

50 the Driveway

Official Plan and Zoning By-law Amendment



July 2021
revised May 2022,
June 2022

Cultural Heritage Impact Statement

Prepared for:

Canadian Nurses Association

Prepared by:

Bray Heritage

With: FOTENN Planning + Design

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1. Introduction

In December 2020, Bray Heritage was retained by the Canadian Nurses Association to prepare a Cultural Heritage Impact Statement (CHIS) for the existing commercial building at 50 the Driveway, within the so-called “Golden Triangle) in downtown Ottawa. This CHIS is intended to accompany the complete planning application for an Official Plan and Zoning By-law Amendment to permit retention of a portion of the existing building and incorporate it into a 9-storey residential building with below-grade parking. The subject property is located adjacent to lands owned by the National Capital Commission and facing the Rideau Canal National Historic Site and World Heritage Site. Other abutting land uses are residential and institutional. Since its initial completion in July, 2021, the CHIS has been revised twice in order to address changes made to the design as a result of comments from public agencies and in response to the findings of further site investigation.

1.1 Property Information

Municipal Address:

50 the Driveway, Ottawa, Ontario

Legal Description:

50 the Driveway: Plan 15324 Lot 1 and Part of Lots 2 & 3 (South side of Lewis Street, formerly George Almond Street), Part of the Old Bywash of the Rideau Canal (aka Neville’s Creek) Neville’s Block Plan 15713, and Part of Lot “E”, Concession “D” (Rideau Front), Township of Nepean, now City of Ottawa

Lot Area (combined):

32,033.4 sq. ft./2976.0 sq. m.

Current Uses:

Former headquarters of the Canadian Nurses Association (vacant)

Current owner and contact information:

The Canadian Nurses Association

Contact person: Donna Dewar T (613) 237-3520 x 316

ddewar@cna-aiic.ca

1.2 CHIS Purpose and Function

The objective of a CHIS is to provide a critical and objective review of a proposed development or site alteration from a heritage conservation planning perspective. A CHIS is a comprehensive document designed to clearly articulate the cultural heritage values of a property (if any), respond to a proposed intervention, outline steps to mitigate impact, and provide recommendations to conserve the identified heritage value and attributes of the property and/or any adjacent properties (or if within a Heritage Conservation District (HCD), the area as a whole). It considers a project not only in terms of its heritage conservation principles and how to guide a cultural heritage resource through the process of change, but also examines it from a planning and regulatory perspective. Its purpose is not to justify a particular course of action, but to evaluate its appropriateness and compliance. Note that the City of Ottawa has prepared a Heritage Inventory and Evaluation form for this property (August 2020: see Appendix A) and determined that the property met the criteria for designation under Section 29 Part IV of the *Ontario Heritage Act*. This CHIS refers to that report in addressing the impact of the proposed development.

The authority for the Cultural Heritage Impact Statement is derived from the *Ontario Heritage Act*, Section 2(d) of the *Planning Act*, and Section 2.6 of the *Provincial Policy Statement*, 2020 as well as the City of Ottawa's Official Plan, Section 4.6.

As defined by the City of Ottawa Official Plan Section 4.6.1 Policies 1 and 2, a Cultural Heritage Impact Statement is a required to evaluate the impact of a proposed intervention (alteration, addition, partial demolition, demolition, relocation, or new construction) on cultural heritage resources when that intervention has the potential to:

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

The City of Ottawa, in its Guide to preparing a Cultural Heritage Impact Statement (section 4) provides a series of requirements for a CHIS, which include:

- a) General information: municipal address, present owner contact information;
- b) Current conditions/Introduction to the development site: location plan, written and visual description of the cultural heritage value of the development site and/or adjacent sites, noting existing heritage

- descriptions and reference to relevant Council-approved heritage policy and guideline documents;
- c) Background research and analysis: comprehensive written and visual research, reference to primary and secondary source material;
- d) Statement of significance identifying the cultural heritage value and heritage attributes (if any) of the cultural heritage resources;
- e) Description of the proposed development: written and visual description;
- f) Impact of the proposed development: an assessment of the positive and negative impacts that the proposed development may have on cultural heritage resources identified in section b), above;
- g) Alternatives and mitigation strategies; alternative development approaches that result in compatible development and limit adverse impacts; and
- h) Other: bibliography and list of people contacted during the study.

The results of this research inform the study conclusions and recommendations. The review of the policy/legislation was limited to that information directly related to cultural heritage management; it is not a comprehensive planning review (for that, refer to the planning justification report that accompanies the complete planning application).

1.3 Study Scope and Methodology

This CHIS was prepared in accordance with the City of Ottawa's Guidelines for the Preparation of Cultural Heritage Impact Statements (April 21, 2010) and following the process for the inventory and evaluation of cultural heritage properties outlined in the Provincial Ministry of Heritage, Sport, Tourism and Culture Industries (MHSTCI) Culture and Sport's "Ontario Heritage Tool Kit" and specified in Ontario Regulation 9/06. The research and conclusions contained therein were based on information gathered from a limited historical review and, due to COVID, a single site inspection of the building interior (subsequent site visits addressed the exterior and grounds). The historical research relied on information from secondary sources, collected within the study scope of work, time and budget limitations and subsequently augmented by laser survey of the heritage attributes and digital photography of the interior, both supplied by others. The study scope did not include a condition or structural assessment conducted by a professional structural engineer (subsequently supplied by Cleland Jardine engineers, see Appendix F), or an assessment of archaeological resource potential conducted by a registered archaeologist. With respect to historical research, the purpose of that work was to evaluate the property. The authors are fully aware that there may possibly be additional historical information. Nevertheless, the consultants believe that the information collected, reviewed, and analyzed is sufficient to conduct a defensible evaluation using O. Reg. 9/06 criteria.

This report reflects the professional opinion of the author's and the requirements of their membership in various professional and licensing bodies.

The scope of research for the report includes:

- Research into the historical evolution of the property and its environs, based on available secondary sources (fire insurance plans, directories, local histories, historical photographs) found in the City of Ottawa Archives and in published materials;
- Site reconnaissance of the property and surrounding area, including visual inspection of the existing building (exterior and interior);
- Review of adopted City of Ottawa planning policies and urban design guidelines for the subject property and area (Official Plan, Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada);
- Review of draft City of Ottawa proposal to designate the property under Part IV of the OHA;
- Review of the relevant heritage policies and guidelines for the NCC lands and those found in the Rideau Canal National Historic Site Management Plan/World Heritage Site inscription;
- Review of the proponent's proposed design for the new building to be constructed on the property; and
- Review of comments made on the proposed design by the City of Ottawa's Urban Design Review Panel and City heritage planning staff.

1.4 Right of Use

The information, recommendations and opinions expressed in this report are for the sole benefit of the 'Owners'. Any other use of this report by others without permission is prohibited and is without responsibility to Bray Heritage. The report, all plans, data, drawings, and other documents as well as all electronic media prepared by Bray Heritage are considered its professional work product and shall remain the copyright property of Bray Heritage, who authorizes only the Owners and approved users (including municipal review and approval bodies) to make copies of the report, but only in such quantities as are reasonably necessary for the use of the report by those parties. Unless otherwise stated, the suggestions, recommendations and opinions given in this report are intended only for the guidance of Owners and approved users.

2. Development Site and Environs

2.1 Introduction



Aerial view to N.
Credit: Google Earth

The subject property at 50 the Driveway is located within the so-called “Golden Triangle” part of Centretown, a mixed-use neighbourhood in downtown Ottawa. The property lies east of the Centretown Heritage Conservation District and abuts the Queen Elizabeth Driveway (property of the National Capital Commission). This scenic parkway and its pathways and plantings, in turn, abut the Rideau Canal National Historic Site and World Heritage Site. The surrounding area is a predominantly residential neighbourhood.

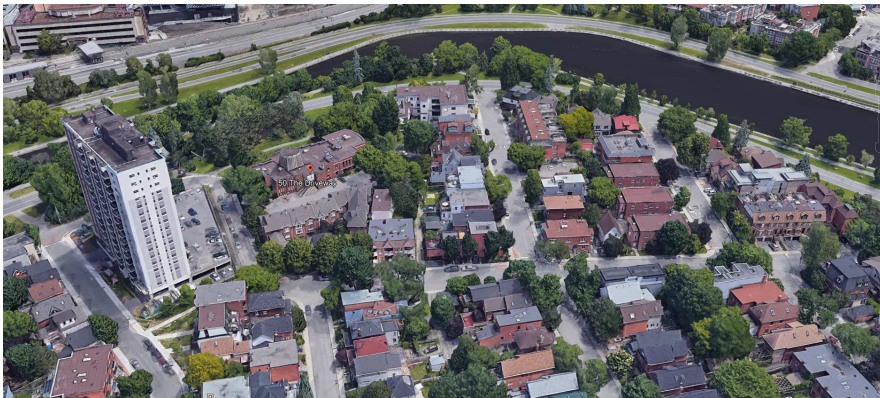
The existing office building at 50 the Driveway is the former national headquarters of the Canadian Nurses Association and was constructed specifically for that use. As a result of that association, as well as for its design and contextual characteristics, the City of Ottawa has initiated the process of designating the property as a heritage resource under Section 29 Part IV of the *Ontario Heritage Act*. However, at present the property is not designated nor is it Listed on the City of Ottawa Heritage Register.

There are 3 heritage properties within 35 metres of the subject property, each of which is Listed on the City’s Heritage Register under Section 27 of the *Ontario Heritage Act* but not designated under Section 29, Part IV of the Act:

- 23 Waverly Street: 2 storey flat-roofed Edwardian brick-clad detached dwelling (ca. 1902). The rear property boundary abuts the subject property. Note: this property abuts the subject property on the rear property boundary.
- 51-53 Waverly Street: 2 storey flat-roofed Edwardian brick-clad semi-detached dwelling (ca. 1908)

- 57 Waverly Street: 2 storey flat-roofed Edwardian brick-clad semi-detached dwelling (ca. 1907)
- Note: 1 Waverly Street is the Embassy and Consulates General of the Federal Republic of Germany in Canada. The rear property boundary abuts the subject property.

Beyond 35 metres and in the vicinity across Robert Street is another Listed property, 8 Lewis Street, a 2-storey flat-roofed Edwardian brick-clad detached dwelling (ca. 1903).



Aerial view to E.
Credit: Google Earth

2.2 History of the Area

The following is a summary of the history of this portion of the Golden Triangle showing how that area's historical development affected the subject property, over time. The following text is based on a more complete local history included in the Centretown Heritage Inventory (ERA May 1, 2020) as well as on additional research conducted for this CHIS.

The history of human settlement in Centretown begins in the post-glacial period over 10,000 years ago. The Golden Triangle portion of Centretown sits on what was originally an outwash plain created by meltwater from the retreating glacier. Over time this evolved into a river delta alongside the Ottawa River. Atop shale bedrock of the Billings Formation are layers of silt, silty clay, and sand.¹ On lands that gently sloped to the east and south would have flourished an ecosystem characterized by old growth forest and marshland. Beginning over 8,000 years ago, the Algonquin Anishinaabe peoples dwelt here and became stewards of this landscape. By the 17th century, the Anishinaabe as well as the Haudenosaunee, British and French occupied the area. But with the passage of the Constitutional Act in 1791, the British Colonial government began to actively encourage settlement

¹ Smith et. al. 1997, p. 69

throughout Upper Canada, including this area. The next year, the British surveyed and patented Algonquin lands (over their objections). Evidence of the early concession grid remains in the area today (Robert Street follows an original Lot D concession line on the eastern edge of Centretown).²

The British government's decision to build the Rideau Canal started development in Centretown. Colonel By purchased Lots D and E in 1832 and canal construction dominated the eastern part of the area. However, the first settlers were Irish immigrants working on the Canal as day labourers, carters and provisioners and squatting on lands alongside its route. These residents of what became called "Corktown" occupied sites next to the Canal excavations in an area extending south from the Canal basin to what is now Waverley Street. Once Canal construction ceased, these informal settlers gradually moved to more permanent lodgings in Lowertown.³ Work on this part of the Canal was arduous and dangerous due to slippage of the heavy clay present there. Known as the "Deep Cut", this excavation required digging far down into this wet and dense soil, and the difficulty in doing so is perhaps one of the reasons why the Canal is very narrow in this section. But just south of the Deep Cut was a natural gully at the mouth of a streamcourse running east from the middle of Centretown, and this gully allowed the Canal builders to take advantage of the natural topography, hence the sharp bend to the west that the Canal makes here.⁴

Settlement of Centretown was sporadic in the years following completion of the Canal and it wasn't until 1875 that the layout of streets, blocks and public spaces became established and formal settlement began.⁵ Whereas building began in earnest in the northern and central parts of Centretown, there was little development in the rest of the area, and only the tip of the Golden Triangle contained a small settlement called Neville's Point. It was there that Captain John Neville ran a steamboat dock and shipping business at the foot of the creek that bore his name; the same creek that Canal builders found emptying into the natural gully that became part of the Canal. Mapping from that period shows a cluster of buildings around the creek's outlet but little else in the vicinity. In the 1879 County Atlas map, the creek is shown extending west across Robert Street and Neville's property is shown as being along its south bank down to Neville Street (now Wellesley). Alongside the Canal is a strip of land labelled "Canal Reserve" next to which is a street (Canal Street West) that terminates at the creek and resumes as a public right-of-way from Neville Street south. North of the creek are shown four lots on the south side of George Almond (later Lewis) Street.

