

### Views

- The following views reinforce the heritage value of the Ottawa Water Works as a cultural landscape:
  - the view looking east from the Central Canada Railway Bridge to the Broad Street Bridge
  - the view looking west from the Broad Street Bridge to the Central Canada Railway Bridge
  - the view north and south from Pooley's Bridge of the tailrace and the Water Works Building.
  - the view looking northeast from the Lloyd/Lett/Grand Trunk Railway Bridge towards the forebay and Water Works Building.

## Statement of Cultural Heritage Value- City Waterworks Building and Aqueduct, 10 Fleet Street (1991; Bylaw 22-82)

The City Waterworks Building and aqueduct are recommended for designation as being of architectural and historical value. Ottawa City Council authorized the construction of this, the first Waterworks Building in 1872, in response to a growing fear of fires in the Ottawa Valley and the Great Chicago Fire of 1871. The building was constructed in 1873-74 to a design by Thomas Keefer, Engineer, who was appointed the First Commissioner of Waterworks in 1874.

The building was originally a one storey structure with a mansard roof. Enlarged over the years to serve the needs of a growing city, the building is now a two storey, flat roofed limestone structure. It is highlighted by its arched window openings, decorative cornices, pilasters, two surge towers, and a grade level aqueduct with stone faced walls. The building, which operates on hydraulic power, is significant for its place in industrial history. The original pump and turbines were replaced in 1943.

## Statement of Reason for Designation- 504 Albert Street

504 Albert Street is recommended for designation under Part IV of the Ontario Heritage Act for architectural and historical reasons.

Constructed circa 1864 as a one-and-a-half-storey, stone structure, and converted to its present form circa 1889, the additive building programme employed at 504 Albert Street rendered it a pleasantly idiosyncratic example of the Queen Anne Revival style.

504 Albert Street's front façade is symmetrical, reflecting its earlier construction fate but the later features of the building such as the shingled dormers, tall chimney and the gabled bay window on the west façade create the richly textured look typical of the Queen Anne Revival style. Other noteworthy features of the building that identify it with the style include the use of a variety of materials (shingles, stucco, and stone), the varied roof line, the dormer and multiple light windows and the use of wood to suggest half timbering. The house also had a widow's walk and a porch roof balustrade that have been removed. In 1922, a garage and sun porch, compatible in style and execution to the structure were added to the rear.

When completed, 504 Albert Street, well suited to its owner, Morley Donaldson, General Superintendent of the Canada and Atlantic Railway. The ingenious use of the building's original stone walls as the base for an elaborate Queen Ann Revival structure is unusual within the Ottawa context.

The interior of the building is not included in this designation.



## Statement of Reason for Designation- 494 Albert Street

494 Albert Street is recommended for designation under Part IV of the Ontario Heritage Act for architectural and historical reasons.

Built circa 1864 and designed in the Second Empire style, 494 Albert Street is an “L” shaped, one and a half storey, brick veneer structure with a mansard roof typical of the style. Symmetrically arranged dormer windows with handsome carved pediments and large scrolled brackets distinguish each façade. The ground floor windows repeat the same motifs; there is a mansard roofed porch with a small gable flanked by windows and cornices similar to those of the windows above. There are bay windows on the south and west facades. The rear wing, which was added circa 1875 repeats the design motifs of the original portion of the building. Fire insurance plans indicate that the building’s roof was changed from gable to the more fashionable mansard when the addition was made.

As it exists today, 494 Albert Street is an excellent small-scale example of the Second Empire style. The style’s use here demonstrates that the Donaldson family was anxious to appear up-to-date and worthy of a house constructed in the latest fashion. The popularity of the Second Empire style waned quickly in Canada, leaving 494 Albert Street a relatively rare domestic example of the style in the city of Ottawa.

The interior of the building is not included in this designation.

## Statement of Cultural Heritage Value- Pooley’s Bridge, 9 Fleet Street

Pooley’s Bridge is recognized for its historical significance to the development of Ottawa, and for its architectural and contextual value. Pooley’s Bridge is Ottawa’s oldest bridge; it was constructed in 1872 to the design of City of Ottawa Engineer, Mr. George Hugo Perry, with work executed by local contractor, Alexander Sparks. This three span, stone arch bridge is the oldest extant structure from Ottawa’s municipal development programme of the 1870s. Pooley’s Bridge was constructed as a condition of the land grant from the federal government for the site at which the Fleet Street Pumping Station was built. Its stone construction is indicative of its importance to the early transportation needs of the City. It was the most easterly link of the original Ottawa-Hill bridge system and was a vital part of the only interprovincial crossing in this area. Pooley’s Bridge continued to be used as part of the Chaudière crossing until it was closed to public use in May of 1983. It was briefly reopened in 1984 when Pope John Paul II visited Ottawa and held a service at Lebreton Flats.

Pooley’s Bridge is also considered the second oldest stone arch bridge in the province of Ontario. This bridge is unique in Ontario as it is associated with the system of five, single span stone arch bridges which cross the open aqueduct at intervals between the headworks and the Fleet Street Pumping Station.

The channelled tailrace, an integral link in the aqueduct corridor of Lebreton Flats is included in this designation.

## Objectives of the Lorne Avenue Heritage Conservation District

The following objectives for the designation are extracted from the Lorne Avenue HCD Study (2006):

The objective of designation of lower Lorne Avenue is to conserve and enhance the historical and architectural character of this early 20<sup>th</sup> century, working class streetscape. Designation

under Part V of the *Ontario Heritage Act* will establish a planning process that respects the history and architecture of Lorne Avenue.

Development in a heritage conservation district takes place by adding to existing buildings and/or by infilling vacant land. The design guidelines contained in this plan will provide the means to encourage development that is compatible with the character of the proposed district. The objectives of the design guidelines are to:

- Encourage infill construction and alterations that respect the architectural character and scale of buildings in the streetscape;
- Encourage infill construction to be of contemporary architectural expression, while respecting the architectural character and scale of buildings in the streetscape;
- Encourage the restoration of buildings;
- Prevent the demolition of heritage buildings identified in the district inventory;
- Discourage the removal or alteration of original architectural features;
- Encourage landscaping on private property that is consistent with the existing streetscape character.