² ERA, 2020, p. 21

³ Smith et. al., p. 11

⁴ Smythe, 2009

⁵ Smith et. al, p. 12

Development in the following decades was generated by two forces: residential expansion from the west and industrial activity to the east and south. Centretown grew rapidly thanks to an influx of federal government officials and employees. By the early 20th century, the Golden Triangle had a mix of dwelling types, from single detached to small apartment buildings, along with corner stores, but most of the commercial and institutional development was further west, along Elgin and Bank Streets, or north of Somerset Street. The eastern edge was still dominated by industries associated with the Canal, since commercial traffic on the Canal continued into the late 19th century.⁶ At the same time, however, the federal government was beginning to plan major improvements to the public realm throughout the city. In 1900, one of the first projects of the newly formed Ottawa Improvement Commission was to terminate the leases on Canal-side properties and begin removing industries and storage businesses to create a scenic parkway called the Queen Elizabeth Driveway. But the removals were gradual and seem to have only affected properties directly adjacent to the Canal. As a result, the manicured and Picturesque landscape of the new parkway was bordered in several places by non-residential uses, for many years to come.⁷

By the early 20th century, the predominantly residential character of the Golden Triangle was established and most of the area had been built out. A City-wide tree-planting program that began in the late 19th century had produced streetscapes of mature trees arching over narrow rights-of-way, alongside which were ranged modest brick and frame houses and low-rise apartments. Block sizes were small, and the tight scale of the streetscapes created a cohesive, pedestrian scaled setting. Anomalies to the street grid were the short blocks running inland at right angles to the Canal. Bounded by what is now MacLaren Street to the north and Frank Street to the south, these streets pre-dated mid-1870s development of the By Estate.⁸

Neville Creek interrupted this pattern. From the earliest period of settlement, this watercourse dictated the arrangement of construction around it. Mapping from 1895 shows the remnants of that settlement with the creek still very much in evidence and extending well inland across the Robert Street concession line. Starting in the mid-19th century, Captain Neville used the mouth of the creek and its banks as the core of his boatyard and settlement. His property was on the south side of the creek, but development on the north side seems to have included industrial buildings that made use of water access. Several frame houses appear next to these buildings. Only by 1912 does mapping show the creek covered over and Robert Street fully extended to meet Lewis Street further north. By then, however, both streets flanking the creek – Lewis

⁶ Smith et. al., p. 32

⁷ Smith et. al., pp. 45-6

⁸ Smythe, 2009

(formerly George Almond) Street and Waverley (formerly Neville) Street – have had to be angled parallel to the creek banks and thus do not conform to the grid layout established west of Robert Street. Accommodating the creek meant that the block depths of Lewis and Waverly Streets east of Robert Street were unusually large (over 90 m.) as compared to the rest of the residential lots in the Golden Triangle.⁹ The creek's presence continued to be felt into the mid-20th century in the form of lands owned by the National Capital Commission that extended the Driveway's parkway landscape inland, atop the land covering the creek.¹⁰ Today there is still a depression in the topography of the CNA property that corresponds to the alignment of Neville Creek.

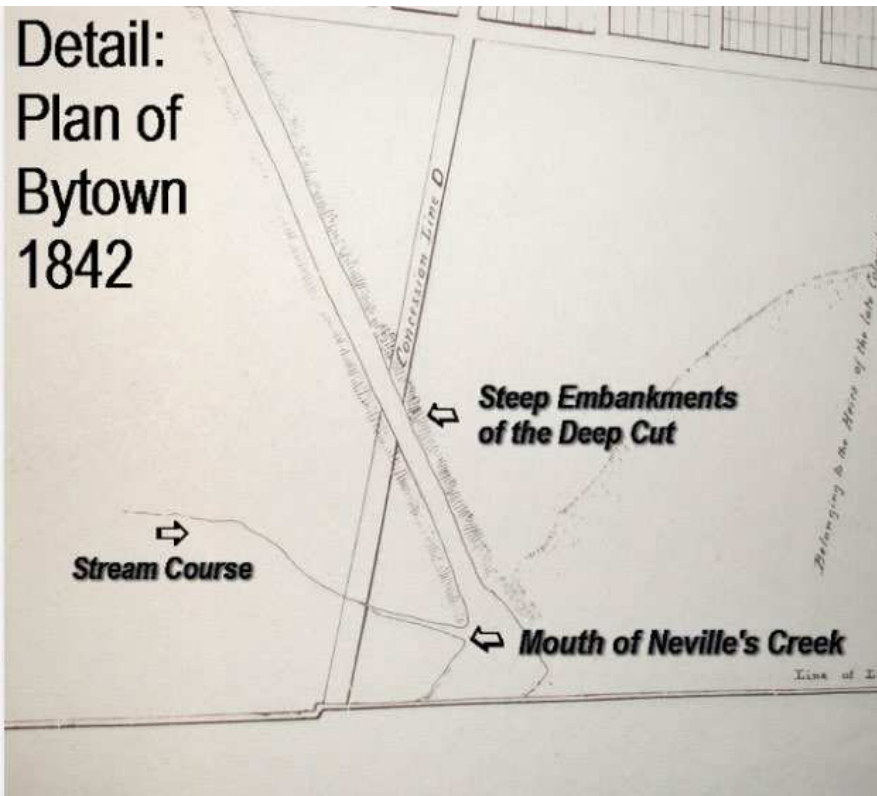
After the flurry of development activity in the late 19th and early 20th century, the Golden Triangle appears to have settled into a quiet period during which little changed. The First and Second World War added pressure for rental accommodation here, but the Depression hindered ongoing maintenance and reinvestment. Suburban expansion following World War Two pulled homeowners and businesses out of the area so that, by the 1960s, it had become run down. The City of Ottawa identified the area bounded by MacLaren Street, Salisbury Place and Lewis Street as a candidate for urban renewal and encouraged demolition of substandard properties there for replacement by high rise apartments as well as for two multi-laned arterial roads that would have crossed the Canal and cut through Centretown.¹¹ Although the roads never got built, two apartment blocks did, including the current Lamplighter apartments on Lewis Street across from the subject property. It was at this time that the local residents formed the Centretown Community Association in reaction to wholesale destruction of parts of Centretown, with the result being a change in the City's planning policies to restrict high rise development and enhance the area's existing residential character.

⁹ Centretown Community Development Plan, 2013, p. 28

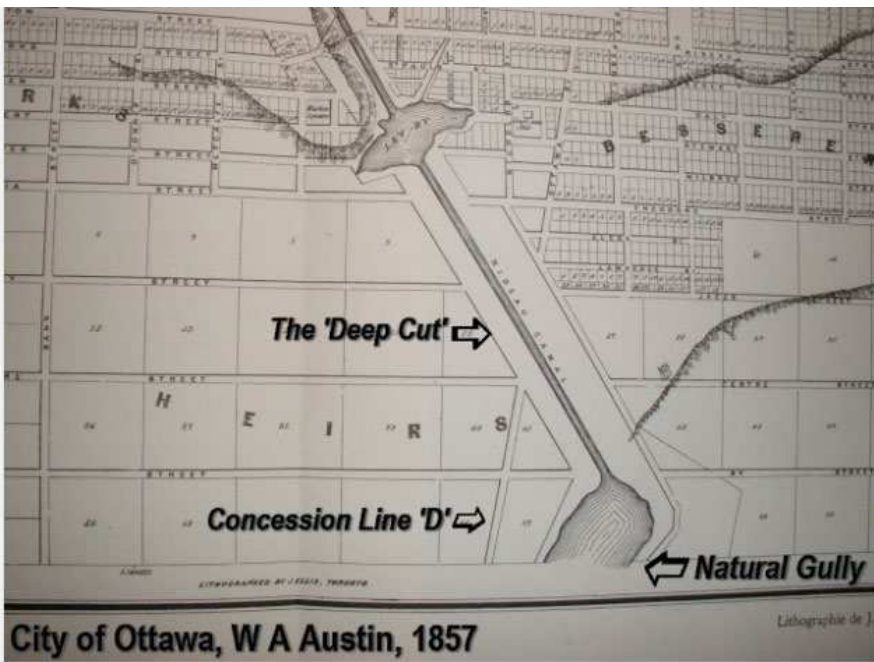
¹⁰ Smythe, 2009

¹¹ Smythe, 2009

Detail:
Plan of
Bytown
1842



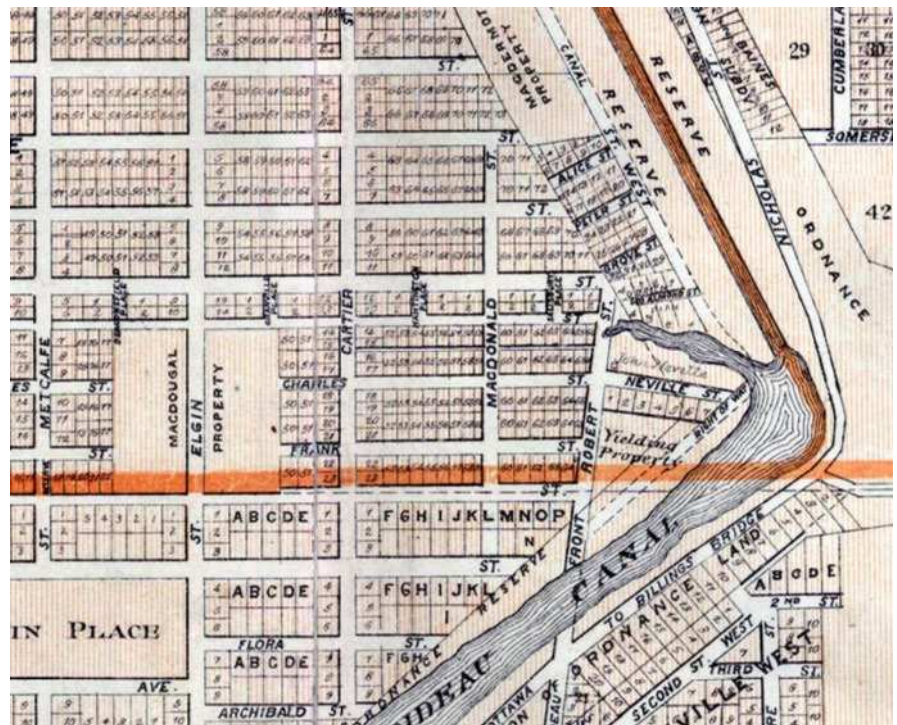
1842 plan of area



1842 plan showing lotting pattern and natural gully



1876 aerial view showing Neville's Point settlement



1879 County Atlas showing street pattern and Neville's Creek.
Credits: Smythe

2.3 History of the Subject Property

It was in the context of urban renewal that the Canadian Nurses Association began their search for a suitable site on which to build their national headquarters. At the same time, the National Capital Commission was embarking on an ambitious program to upgrade public parks throughout the City, and this included significant upgrades to the Canal-side properties, including the Queen Elizabeth Driveway. Removal of the train tracks from the east bank of the Canal coincided with realignments of streets on the west side that abutted or intersected with the Driveway, thus creating a wider and more cohesive linear landscape. The Mayor at the time actively encouraged new development along the Driveway that would be a suitable complement to these settings. When the Nurses Association's legal advisors heard that 50 the Driveway was coming onto the market, the City's promotion of redevelopment here spurred the Association to make a successful bid.¹²

What the Association acquired was a property that had originally been part of Neville's boatyard and had included a portion of Neville's Creek. While the 1895 and 1912 fire insurance plans show the evolution of the boatyard and vicinity, including the covering of the creek itself, the 1956 fire insurance plan shows the north half of the property occupied by a three-storey steel frame, brick clad storage building (Capital Storage)¹³. Attached to the north side of the building is a one-storey brick building ("auto and shipping") attached to which on the west side is a three-storey brick clad frame dwelling. Immediately west of these structures is a 2 1/2 storey frame house with a single storey rear wing and a detached frame garage. At this time Lewis Street curved around the northeast corner of the property and joined the Queen Elizabeth Driveway at an acute angle. Evidence from the 1916 City Directory shows that the moving and storage company was present on the property by then and air photos from the 1930s and 1940s show that it and the frame storage building appear to be part of the same commercial operation. The fire insurance plans also confirm that this property had been a commercial and industrial anomaly within a predominantly residential neighbourhood since the mid-19th century.

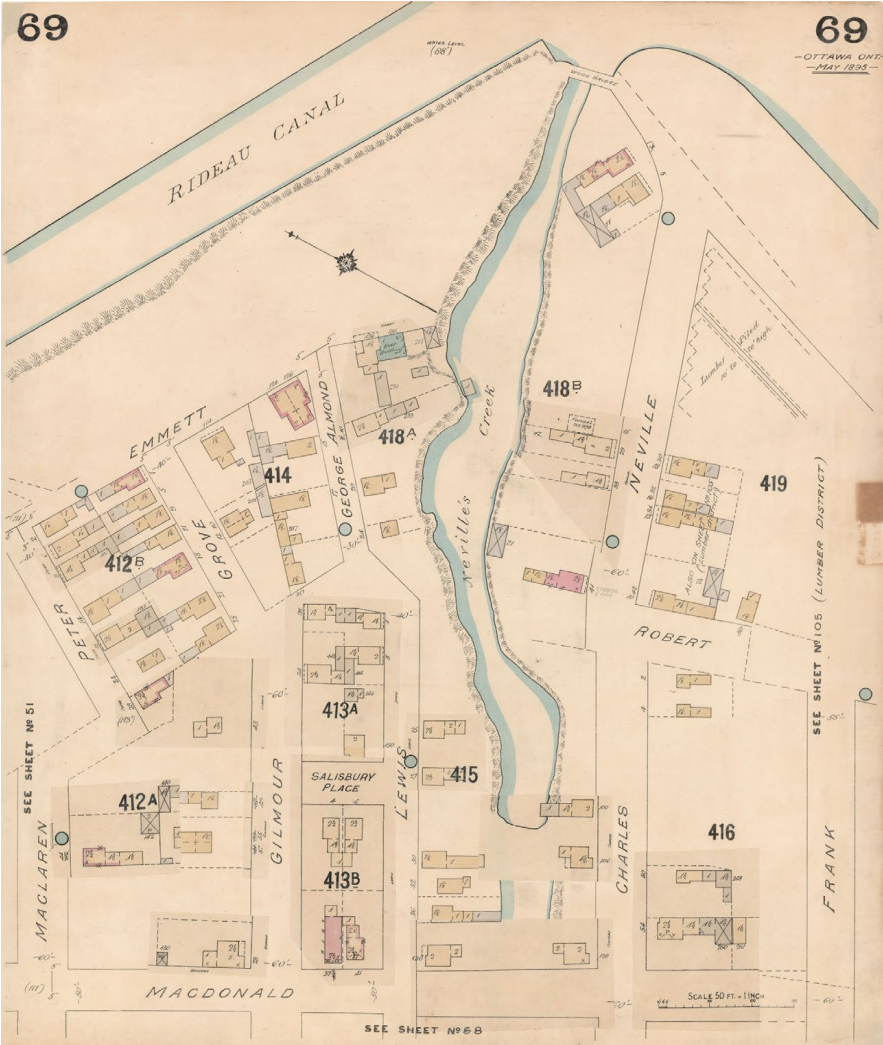
The frame house visible in these photos and on the 1965 fire insurance plan appears on the 1912 and 1895 fire insurance plans and may have been one of the few remnants of the boatyard complex. In 1895 that complex includes a beer bottling works within a group of one storey buildings clustered around an open yard facing the creek. Down the creek bank is a one storey

¹² Pepper, 1967, p. 4

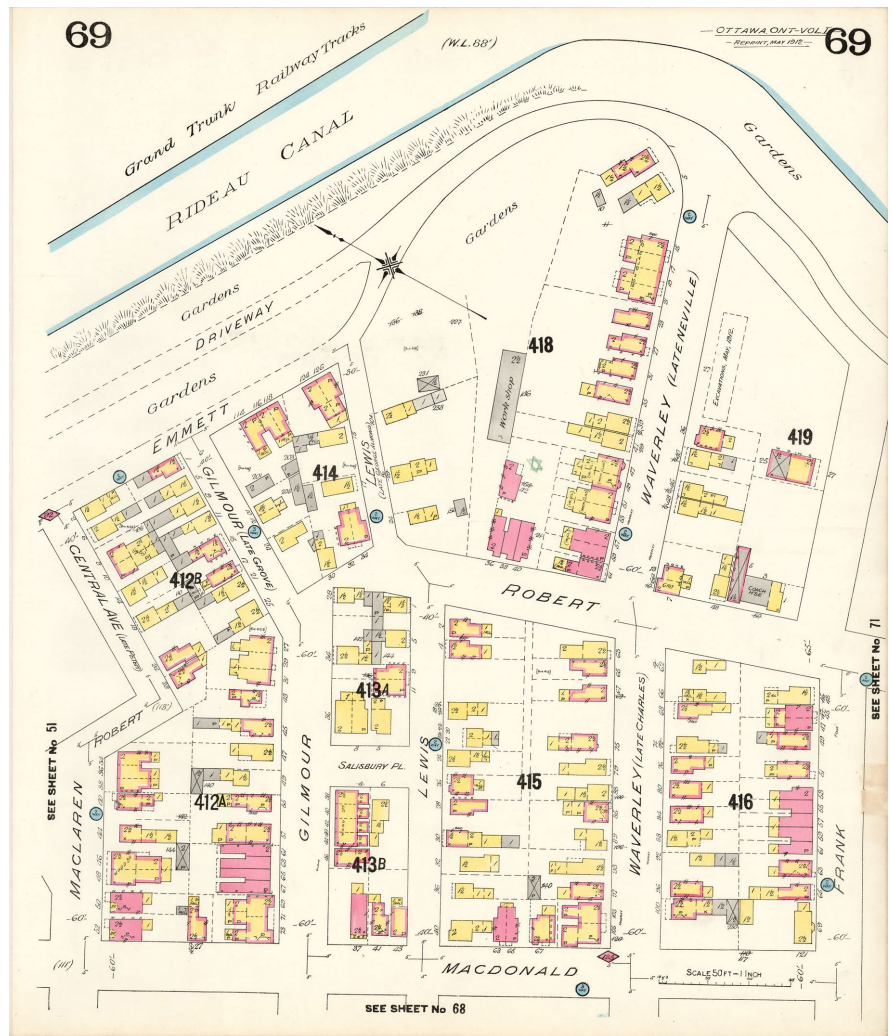
¹³ Building designed in 1940 by John Pritchard MacLaren, architect of many Ottawa residential, industrial, commercial and institutional buildings including what is now Centretown United Church (Biographical Dictionary of Architects in Canada 1800-1950)

building at the waters' edge while a wooden bridge is shown crossing the creek mouth. South of the storage building, on what would have been the south bank of the creek, there is a large 2 1/2 storey frame storage building (shown as a workshop on the 1912 plan). By 1912 all that remains of the boat works on the north side of the creek is the frame house and a single frame outbuilding. East of this building is shown "gardens" that may have been an extension of the Queen Elizabeth Driveway landscaping (air photos from the 1930s and 1940s appear to confirm this). Around the perimeter of this block are detached and semi-detached dwellings abutting Robert and Wellesley Streets.

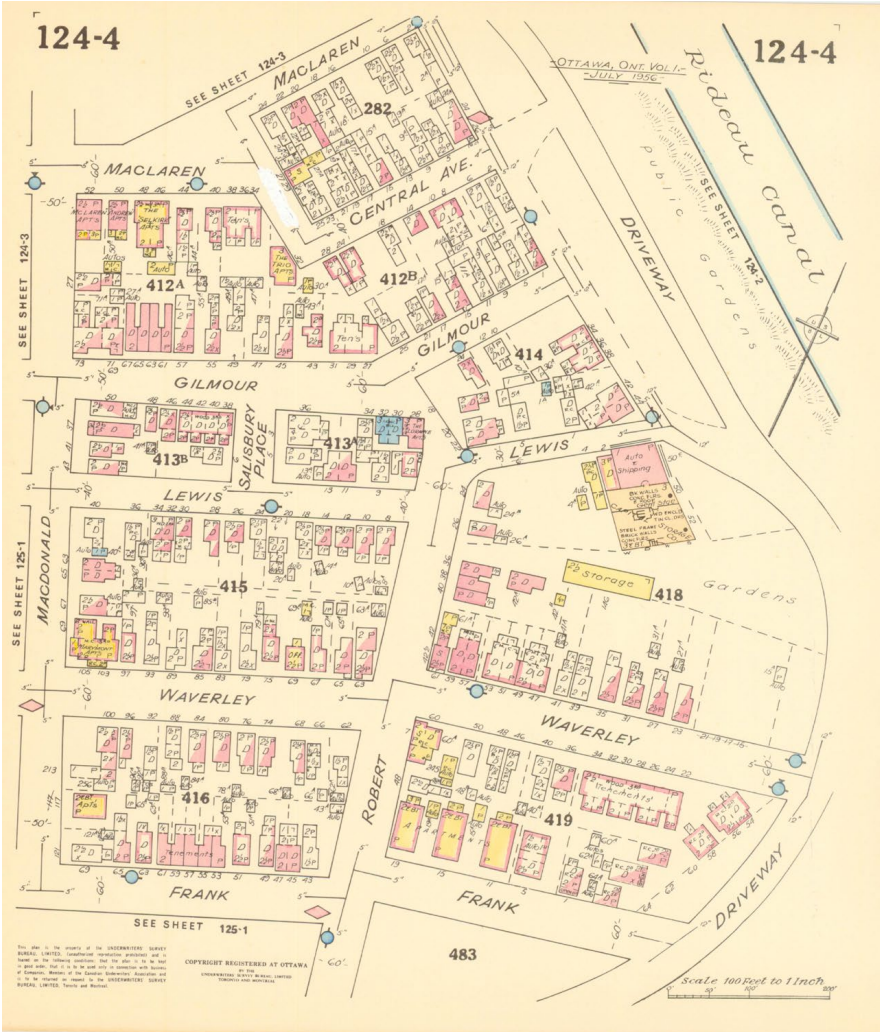
Development of the Nurses' headquarters building resulted in the demolition of all the 20th century storage and auto-related buildings on the property as well as the older detached house and frame storage building. At the same time, and as part of the City's urban renewal redevelopment situated in the blocks immediately north of the subject property, Lewis Street was disconnected from the Queen Elizabeth Driveway and re-routed north on an existing street (Emmett Street) that ran parallel to the Queen Elizabeth Driveway. In a confusing way, the City re-named Emmett Street "the Driveway", hence the current municipal address of the subject property.



1895 Fire Insurance Plan showing Neville Creek



1912 Fire Insurance Plan showing creek area developed



1965 Fire Insurance Plan showing property just prior to redevelopment

*1920 aerial view of the Golden Triangle, Canal and Queen Elizabeth Driveway
Credit: City of Ottawa*



*1931 aerial view showing the buildings and former creekbed on the subject property
Credit: City of Ottawa*





*1950s view from the Queen Elizabeth Driveway of the storage building, former creekbed and warehouse
Credit: Smythe*

3. Current Conditions

3.1 Description

The history of the building has been well-documented. According to the City of Ottawa's Heritage Survey and Evaluation Form (Heritage Planning Branch, August 2020), the building was constructed in 1965-66 and had an addition to the south constructed in 1987. CNA House, as the building was known, was a purpose-built office building constructed for the Canadian Nurses Association (CNA) as their national headquarters. The original building contained offices spread over three floors, a conference area, library and archives, a dining room and lounge and a large central lobby. The 1987 addition contained testing facilities, new boardrooms as well as an expanded library and more office space. The architect for the original building was Ottawa architect James Strutt (1924-2008), known for his Modernist designs and explorations of new structural materials and configurations (the architect of the 1987 addition has not been identified).



*Subject property and vicinity.
Credit: Google Earth*

Setting

The property is bounded on the northeast by National Capital Commission lands associated with the Queen Elizabeth Driveway and to the southeast by the rear property lines of the German Embassy and single and semi-detached dwellings on Wellesley and Robert Streets. The Cornerstone townhouses abut the property to the southwest along Lewis Street.

The building is placed in the centre of the property, with a surface parking lot to the rear surrounded by a board fence. Landscape elements include a sloping lawn on the Canal side, a coniferous shrub planting strip on the parking lot side of the 1987 addition and mature deciduous trees and deciduous and coniferous shrubs on the Lewis Street side. The main entrance walkway is flanked by flagpoles and leads to a brick-faced concrete raised terrace. Mature deciduous trees and shrubs border the entrance walkway and terrace, along with coniferous shrubs. Next to the property on National Capital Commission land is the CNA Dutch Tulip Celebration Garden, established by the Association in honour of Nursing Sisters of World War Two as well as to honour a later Directory of Nursing Policy at the CNA (a metal plaque commemorates these associations). The rest of the NCC property consists of a pedestrian pathway flanked by mature trees and lawn.



*View NE of tulip garden
and NCC walkway*

Exterior

In terms of massing, the 1966 building is moulded to an irregular site in terms of its footprint and its height. The property slopes sharply to the southeast into a hollow created by the former stream course of Neville's Creek, filled in the early 20th century. The building is two storeys high closer to Lewis Street and drops to a three-storey massing as it extends to the southeast. The property narrows to the southeast and the building narrows accordingly. The result is an irregular plan, with serrated portions of the northeast and southwest elevations combined with more block-like elevations on the rest of the building.

Moving southeast from Lewis Street, the main (northeast) elevation is clad in red brick, with concrete details. There is a shallow concrete cornice between window openings and along the top of each elevation. The main elevation has a two storey brick wall with a single triple window next to which is an inset entrance surround containing five full-height ribbed 1/1 windows with concrete spandrels and caps. The main entrance is also inset and has a concrete cube above under which is an extension of the waffle slab concrete interior ceiling. The entrance has double wooden doors with glazing flanked by glazed panels and a large, glazed transom. Access is by a trapezoidal concrete stair with a metal railing. The roof is flat and is surmounted by a glass and concrete lantern with a shallow conical shape and a flat roof. Next to the entrance is a projecting bay with a secondary entrance opening onto a raised terrace, with a triple window above. As the building descends the slope, the elevation changes to a serrated form consisting of five inset full height window openings, with a double window in each of the three levels. A concrete spandrel and a shallow transom are located atop the lower two windows while the uppermost window is surmounted by a concrete cube. All windows on this elevation have red metal frames. Alterations to the original elevation include the addition of windows, signage, a projecting metal cornice, and a secondary entrance as well as replacement of the original solid wooden railing flanking the entrance steps.

The Lewis Street elevation is blank. Around the corner and facing the parking lot, the southwest elevation has an inset door accessed by a self-supporting concrete stair, next to which is an inset block and a pair of bays, the first slightly inset from the next, in which are full height window openings with concrete spandrels (3 openings facing Lewis Street and four on each bay facing the rear parking lot). Next to these bays is a slightly projecting bay containing the rear entrance. The elevation is blank except for a small vertical window opening. The entrance is inset and accessed by a trapezoidal concrete stair with a metal railing over which is a projecting concrete cube. The entrance proper is of a similar design to that of the main entrance. Flanking the rear entrance is a slightly projecting blank bay next to which is an inset secondary entrance with a single metal glazed door over

which is a concrete spandrel, a rectangular transom, a double window, and a concrete cap. Next to that is a flush bay with a metal service door over which is a single window.

The 1987 addition matches the height of the original building's three storey wing. It also has a flat roof atop which is a small, conical metal and glass version of the lantern on the 1966 building. The main (northeast) elevation has a metal cornice and ashlar string courses under the cornice and flanking the upper and lower edges of the upper storey. A single ocular window is located offset in the second storey below which is a pair of offset windows in a 5/8 checkerboard pattern. All windows have red metal frames. The southeast wall has a shallowly curved and projecting bay in the second storey with 12 vertical window openings containing single windows, below which and centred in this elevation is a single window in a similar checkerboard pattern as that on the main elevation. Towards the rear parking lot is an inset bay with a similar fenestration pattern, next to which is a concrete retaining wall atop which is a board fence. Cladding of the projecting second storey bay is concrete: the rest of the addition is clad in red brick of a slightly lighter hue than that of the 1966 building. The elevation facing the rear parking lot has a slightly recessed bay in which are single windows on each storey. Next to that bay is a single bay in which is a recessed lower storey with two metal windows in a 4/4 checkerboard pattern. Above this are six vertical single windows extending almost the full height of the second storey, between the ashlar string courses and abutting the lower edge of the upper string course.



Rear elevation (1966 building)



Rear elevation (1987 addition)



*Front elevation south portion
(1966 building)*



Front elevation north portion
(1966 building)



View NW of 1987 addition

Interior

The building interior was viewed as part of a brief site visit on December 7th, 2020, thus the following description is based on what was able to be viewed and discussed during a guided tour provided by CNA staff.

The two entrances (front and rear) of the main building converge in a central foyer that is situated under the lantern and is illuminated by natural light. A pattern of concrete grids (waffle slab) with recessed light fixtures extends around the foyer and through the transoms over each entrance. Ramped steps lead up to the north and give access to small offices and a conference room. To the south, stairs lead up and down to office floors located a half storey above and below the entrance level. These stairs are structurally self-supporting on a common, central concrete beam and have open risers and solid wooden handrails. Wall coverings on these floors are rough-faced brick, with some drywall and wood panelling in offices. Ceilings are either concrete grids with recessed light fixtures or suspended acoustic tile. Flooring is vinyl tiles or synthetic carpet. Doors are solid wooden units. The lowest level of the main building has poured concrete floors and concrete block interior walls. Foundation walls are exposed poured concrete. The basement contains building utilities, storage space and a staff lounge.

The 1987 wing was not viewed in detail but appeared to have similar floor coverings and suspended ceilings to those in the main block. Features visible include a large wooden horseshoe shaped conference table under a suspended, curved metal ceiling as well as a small pinnacle skylight and ocular window.

Several interior elements of potential heritage value have been removed from the main block. Four murals commissioned by the Association were made of unpolished slate and hung on the four sides of the opening in the ceiling under the lantern. Created by Eleanor Milne, an architectural sculptress and National Stone Carver of Canada, they represented the scope of nursing practice (birth, service, knowledge, death).¹³ Also removed by the Association was a time capsule that had been sealed in one of the building's exterior walls.¹⁴

¹³ Pepper. 1967, p. 41

¹⁴ Telephone conversation with CNA management, 27 April, 2021



Central atrium



Typical office



Typical stairs



Typical ceiling



Underside of lantern



Conference room in 1987 addition

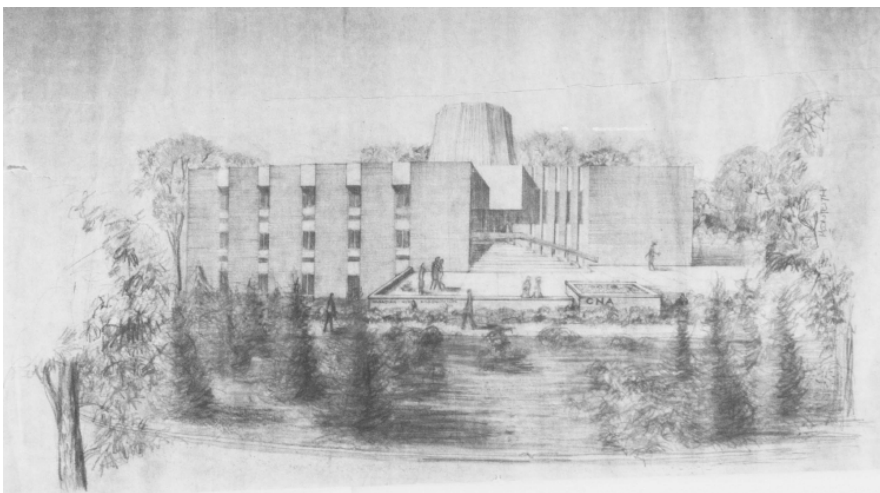
4. Heritage Significance

4.1 Design Intent

CNA House is an unusual building, difficult to classify and assign to any particular architectural style. Of the many variants of Modernism, this building is most closely aligned with Brutalism, a style from the mid-20th century that celebrated the mass and materiality of masonry (in this case, poured concrete and brick). As expressed in buildings such as the National Arts Centre in Ottawa, Brutalism as a style has forms that turn inward, away from the street. Buildings designed in this style often have few windows, and these tend to be sealed single pane units. According to architectural historians, the effect is to accentuate:

a sense of an enclosed, protective environment...plans were often complex and tend to be expressed on the exterior in irregular, juxtaposed masses...[and] while allowing functions to dictate and in turn be expressed by form, these buildings rarely acknowledge the immediate setting or the way in which their older neighbours address the street. Consequently, they appear “bunkered” and fortress-like, anomalies within the streetscape.¹⁵

The headquarters building exhibits most of these characteristics. It has limited fenestration and its windows have narrow slits with high sills. Light comes in from above, through the central “lantern” and small skylights. The brick-clad exterior walls are often blank. Blocky concrete forms mark entrances as canopies and as stairs. Concrete cornices and spandrels, along with metal window frames, further emphasize the hard, manufactured materials used on the exterior. Massing is highly irregular, mixing blocky forms with serrated ones, all on a footprint that narrows to a point (later covered by the addition).



*Rendering of 1966 building
(from permit plans).
Credit: City of Ottawa*

¹⁵ Ricketts et. al., p.203

In accord with Brutalism, the building largely ignores its setting. Its one street frontage on Lewis Street features a blank wall next to which is the entrance to the surface parking lot. While there are angular views of the rear entrance and exterior massing across this lot, the building is set at right angles to the street. Slit windows on each elevation take little advantage of views towards the Canal and surrounding neighbourhood and their high sills limit views from and into the building. The building does take advantage of the sloping topography, but this is more of a functional response to the need for an additional floor of office space. Perhaps the sense of enclosure and separation from the surroundings was not only a stylistic response; it could also have been a response to the character of the surrounding neighbourhood at that time, a character that the City regarded as being very run down and “undesirable”. On a property on the edge of Centretown abutting a large park and far from public transit, the Nurses headquarters would have needed to be designed with the safety of its largely female occupants in mind.

But there are also anomalies in the design that are tangential to the main tenets of Modernism and Brutalism. For one thing, the building is basically Janus-faced, with almost the same elevation on the façade as on the rear, an unusual effect in Modernism although a recognition that, for practical purposes, the main entrance would be from the rear parking lot and side street, not from the public park and pedestrian walkway at the front. Most striking, however, is the so-called “lantern” situated on the roof above the central foyer that links the two entrances. Although constructed of windows set in trapezoidal concrete panels, this decorative element contrasts with the massiveness of the rest of the building and clearly has a symbolic as well as practical purpose.

Comments made as part of the building’s opening ceremony in 1967 show that these design ideas were responses to the Nursing Association’s needs. As noted in the brochure that accompanied the ceremony:

[the architect] captured the nurses’ dream in his original sketches of the building submitted two years ago – dignified yet unpretentious, with a high degree of enclosure and protection in which the internal qualities of spatial organization were given more importance than external qualities of display...the building is topped by a 20-foot precast “lantern” of concrete and glass...while admitting light into the lobby and giving emphasis to this central space, anchors the otherwise imprecise form of the building.¹⁶

¹⁶ Pepper, 1967, p. 41

The lantern also has value as a symbol of the origins of professional nursing. As described in a tour guide to Ottawa:

The central dome, called the Tower of Light, breaks above the roofline. Unlike most modern architecture at the time, preoccupied with function over form, Strutt's use of the modern lantern dome holds important meaning to nurses – a symbol of nursing's origins and Florence Nightingale, known as the Lady with the Lamp.¹⁷

The addition is stylistically different from the 1966 building, with elements of post-Modernism in its fenestration and massing. Common elements shared with the 1966 building include brick cladding (but of a different shade of red) and red frames on the window units.

4.2 Evaluation According to the Criteria of O. Reg. 9/06

The following evaluation references a similar evaluation prepared by the City of Ottawa's Heritage Planning staff¹⁸ and, to a large extent, agrees with the findings of that assessment, though not for every criterion. More detailed descriptions of the evaluation of each criterion are found in the City's document (attached as Appendix A).

As with the City's evaluation, this evaluation applies only to the 1966 building, not to the 1987 addition. While the 1987 addition is a compatible extension of the 1966 building with subtle post-Modernist design details, these are not sufficient to allow it to meet the O. Reg. 9/06 criteria for design/physical value. And while it is an extension of the 1966 building, the historical/associative and contextual values of the property are most evident in the original building, not in the addition. As a result, the addition does not meet the criteria of O. Reg. 9/06 and is not of heritage significance.

Each of the three main criteria in O. Reg. 9/06 is quoted before the response is described.

¹⁷ Waldron, 2017, in City of Ottawa Heritage Survey and Evaluation Form, CNA House, 50 the Driveway, p. 5

¹⁸ City of Ottawa, 2020, Heritage Survey and Evaluation Form, CNA House, 50 the Driveway

Criterion #1: Design/Physical Value

- i) *Is the property a rare, unique, representative, or early example of a style, type, expression, material or construction method?* **Yes**

The property is a rare interpretation of the Brutalist style of Modernist architecture. Its irregular massing, use of heavy masonry forms and minimal fenestration are typical expressions of this style, as is the building's inward focus and lack of integration with its urban context. However, the rooftop concrete and glass lantern is not typical of that style and is unique to this building.

- ii) *Does the property display a high degree of craftsmanship or artistic merit?* **Yes**

The property shows good quality construction for a purpose-built office building of that time but not a high degree of craftsmanship. However, the rooftop lantern has artistic merit (the sculptural panels within the foyer, now removed, had artistic merit).

- iii) *Does the property demonstrate a high degree of technical or scientific achievement?* **No**

The building has an irregular shape and formal components, however, unlike some of the architect's other experimental structures, such as his own house, this building is a functional and economical response to a client's specific brief.

Criterion #2: Historical/Associative Value

- i) *Does the property have direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community?* **Yes**

This building was designed to house the national headquarters of the Canadian Nurses Association and served that function, physically and symbolically, throughout the Association's time of occupancy.

- ii) *Does the property yield, or have the potential to yield, information that contributes to the understanding of a community or culture?* **Yes**

The headquarters represented the nursing profession, locally and nationally, and the rooftop lantern interpreted an international symbol of nursing (the lamp). The headquarters was a meeting place for members of that profession. The site's topography and history offer opportunities to interpret the former creek, boat works and industrial uses that occupied this property and influenced, and were influenced by, the development of the adjacent Rideau Canal National Historic Site and World Heritage Site. Although the site has been substantially disturbed by development, portions of it may have archaeological potential.

- iii) *Does the property demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community?* **Yes**

Architect James Strutt was an Ottawa architect who was prominent locally in private practice and in his teaching at the Carleton University

School of Architecture. His experimental designs were known nationally. This is one of his few office buildings.

Criterion #3: Contextual Value

- i) *Is the property important in defining, maintaining or supporting the character of an area?* **No**

Although it is adjacent to a national consulate and to a Modernist high rise apartment building, the property does not support the character of the surrounding older residential neighbourhood or address the adjacent Canal landscape.

- ii) *Is the property physically, functionally, visually, or historically linked to its surroundings?* **No**

Although its construction in this part of Centretown was part of the initial renewal of investment in the area, the property itself is a physical and functional anomaly in its urban context.

- iii) *Is the property a landmark?* **Yes**

The building's distinctive massing and its rooftop lantern (capable of being illuminated from within at night) make it a landmark in the landscape of the Queen Elizabeth Driveway but it is largely hidden from view from within the adjacent residential neighbourhood. The existing building does not appear to be visible from the navigation channel of the Rideau Canal due to the Canal's low elevation within the "Deep Cut" and the building's large setback from the Canal bank.

4.3 Statement of Cultural Heritage Value or Interest (SCHVI)

The following statement is based on (and summarizes) the City's SCHVI but, where relevant, reflects the different evaluations described in Section 4.2, above.¹⁹

Statement of Cultural Heritage Value or Interest

The property has design/physical value as a rare example of a Brutalist style of Modernist architecture. Its irregular form, the predominance of brick and concrete in its materials, its minimal fenestration, and its orientation away from its urban context, all demonstrate typical aspects of this style. The rooftop lantern is a unique decorative and symbolic element on an otherwise minimally detailed structure.

The property has historical/associative value for its direct association with the Canadian Nurses Association in its former role as that organization's

¹⁹ City of Ottawa Heritage Planning, 2020

national headquarters. The property has the potential to yield information about the history of the nursing profession in Canada as well as about the history of that part of Centretown, about the history of the Canal and about the various uses of the property. The building demonstrates the work of a prominent Ottawa architect, university lecturer and administrator who was nationally recognized for his work in the Modernist idiom.

The property has contextual value as a landmark within the linear cultural heritage landscape of the Queen Elizabeth Driveway.

Heritage Attributes (1966 building)

- Two-three storey massing, with the third storey set into the sloping topography
- Irregular plan
- Flat roof
- Minimal fenestration and detail
- West and northeast elevations with blank walls alongside evenly spaced brick pilasters between which are narrow recessed rectangular window openings with concrete spandrels
- Main southeast elevation with blank walls and evenly spaced brick pilasters between which are narrow recessed rectangular window openings capped by concrete cubes
- Floating concrete canopies and trapezoidal stairs at front and rear entrances
- Concrete and glass lantern

There are no interior attributes. As noted above, the 1987 addition has been evaluated and does not have heritage significance.

4.4 Potential for Designation

The foregoing analysis and evaluation indicates that the property meets all three of the main criteria for eligibility for designation as a cultural heritage resource under Section 29, Part IV of the *Ontario Heritage Act*. Note also that the ERA 2020 Heritage Inventory provided a preliminary evaluation of the subject property as a “Significant Resource” having “potential for Part IV heritage designation.”²⁰

²⁰ ERA, 2020, Appendix A, Maps 14 and 15

5. Policy Context

The Planning Rationale prepared for this project by J.L Richards planning consultants provides a detailed policy analysis. The following text augments this analysis with a summary of the Provincial and City of Ottawa heritage planning policies that are applicable to this development.

5.1 Provincial Policy Statement (PPS) 2020

Policy 1.1.3.3 of the PPS directs municipalities to identify “appropriate locations” for intensification and redevelopment that meet the criteria described in that section (such as “taking into account existing building stock”). Policy 1.7.1 (e) of the PPS also directs municipalities to support long-term economic prosperity by, among other things, “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.” The proposed development is affected by this policy because of the property’s heritage significance.

The specific cultural heritage policies of the PPS also apply to this property. 50 the Driveway has been evaluated as being eligible for designation under Part IV of the *Ontario Heritage Act*. Should it be designated as a built heritage resource, Policy 2.6.1 applies as it directs “significant built heritage resources” to be conserved. Policy 2.6.3 applies because of the property’s location adjacent to the cultural heritage landscapes of the Queen Elizabeth Driveway and the Rideau Canal.

5.2 City of Ottawa Official Plan (OP) 2003, as amended

Policy 2.5 Strategic Directions – Building Liveable Communities has, in Policy 2.5.1 Design Objective (4) that requires redevelopment projects to “ensure that new development respects the character of existing areas”. Policy 2.5.5 Cultural Heritage Resources has this as its goal: “In recognition of the non-renewable nature of cultural heritage resources, and as steward of these resources in Ottawa, the City will continue to preserve them in a manner that respects their heritage value, ensures their future viability as functional components of Ottawa’s urban and rural environments, and allows them to continue their contribution to the character, civic pride, tourism potential, economic development, and historical appreciation of the community.” Section 2.5.5 26 notes that “reference should be made to Section 4.6.3 of this Plan with respect to development...adjacent to...the Rideau Canal.”

In addition, Policy 4.6 addresses the conservation of cultural heritage resources and lists the studies required for development that could impact these resources. The scope of a CHIS has been described in section 1.2, above. In terms of the proposed development, the response to the Policy 4.6 is found in Section 7 of the CHIS, below.

The Official Plan has recently been updated. The current draft version of the updated plan (December 2020) has many of the same heritage policies as the current in force and effect 2003 Official Plan. Initial revisions to Section 4.5 provides goals and policies for heritage conservation that are similar to those of the existing Official Plan. Goals #1 and #2 show the City's intent to conserve cultural heritage resources and manage built heritage throughout the development process. Section 4.5.1 8) has specific policies for designation of a property if demolition is threatened, and 4.5.2 1) requires all development adjacent to the Rideau Canal to have regard for the Canal's cultural heritage values, as defined in federal heritage designation. Section 4.5.2 2) requires assessment of impact of any development within 30 m. of a Listed building (not property) while 3) supports retention in situ of built heritage resources or, removal, restoration, and reinstatement on the original site. Subsection 7) supports adaptive re-use.

Policy 6.6.3 addresses development adjacent to the Rideau Canal. 6.6.3 1) guides development in the first row of properties in the Golden Triangle. Policy 6.6.3.3) requires protection of the Canal's cultural heritage landscapes while sub-section 4) limits properties in the first row to four storeys if the existing area is a low-rise residential area. Finally, in Section 11 Implementation, Section 11.8 requires Heritage Impact Statements for any development within 30 m. of a Part IV designated property.

These policies are evolving in response to comments and the draft has not yet been considered by Council and is not in force and effect until it receives Ministerial approval. If the draft is approved by Council, in the interim between that approval and a decision from the Minister, applications shall have regard for both the existing and proposed Plans, considering the more restrictive case for each relevant policy. The CHIS prepared for the proposed development has taken into account policies in both Plans.

In summary, the Official Plan policies, both in the existing version of the Plan and in the draft Plan, all support conservation of significant cultural heritage resources. The more specific policies in the draft Plan appear to allow some leeway in dealing with the deconstruction and reconstruction of a built heritage resource on the original site. Policies dealing with the Rideau Canal address conservation of the Canal's cultural heritage landscapes but do not provide impact assessment criteria. The height restriction echoes land use policies found elsewhere in the Plan (but does not describe neighbourhood character beyond specifying a height limit) while the proximity requirements more properly tie impact assessment to

distance from a property as opposed to a building. In sum, these heritage policies do not unduly restrict development of the subject property and discussions of impact on the Canal are to be found in federal policy documents.

5.3 Centretown Secondary Plan (May, 2013)

The Secondary Plan includes the Golden Triangle but does not have specific policies for that area. Section 3.3 Vision, describes the area as being “eclectic” in character, with heritage buildings “creatively re-used with some incorporated into new development.”

Section 3.4 Principles and Objectives has as a core principle that the Secondary Plan “...recognize that Centretown is one of Ottawa’s oldest established communities with significant heritage but also an area of the city that can be improved and should evolve strategically to accommodate many more residents and additional businesses.” Section 3.4.1 focuses on the area between Kent and Elgin Streets but contains objectives relevant to the proposed development:

- 2) Rehabilitate, conserve and re-use buildings with heritage value
- 4) Ensure [that] the scale, massing and design of new development respects the character of surrounding established areas with concentrations of heritage buildings
- 5) Preserve irreplaceable, valued architectural styles.

The Secondary Plan notes in passing that the NCC shall be encouraged “to develop the open space area adjacent to the Rideau Canal for both active and passive recreation in order to increase recreational opportunities for the residents of Centretown (3.6.1.5).”

There are specific policies for heritage in Section 3.7. Section 3.7.1 recommends that the 1997 HCD Study be updated to become an HCD Plan (this process is underway, led by the City, with the intent of making the HCD compliant with the requirements of the 2005 *Ontario Heritage Act*, Part V).

To date, the area that includes the subject property has not been recommended for inclusion within an expanded HCD. Section 3.7.1 3 states that the City “shall pursue appropriate designations of undesignated heritage buildings and areas within Centretown that are currently outside [of] the Centretown Heritage Conservation District.” Section 3.7.2.1 states that the City “shall encourage the rehabilitation and re-use of heritage buildings in Centretown.” Section 3.7.2 2 states that new development will be subject to the guidelines in Section 6.5 of the Centretown Development Plan (CDP). The CDP guidelines are discussed below. Because it is not designated or within an HCD, the CNA property is not subject to the Heritage Overlay under Section 60 of the Zoning By-law.

5.4 Centretown Community Design Plan (May, 2013)

This Plan has been adopted by Council but is not a policy document of the same type as the Official Plan or Secondary Plan. It is an advisory document intended to provide guidance for assessing new development within Centretown. Its guidelines build upon the policies found in the Official Plan and Secondary Plan and offer more detail on ways in which the planning policies can be implemented.

Section 6.1 Land Use provides recommendations for changes in Residential areas, “where significant change is not anticipated...Infill may be considered if it supports and appropriate and compatible height, massing and scale with the surrounding context. The prevailing building type will be the predominant form of development.”²¹ The CCDP shows the prevailing heights for the subject property and area to be four storeys, as in the current zoning.

These general guidelines are augmented by heritage guidelines in Section 6.5 Heritage Approach. Much of the text involves discussion of a recommendation that the City update the policies and guidelines for the two HCDs in Centretown in order to better reflect “the existing mixed-use character of the area [and] the level of growth that Centretown is now experiencing.” It goes on to recommend a block-by-block analysis of streetscape character in order to better define the ways in which infill development could be achieved.²² In the final section, 6.5.1, the Plan provides infill guidelines for integrating heritage resources within new development. Guidelines for “heritage integration” and “heritage context” (p. 105) address the inclusion of significant built heritage resources within new development and the addition of new buildings adjacent to an existing streetscape. New development should follow good heritage planning practice in using compatible materials, setbacks, references to adjacent building ground floor heights and character, including façade modulation. There is also a final comment here regarding HCDs where the CCDP suggests that “in the future, the Golden Triangle area east of Elgin Street would be a candidate for a Heritage Conservation District Study. This area includes many intact blocks of older low-rise house form buildings and warrants protection from comprehensive development pressures.”²³

In terms of the proposed development, most of these guidelines reflect heritage planning best practices and are not specific to Centretown. The infill guidelines in the CCDP focus on areas where higher density infill is encouraged, such as along the main streets, but they can also be applied to unique situations such

²¹ CCDP, 2013, p. 85

²² CCDP, 2013, p. 103

²³ Op. cit. p. 104

as the proposed development. As for the recommendation that the Golden Triangle be considered for an HCD Study, research conducted for this CHIS supports the idea in that there appear to be many intact blocks of late 19th and early 20th century development that would warrant further assessment and potential conservation.

5.5 Federal Heritage Policies

5.5.1 Rideau Canal Heritage Planning Policies

The subject property is located just outside the 30 m. buffer zone flanking the Canal. The Rideau Canal is both a World Heritage Site and a National Historic Site. Planning policies for the World Heritage Site are contained in the Rideau Canal World Heritage Site Management Plan (2005) while those for the National Historic Site are found in the Rideau Canal Management Plan (May, 2005). Impact of development that is outside the buffer zone will be assessed in terms of its visual impact on views from the Canal. Criteria for assessing visual impact are not specific, but some indication of their content can be found in the relevant policy documents.

WORLD HERITAGE SITE POLICIES

In the Plan, the reasons for the Canal's nomination are summarized and the management framework for the management agency (Parks Canada) is described.

The Statement of Outstanding Universal Value is as follows:

“In concept, design, and engineering, the Rideau Canal is the most outstanding surviving example of an early-19th century slackwater canal system in the world and one of the first canals designed specifically for steam-powered vessels. It is an exceptional example of the transfer of European transportation technology and its ingenious advancement in the North American environment. A rare instance of a canal built primarily for strategic military purposes, the Rideau Canal, together with its ensemble of military fortifications, illustrates the significant stage of human history when Great Britain and the United States of America vied for the control of the northern portion of the North American continent.”

The criteria for inscription, as quoted in pages 4-9 of the Management Plan, are:

- (i): The Rideau Canal is a masterpiece of human creative genius.
- (ii): The Rideau Canal exhibits an important interchange of human values, over a span of time or within a cultural area of the world, on developments in technology.
- (iii): The Rideau Canal is an outstanding example of a technological ensemble which illustrates a significant stage in human history.

Management guidelines for the World Heritage Site in Section 10 of the Management Plan indicate the mandate for Parks Canada to review development applications for their potential effect on the heritage values of the World Heritage Site. The relevant portion of that Section is quoted below:

“To ensure the protection of the nominated property, the Parks Canada Agency will undertake the following actions:

- Work with municipal governments, which are empowered to control the development and use of shore lands under the authority of the Ontario *Planning Act* to protect the property through the maintenance of a buffer zone. Municipalities control the location, type and scale of development and have land-use policies that require frontage of between 50 m to 75 m for waterfront lots and a setback of 30 m from the shoreline for all new construction. This 30-m setback constitutes the buffer zone for the slackwater sections of the canal system.
- Work within the planning processes of municipal governments to ensure that consideration is given to the conservation management of lands beyond the 30-m buffer zone, particularly where development has the potential to degrade the heritage values of the nominated property. [and]
- Intervene in proposed development applications should the agency believe that the development would negatively affect the world heritage values or resources of the nominated property.”

Of these, the policies affecting properties outside of the 30 m. buffer zone would apply, however, no more specific assessment criteria have been provided by Parks Canada and it would appear that comments will be made on a case-by-case basis.

NATIONAL HISTORIC SITE POLICIES

The Rideau Canal is both a National Historic Site and a World Heritage Site. It is under the jurisdiction of Parks Canada and is subject to the management policies of that agency. These include general policies for conservation of cultural heritage resources, as found in the Cultural Management Policy (2013) and the Standards and Guidelines for the Conservation of Historic Places in Canada (2010), and specific policies governing the Rideau Canal,

as described in more detail below.

The Rideau Canal Management Plan (2005, Section 5.0, p. 69) defines the “designated place” of the Rideau Canal National Historic Site as “the lands and waters under the jurisdiction of Parks Canada including the bed of the Rideau Canal to the high-water mark between the Ottawa River and the harbor in Kingston.” Otherwise, the subject property is subject to the regulatory policies of the Province of Ontario and the City of Ottawa. However, in terms of Provincial and municipal development review, Parks Canada is a commenting agency and adjacent landowner and, although it has no direct control over development along the Canal Corridor beyond anything within the 30-metre buffer, it has the option of appealing a development application to the Local Planning Appeal Tribunal (now the Ontario Land Tribunal).

In terms of policies or guidelines for Parks Canada staff to use in assessing development applications along the Canal, there are few that provide more than general direction. The reasons for this situation are as follows:

- The Management Plans are “enabling” documents, not regulatory ones, thus they are mostly intended to influence the management activities of Parks Canada and are not intended to provide land use planning policies for adjacent development.
- These Plans are high order strategic plans: they refer to heritage and new development in general terms, and do not provide definitions of scenic or heritage values to be conserved, nor do they describe the heritage character of the Canal Corridor in any detail.
- The Rideau Corridor Landscape Strategy contains high level mapping and evaluation of corridor landscapes but little detail that would inform decisions regarding the development of lands along the Canal in urban settings.

What policy guidance that does exist is found in the following sections of the 2005 Parks Canada Rideau Canal Management Plan:

- The Plan notes, under “Management Challenges”, that (Sect. 4.3, p. 19) “the cultural landscape of the Canal Corridor is under threat from incompatible development.”
- A strategic goal (Sect. 4.4, p. 19) is to prepare “encourage the protection of other cultural resources within the Rideau Canal corridor.”
- A key action by Parks Canada, in co-operation with others (Sect. 4.4.2, pp. 20-21), is to “encourage the use of architectural styles in keeping with the architectural heritage of the Canal Corridor for new construction adjacent to the Canal and lockstations” and to “identify views and adjacent lands critical to the heritage setting of lockstations, and specific corridor communities...”. Also “promote the use of The Cultural Landscape of the Rideau Canal Corridor Phase II Study among heritage interests and municipalities as a means of raising awareness

of the cultural resources of the Canal corridor and the protection of these resources through private stewardship and municipal action.”

- Under 6.0 Waterfront Land Use and Development, the statement in 6.1 Overview (p. 28) summarizes Parks Canada’s position on shoreline development: “Parks Canada’s primary interest in land uses adjacent to the Canal and Canal Lands (the designated place) is the retention and enhancement of the natural, cultural and scenic values (heritage character) of the Canal waterfront lands.” Section 6.3.1 and 6.3.2 outline the process for Parks Canada’s review of waterfront development, especially (p. 29): “The Rideau Canal Management Plan will serve as the statement of management direction for Parks Canada with regard to its involvement in the development of municipal land use policies and waterfront land use and development matters.”

Within Appendix A: Commemorative Integrity Statement, 5.0 Designated Place,

- The Level 1 heritage resources of the Canal include (Sect. 5.1) “the historic, ecological and visual associations with...certain shore-lands and communities along the waterway which contribute to the unique historical environment of the Canal.”
- A management goal is to ensure that (Sect. 5.3) “the heritage character of the corridor shore-lands (is) safeguarded from inappropriate development or uses.”

From these statements, it is possible to identify several elements of Parks Canada’s response to new development along the Canal:

- “inappropriate development” is seen as a key issue; what constitutes “inappropriate” is not defined (see 5.3), but what would be “appropriate” seems to be architectural designs that take their cues from the architectural styles found along the Canal, presumably those that are based on the dominant vernacular interpretations of Classical styles (see 4.4.2). This appears to apply particularly to areas adjacent to lockstations.
- The lands visible from the navigation channel are considered to be “cultural landscapes”, a term which includes the natural as well as the human-made setting, with their historical and cultural associations and values.
- Much of the content of the management plan focuses on the canal as an engineering work set into the landscape, thus the emphasis is on a landscape-dominated setting.

The subject lands are addressed in more detail in the Rideau Corridor Landscape Strategy (2014). In the mapping for Sector 1, Map 1: Ottawa River to Hogs Back Locks, mapping found in Appendix A classifies the subject lands as C1 Urban. Important viewpoints within this Area include views looking NW up the axis of the Canal along the Deep Cut, parallel to the subject site. The visual values identified in the Area are shown in Appendix B and reflect existing conditions, thus the Canal in the area near the subject site has “views

to and from the Canal” indicated in the same area as shown in the Appendix A mapping (i.e. at the turn in the Canal route at the tip of the Golden Triangle). Since the degree of visibility from the Canal navigation channel is an important criterion for assessing impact, these categorizations are perhaps the most detailed versions currently available upon which Parks Canada would base their comments. However, it is still difficult to ascertain how these classifications would be used to assess the impact of the proposed development.

In summary, Parks Canada appears to rely on the very general policies found in the Rideau Canal management plans (Parks Canada’s and those of the World Heritage Site). These high order plans do not provide detailed criteria for impact assessment. However, the Rideau Corridor Landscape Strategy lists ten principles for “good waterfront development” along the Canal. Of these, several may be relevant in ensuring compatible development of the subject lands:

- “understand and respect the landscape character” (Principle 1);
- “locate development back from the shoreline (30 m. minimum)” (Principle 5);
- “design buildings to complement the site” (Principle 7).

Only the last is directly related to buildings. In Principle 7, building designs should “complement the landscape character and architectural style of the surrounding area...Buildings should be low profile and not exceed the height of the tree canopy”.

5.5.2 National Capital Commission Queen Elizabeth Driveway Policies

The National Capital Commission (NCC) is a federal agency with authority to comment on developments adjacent to its lands, in this case, the Queen Elizabeth Driveway. To date, there do not appear to be specific criteria that the NCC uses to assess impact of adjacent development. Initial enquiries to the agency regarding development on the subject property indicated that their primary concern would be the interface with the cultural landscape of the Queen Elizabeth Driveway and, by extension, the Canal.



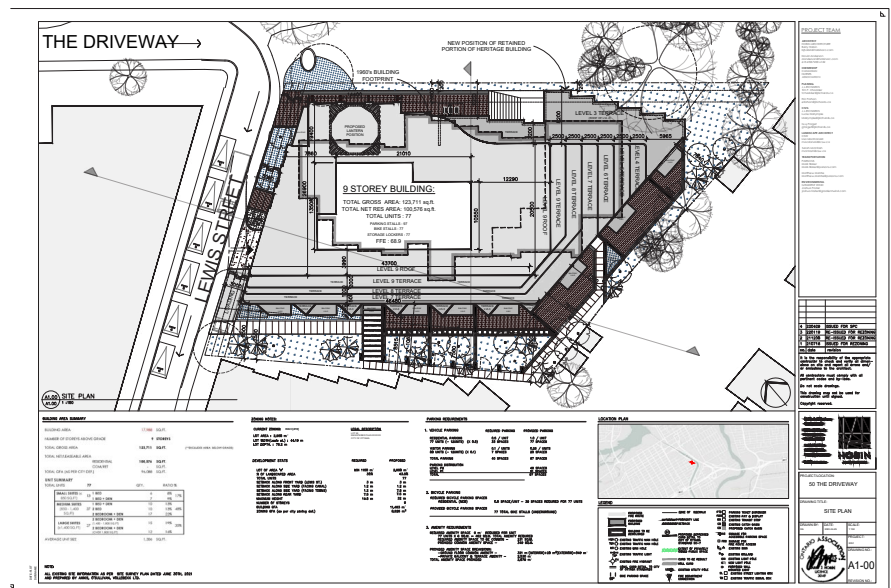
Composite plan of federal and City heritage mapping.
Credit: NCC

6. Description of Proposed Development

The Canadian Nurses Association, owner of the subject property, in concert with Main + Main Developments, is proposing to construct an apartment building on the site of their former national headquarters. The proposed development entails relocation on site of the main façade of the existing 1960s office building and construction of a new residential structure that steps up from two to nine storeys as it rises towards Lewis Street. The new building will occupy most of the existing site and provide underground parking to replace the existing surface parking. The proposed building footprint will retain some of the existing landscape within the property that currently abuts the Queen Elizabeth Driveway. The current proposal requires an Official Plan Amendment and Zoning By-law Amendment to permit the proposed use and additional height. The proposal is subject to Site Plan Control to address details of the proposed development.

Although it is not Listed on the City of Ottawa Heritage Register or designated under Section 29, Part IV of the *Ontario Heritage Act*, the existing property has recently been evaluated by the City (and in this CHIS) as having cultural heritage significance. Retaining the existing building in its current form and location is not possible if the Nurses Association’s goal of generating income from sale of the property is to be realized. Rather than demolish the existing structure completely, it is proposed to deconstruct the building and reconstruct components of the exterior as part of the podium base of the new building. The lantern currently located on the building roof is proposed to be relocated to the roof of the nine-storey tower and reconstructed there.

Site plan showing retained heritage structures
Credit: Hobin Architects

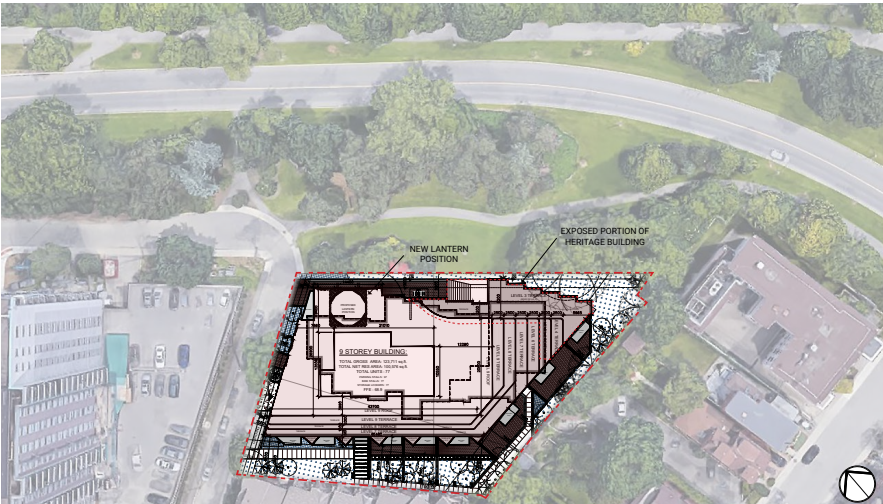




Aerial view showing relocated façade and lantern (reduced version)



Pedestrian level view of lantern (reduced version)



Composite image of proposed and existing development

Credits: Hobin Architects

7. Impact of Proposed Development

7.1 Summary of Heritage Policy Context

From the discussion of heritage policy in Section 5, above, the proposed development is assessed in relation to federal policies regarding potential visual impacts on the Rideau Canal and Queen Elizabeth Driveway, by Provincial policies for the conservation of cultural heritage resources, and by municipal policies and guidelines for heritage conservation. Provincial and municipal policies encourage heritage conservation in general but do not specify methods for doing so. Given the unique character of the subject property in terms of its history and the design of the existing building, impact assessment will be undertaken here using accepted principles and practices in heritage planning and conservation.

A common theme in both the federal and municipal heritage policies and guidelines is the characterization of this part of Centretown as a low-density neighbourhood in which the development pattern has been largely determined by the construction that occurred in the late 19th and early 20th century. This pattern of small blocks, narrow streets and tightly packed housing was in place when the federal government developed the Queen Elizabeth Driveway and began removing industrial activities from the banks of the Canal. In this way, the neighbourhood became a backdrop to the designed cultural landscape along the west side of the Canal. But that changed in the years following World War Two when this part of Ottawa was considered by the municipality to be run down and in need of revitalization. The City's urban renewal program that removed several blocks of existing development immediately north of the subject property changed the character of the neighbourhood's edge, from low density to high density, and from small apartments and houses to high rise apartments. The CNA headquarters continued this trend by removing the housing and industrial buildings that formerly occupied the site, although it retained the scale of adjacent buildings.

The trend to substantially change the neighbourhood did not continue, however. Shortly after the current property was developed, the City stopped the urban renewal program. But the alterations to the neighbourhood's eastern edge created a new interface with the Queen Elizabeth Driveway, one that contrasted with the dominant character of the rest of the neighbourhood. That contrasting character persists to the present day with the 1970s high rise apartments across Lewis Street, for example. In terms of new development on the subject property, however, there is an opportunity to provide a more gradual transition from high rise to low rise and from parkland to urban streetscape while reinforcing the residential character of the neighbourhood.

7.2 Conservation Principles

Given that the subject property has been identified as having heritage significance, the proposed development will need to follow accepted practices in heritage conservation. Approaches to conservation principles or “interventions” as applied to buildings and settings that have potential or confirmed heritage value are covered by Provincial and federal guidelines. For the purposes of this report, the Standards and Guidelines for the Conservation of Historic Places in Canada (2003, revised 2010) will be used as the benchmark (Provincial guidelines in the Ontario Heritage Tool Kit are harmonized with the federal guidelines). In 2008, the City of Ottawa adopted the federal guidelines as the basis for heritage conservation policies in the Official Plan.

Standards and Guidelines for the Conservation of Historic Places in Canada Second Edition (the “Standards”) provides an overview to the conservation decision-making process, conservation treatments, standards for appropriate conservation, and guidelines for conservation. In the context of the Standards, conservation is broadly defined:

Conservation: all actions or processes that are aimed at safeguarding the character-defining elements of an historic place so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these actions or processes;

Preservation: the action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of an historic place, or of an individual component, while protecting its heritage value;

Rehabilitation: the actions or processes of making possible a continuing or compatible contemporary use of an historic place, or an individual component, while protecting its heritage value; and

Restoration: the action or process of accurately revealing, recovering, or representing the state of an historic place, or of an individual component, as it appeared at the particular period in its history, while protecting its heritage value (Parks Canada 2010).

In addition to these federal conservation principles and practices, best practices in heritage conservation also refer to Provincial conservation principles. The Ministry of Tourism, Culture and Sport’s (now MHSTCI) Eight Guiding Principles in the Conservation of Built Heritage Properties (2008) are used as a tool to help guide change to cultural heritage resources:

- 1) Respect for documentary evidence: Do not restore based on conjecture. Conservation work should be based on historic documentation such as historic photographs, drawings, or physical evidence;

- 2) Respect for the original location: Do not move buildings unless there is no other means to save them. Site is an integral component of a building or structure. Change in site diminishes the cultural heritage value considerably;
- 3) Respect for historic materials: Repair/conserve rather than replace building materials and finishes, except where absolutely necessary. Minimal intervention maintains the heritage content of the built resource;
- 4) Respect for original fabric: Repair with like materials. Repair to return the resource to its prior condition, without altering its integrity;
- 5) Respect for the building's history: Do not restore to one period at the expense of another period. Do not destroy later additions to a building or structure solely to restore to a single time period;
- 6) Reversibility: Alteration should be able to be returned to original conditions. This conserves earlier building design and technique, e.g. when a new door opening is put into a stone wall, the original stones are numbered, removed and stored, allowing for future restoration;
- 7) Legibility: New work should be distinguishable from old. Buildings or structures should be recognized as products of their own time, and new additions should not blur the distinction between old and new; and,
- 8) Maintenance: With continuous care, future restoration work will not be necessary. With regular upkeep, major conservation projects and their high costs can be avoided.

7.3 Response to Official Plan Heritage Policies

Policy 4.6.1 Heritage Buildings and Areas:

The City has evaluated the property and indicated that it merits designation under Part IV of the OHA. However, the City has not proceeded with designation pending review of the development application. In any case, the following is a response to the requirements of a CHIS for a designated property:

4.6.1.1

- The structure will be partially demolished and relocated (on site).
- Positive impacts: retention on the property of components of the heritage attributes; terraced building massing stepping down to four storeys; interpretive opportunities
- Adverse impacts: removal of the building save for those components
- Mitigation: deconstruction and reconstruction of the façade and lantern, relocated on the property
- Heritage attributes: key attributes of the façade and lantern are conserved (preserved and reconstructed)

4.6.1.3

- There are no municipally designated properties within 35 metres of the subject property, although it abuts the federally owned Queen Elizabeth Driveway and Rideau Canal.

4.6.1.4

- This CHIS demonstrates that partial relocation on site is the only way to conserve this resource.

4.6.1.5

- This CHIS demonstrates that adaptive reuse is not viable and that partial demolition and rehabilitation are recommended.

4.6.1.6

- On site retention of large components of the resource is recommended.

4.6.1.7

- Recording and salvage are recommended.

4.6.1.11

- This CHIS assesses impact on adjacent and nearby properties on the Heritage Register (Section 7.3).

4.6.2 Archaeological Resources

4.6.2.5

- Notwithstanding that an archaeological assessment is not required within the historic core, this CHIS recommends completion of a Stage 1 and 2 archaeological assessment as part of the proposed development to address portions of the subject property that may not have been disturbed by previous development activity.

4.6.3 River and Canal Corridors

4.6.3.1

- Notwithstanding that the proposed development is located beyond the 30 m. landscaped buffer of the Rideau Canal, this CHIS demonstrates that the proposed development will have minimal visual impact on the heritage attributes of the Rideau Canal World Heritage Site and National Historic Site.

4.6.4 Scenic-Entry Routes

4.6.4.2

- The conserved attributes and landscape treatment will complement the aesthetically pleasing streetscape along the Queen Elizabeth Driveway, and views of the cultural resources will remain between the existing trees on NCC property.

4.6.5 Multi-use Pathways

The multi-use pathway alongside the travel portion of the Queen Elizabeth Driveway abutting the proposed development will not be physically impacted and the existing commemorative tulip garden on NCC land is recommended to be conserved.

7.4 Summary of Impact on Adjacent Properties

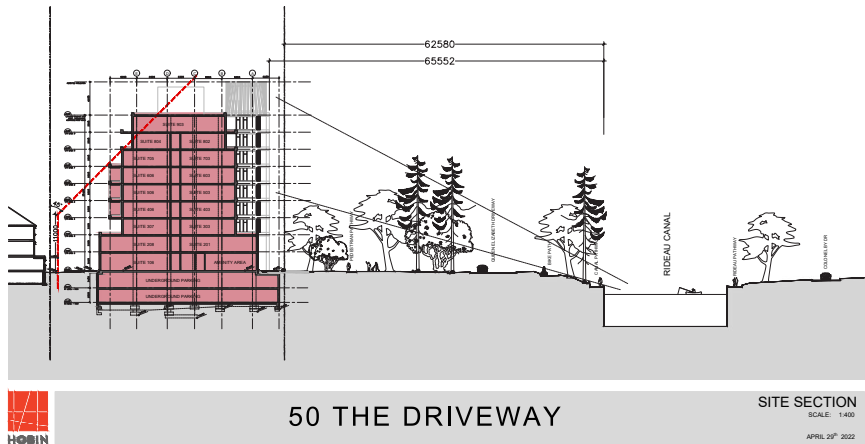
Heritage Register Properties

In terms of impact on the adjacent Listed heritage properties on Waverly Street, the proposed design steps down to the three-storey height of the surrounding neighbourhood. The relocated elements of the façade match this height and they are to be integrated within the podium base of the structure at the point closest to the rear yards of the Waverley Avenue houses. The relocated lantern will be placed atop the tower within view from the pedestrian walkway, thus it will continue to be a local landmark. The massing of the proposed development has setbacks and stepbacks that provide separation from the townhouses adjacent to the current surface parking lot. On Lewis Street, the proposed nine storey height is approximately half that of the existing residential tower and the proposed development faces the existing parking structure at grade along the Lewis Street frontage.

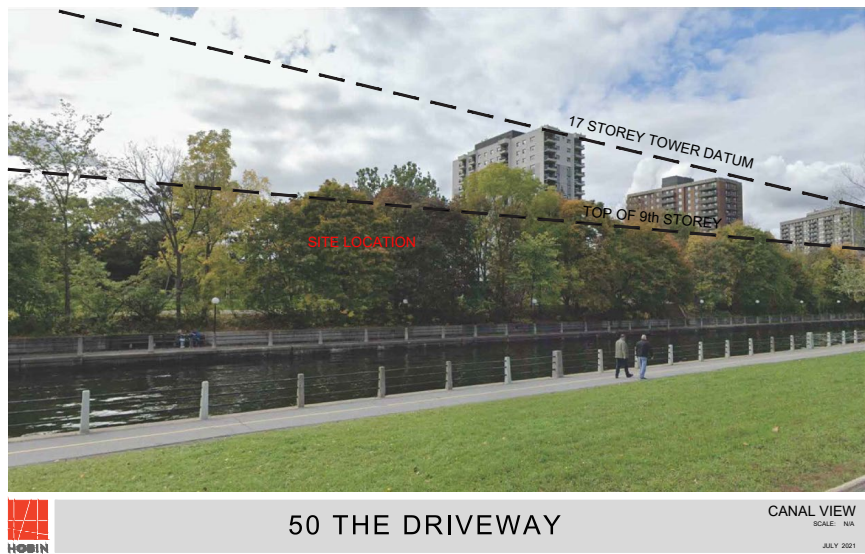
Rideau Canal

In terms of impact on views from the Rideau Canal, the water level within the Canal opposite the subject property is well below the level of the Canalside walkway which, in turn, is well below the surface of the Queen Elizabeth Driveway. This elevational difference, combined with the narrowness of the Canal in this section, and a setback from the Canal of more than 30 metres, means that the only portions of the proposed building visible from the Canal would be the uppermost storeys of the highest (9 storey) portion and the relocated lantern, and these would be screened, in turn, by the extensive canopies of mature deciduous and coniferous trees lining the Queen Elizabeth Driveway. In terms of impact on Level 1 resources, the proposed residential development supports and continues the residential character of the adjacent neighbourhood and the site offers opportunities to interpret key elements of the Canal's development (Neville Creek, the Deep Cut and the gully at the Canal turn). In terms of addressing the Ten Principles for Good Waterfront Development, the proposed development respects that landscape character of the NCC lands by avoiding negative impact on the existing mature trees (1), is set well back from the Canal edge and is set back from the property line with the NCC lands (5), and complements the site by stepping down the building mass to match the dominant height of the

neighbouring buildings and by stepping up to a height that is no higher than the height of the existing tree canopy (7). As a result, visual impact on the Canal's cultural heritage resources will be minimal and there will be no direct impact on those resources due to the development being located beyond the 30 m. buffer zone.



Section showing views from Canal



Proposed building height as seen from Canal

Credits: Hobin Architects

Queen Elizabeth Driveway

In terms of impact on the adjacent Queen Elizabeth Driveway cultural heritage landscape, the landscape of NCC property flanking the subject property contains many mature deciduous and coniferous trees on broad lawns and these, combined with the mature deciduous vegetation and lawn existing on the subject property, will screen the proposed development from the vehicular roadway and provide a visual transition from the pedestrian pathway. It is possible that the existing tulip garden, now located on NCC property, can be maintained in place as a further buffer along this interface.



View SW from NCC property

7.5 Conservation and Development Strategy

7.5.1 Conservation Issues

Ideally, when a property contains a building that has been evaluated as having heritage significance, the entire building is conserved in situ. If the current use is no longer feasible, an adaptive reuse is identified. However, research conducted for this CHIS shows that this is not a generic office building, nor is its situation on the property typical. Instead, the architect designed the building to closely match both the functional and symbolic goals of his client and to respond to the City's goal of establishing a new type of development in a declining neighbourhood. In accord with architectural design trends of the 1960s, he placed the building in the middle of the property, in a parkland setting, not along the street as is the case with the established pattern of urban development. As noted above, the result is an inward-oriented building set in the middle of a lawn with nearby trees next to which is the cultural heritage landscape of the Queen Elizabeth Driveway (to the east) and next to surface parking (to the west). This is a development pattern more suited to the suburbs than to the downtown.

These are the main challenges facing redevelopment of this property, but there are more specific issues that conservation of the existing structure must address. The first is adaptive re-use. Now that the Association has vacated the building, finding a viable new use will be difficult for a structure so closely matched to the specific requirements of its intended user. Second, there are the difficulties involved in bringing a multi-levelled interior and exterior up to current Building Code and sustainability requirements. Third, there are the changes made to the original structure. The 1966 building has been substantially altered by the 1987 addition, the construction of which necessitated removal of a large portion of the 1966 building's southeast and southwest elevations.

7.5.2. Options Considered

The issues discussed above narrowed the range of options that were considered for the proposed development. One option would be to demolish the existing structure and clear the property for development. However, this approach would remove all the heritage attributes. The opposite approach would be to conserve the existing building in its entirety, in situ. This would conserve the heritage attributes but preclude adaptive reuse of the property beyond finding another office use suited to this purpose-built design, as well as making required upgrades very difficult. Partial demolition entailing removal of the 1987 addition would free up some of the site for development but would still leave an awkward parcel around the 1966 building, with a very limited area for additions and underground parking.

8. Recommended Approach

8.1 Conclusions

In summary, the evaluations of potential heritage significance in this CHIS and in the City's Heritage Survey both determine that the property meets the criteria for designation under Part IV of the OHA. However, in response to the issues described above, it is my professional opinion that the retention of representative components of the heritage attributes will be sufficient to mitigate the loss of the majority of the physical fabric. Although only a shell of the original 1966 building will remain, it will show the design of that building and will remain oriented to the public right-of-way while being integrated into the base of a new structure. The deconstruct/reconstruct process will carefully retain and restore the façade components. This, and the site itself, provide many opportunities for interpretation, not only of the original building and its original user, but also for the site itself and the adjacent section of the Canal. These opportunities further mitigate the extensive alteration to the original building that is being proposed.

It is on this basis that the recommended approach to conservation of this property is to avoid complete demolition and have regard for the property's significance and heritage attributes. This can be done by focusing on the main façade of the 1966 building and the rooftop lantern. The approach is to deconstruct the façade and lantern and reconstruct them on site but in different locations, as part of the new development. The façade is proposed to be taken apart and reassembled as part of the podium base of the new building, in a location closer to the northeast corner of the property. Similarly, the rooftop lantern is proposed to be taken apart and put back together as a rooftop element to be located atop the proposed nine storey tower. In this way, the visual impression of the existing building as seen from the Queen Elizabeth Driveway remains much the same and the lantern can continue to be a landmark element above the cultural heritage landscape. Interpretation of the property's history is also proposed to be a component of the new development.

In terms of heritage planning policy and practice, deconstruct/reconstruct is a relatively new approach but one that is gaining importance, especially in urban settings and where salvage and reuse of building materials is a possibility. According to the definitions of conservation in the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada, this approach is a type of rehabilitation in that it makes possible "compatible contemporary use of an historic place, or an individual component, while protecting its heritage value." The components of the facade and lantern will be preserved and necessary repairs made as part of the reconstruction process. Small parts of the façade will be altered to respond to functional requirements of the interior design of the proposed building.

In terms of the Province's "Eight Guiding Principles", the recommended approach:

- is based on thorough historical research;
- keeps heritage attributes on the same property (but in a slightly different location);
- retains and restores original material;
- respects original fabric through restoration and repair (using original materials salvaged from other demolished parts of the structure);
- respects the building's history (by retaining the original façade and removing an addition that has no heritage significance); and
- clearly distinguishes elements of the existing building from the new building.

In terms of the City's preliminary evaluation of the property's heritage significance, the proposed conservation approach conserves key components of the heritage attributes the City identified in their draft Statement of Cultural Heritage Value or Interest (Appendix B), except for those on the west and northeast elevations. These attributes are:

- Three-storey massing;
- Flat roof (as part of a new podium with a flat roof);
- Irregular plan (as shown in the irregular massing of the façade);
- Lack of ornamentation;
- Masonry walls constructed of brick and concrete;
- Southeast façade composed of evenly spaced brick pilasters punctuated by strips of rectangular window openings and concrete spandrel panels and capped by floating concrete cubes;
- Entrances...covered by a floating cube and accessed by a solid concrete staircase, trapezoidal in shape; and
- The concrete and glass lantern, known as the Tower of Light, that has become the symbol of the Canadian Nurses' Association.

Next steps in the heritage planning process include the following recommendations:

- A Stage 1 and 2 archaeological assessment should be conducted on this property to determine if there are cultural heritage resources present and to inform interpretation of the property.
- Prior to demolition and deconstruction, the building should be thoroughly documented for archival purposes in accordance with accepted heritage recording guidelines, for deposit in the City of Ottawa archives, in accordance with Official Plan policy Section 4.6.1.7 (note: laser scanning and digital photography of the heritage attributes has been completed). Components of the interior suitable for salvage and reuse should be identified and removed offsite, for potential reuse in the proposed development or for resale.

- Following municipal approval of the proposed development, the property could be considered for Listing under Section 27 of the *Ontario Heritage Act* pending withdrawal of the demolition application. There will be a heritage easement to cover the relocated/reconstructed heritage attributes, undertaken with the Ontario Heritage Trust. City staff recommend that the applicant enter into a Heritage Easement Agreement, to be finalized concurrently with the Site Plan Control approval and including the SCHVI in this CHIS as a schedule to the agreement.

8.2 Recommended Deconstruct/Reconstruct Process

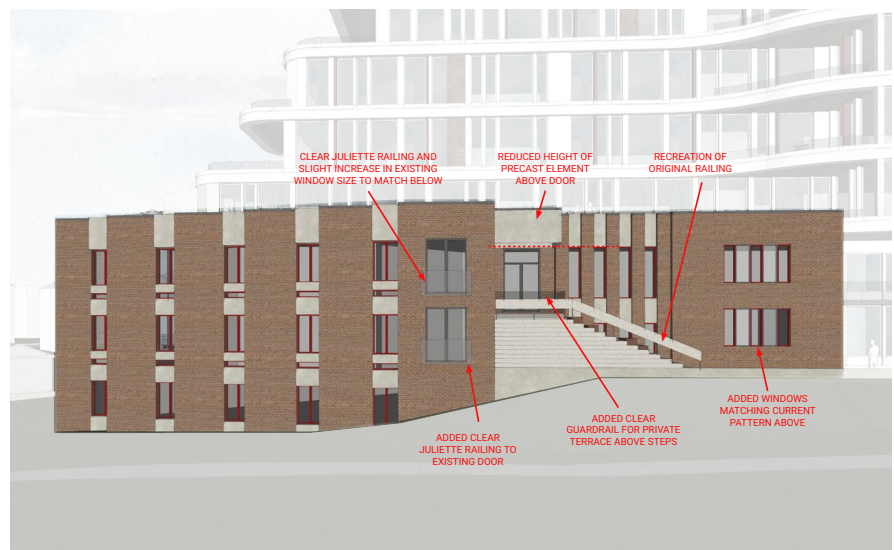
Once the proposed deconstruct/reconstruct strategy had been agreed upon, the consulting team and client explored further options for how to undertake this process. The team engineers and architects investigated the facade wall structure by making small openings in the existing fabric. When compared with the permit drawings on file at the City, these investigations showed that the facade wall section is different in the three-storey and two-storey portions. In the three-storey portion, the facade is separated from the main structural wall by an air space. The facade rests on its own concrete foundation and appears to be tied back to the interior structural wall, although ties were not visible during the investigations. In the two-storey portion, the face brick was attached directly to a concrete block wall which, in turn, was integrated with the floor slabs. What this meant was that the initial goal of removing large sections of the facade intact could not be achieved practically or safely. Instead, the facade would have to be removed brick-by-brick and the concrete spandrels and caps (along with the windows) detached from the wall. These elements would then be reconstructed as the exterior of a new wall that met current Building Code and seismic standards.

The lantern poses fewer problems: it can be taken apart in sections (removing glazing, wood paneling and the plaster roof) and re-instated on a new steel ring foundation. Subject to further investigation of projected environmental conditions on the roof of the new tower, it may be preferable to re-instate glazing and a replica of the roof in order to protect the interior of the lantern from the elements.

To conserve the key heritage attributes, the following is a summary of the proposed process for taking apart the existing facade and re-assembling it as part of the new building.

- Three-storey portion: the single brick veneer of the existing double wythe wall construction proposed to be taken apart by hand with scaffolding (e.g. brick by brick, removing mortar from each brick) and stored off-site prior to re-installation in the reconstructed facade.

- Two-storey portion: existing wall section is a single brick veneer proposed to be detached from the backing wall and taken apart by hand with scaffolding (as above), salvaged brick to be stored off-site and re-used for the reconstructed façade.
- Window units: existing units to be salvaged and re-installed if possible (updated to meet current requirements) or replicated with new units.
- Precast concrete caps and spandrels: existing components to be dismantled and salvaged, stored off-site and re-used for the reconstructed façade.
- Face brick: surplus existing components to be salvaged, stored off-site and re-used for the reconstructed façade.
- Entrance: existing wooden doors and surround to be removed and re-used if possible in the reconstructed façade (the entrance will open to a private terrace atop the reconstructed stair).
- Entrance terraced stairway: existing stairway to be demolished and replaced with a poured in place concrete replica structure.
- Front terrace: existing paved terrace and retaining wall to be demolished and replaced with a low retaining wall.
- Brick pilasters: existing to be removed and replicated with salvaged brick, as above.
- Lantern: existing structure (not including the cap, glazing and wooden veneer panels) to be dis-assembled in sections, stored off-site, and re-installed on a new steel ring base atop the nine storey tower (see architectural plans for details)



Reconstructed façade showing proposed interventions

Credit: Cleland Jardine Engineering

Once the salvaged material has been taken down and stored, the remaining structure is proposed to be demolished and most of the construction material removed from the site. The exception will be some of the bricks and concrete caps and spandrels from the other elevations that will be salvaged to replace any components for the reconstructed façade that are damaged in the deconstruction process. Other salvaged bricks that are surplus to the reconstruction process should be re-used on other elevations of the new structure, especially at the pedestrian scale along Lewis Street. Care will need to be taken during the demolition process in removing, storing, and protecting salvaged elements from the building.

Other issues raised in the City's first round of comments can be addressed as follows:

- Lantern: although the preferred strategy is partial reconstruction as a landscape element, other options to be pursued during design development include, but are not limited to:
 - o Reconstruction (in whole or large part) as a skylight or screen associated with the elevator over-run and related servicing infrastructure atop the tower portion.
 - o Reconstruction (in whole or large part) as a feature within the lobby.
 - o Both options have opportunities for internal lighting.
- Visibility of reconstructed façade: the proposed location for the façade is closer to the NCC lands than is the current condition. The façade is on a podium that projects east from the base of the building so that it becomes more visible to pedestrians and cyclists along the Queen Elizabeth Driveway. The set back portion of the tower at the lobby also allows views of the relocated façade under the new building.
- Interpretation: the City will facilitate further discussions with key stakeholders such as the Strutt Foundation, Heritage Ottawa and the NCC.
- Draft Official Plan policies: Evolving draft policies will be considered during the approvals process.
- Rideau Canal World Heritage Site: views from the Canal will be screened by existing mature trees on NCC property (to be conserved, as part of the revised landscape plan). Heritage attributes such as the lantern will be lit in ways that minimize impact on the Canal and Queen Elizabeth Driveway.

In summary, while the conservation approach proposed here is neither a minimal nor a reversible intervention, it does conserve important heritage values of the historic place, particularly in retaining the essential elements of the building design, massing, and materiality. The visual and historical importance of the existing building is retained and the associations the property has with the CNA and previous uses can also be interpreted effectively. Given that much of the existing façade is composed of a brick veneer and precast or prefabricated details, re-installation of original components will allow the appearance of the reconstructed façade to

closely resemble the existing when viewed from the public realm. Reuse of portions of the existing building also reduces the impact of the proposed development in terms of generation of construction waste.

8.3 Recommended Interpretation Strategy

This property has evolved from a forest alongside a creek to a boatyard and steamboat dock, then to a commercial storage site and, ultimately, to an institutional office. As a result, the subject property has rich interpretive potential. The following is an outline of themes and storylines that could be interpreted on site, in various media and in various locations (details to be determined with the City as part of a future project):

Theme 1: Natural Landform

- Clay outwash plain
- Neville Creek
- Early human occupation (pre-and-post-contact)

Theme 2: Canal Construction

- Deep Cut
- Bywash
- Neville's Boatyards

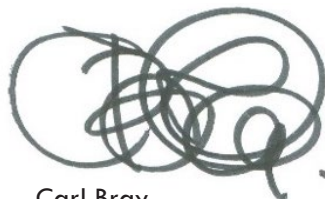
Theme 3: Development of the Area

- Growth of the Golden Triangle
- Civic beautification (Queen Elizabeth Driveway)
- Industrial and commercial development
- Urban renewal

Theme 4: Canadian Nurses Association

- Building design and purpose

Respectfully submitted,



Carl Bray

Principal
Bray Heritage

Appendices

A. City of Ottawa Heritage Survey and Evaluation Form (50 the Driveway)

HERITAGE SURVEY AND EVALUATION FORM

Building Name and Address: CNA House, 50 The Driveway

Construction Date: 1965-66

Original Owner: Canadian Nurses' Association



CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE/ INTEREST

	Yes	No
Design Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Historical Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Contextual Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>

A property may be designated under Section 29 of the *Ontario Heritage Act* if it meets one or more of the above criteria. Ontario Regulation 09/06



Image: Canadian Nurses Association One Hundred Years of Service: 1908-2008, page 95.

Design or Physical Value

Architecture

Is the property a rare, unique, representative, or early example of a style, type, expression, material or construction method? YES NO

The Canadian Nurses' Association (CNA) House, 50 The Driveway, is a three storey, red brick and concrete building located at the edge of Centretown at the intersection of The Driveway and Lewis Street. Constructed in 1965-66, the original building is irregular in plan with articulated ribbed façades and features a unique concrete and glass lantern on the top storey. The building has an addition to the south, that was constructed in 1987.

The CNA House is an excellent example of a Modern style office building influenced by Brutalist style. The Modern style was popular in Canada in the post war period. While there are many variations of the Modern style, the unifying characteristic is a complete break from the more decorative and detailed architectural styles popular in the first half of the 20th century. CNA House embodies modern office building design through its its rectilinear composition and restrained façades.

Brutalism first appeared in Canada in the 1960s¹ and was often used in large scale civic complexes. It is characterized by weightier, monolithic, masonry forms and highlights structural elements over decorative design. The style is characterized by the use of concrete and brick, angular geometric expressions, few windows, irregular plans, and exteriors with irregular, juxtaposed masses. The style can also contain expressive shapes which may have symbolic content. The Brutalist elements of the CNA House include its irregular plan and imposing design, use of brick and concrete, the sculptural shape of the lantern, and expanses of masonry walls with long narrow window openings.



East façade, looking north west
Photo: City of Ottawa, August 2020



East façade, looking west
Photo: City of Ottawa, August 2020

The east façade features the building's primary entrance, covered by a floating cube and accessed by a solid concrete staircase, trapezoidal in shape. Signage and flagpoles signal this as a ceremonial entryway, and a paved terrace leads from the sidewalk directly to the staircase. Evenly spaced brick pilasters are punctuated by a grid of recessed windows with concrete spandrels. A grassy lawn stretches the length of the eastern façade, blending into its park-like setting.

Similar in design to the east façade, the west contains a secondary entrance highlighted by a floating cube. The entrance cube contains signage and highly contrasts the brick facade. This entrance is set further back from the street and is accessed by a trapezoidal staircase. An arrangement of narrow brick pilasters undulates along the west façade, interspersed with slit windows and bands of concrete. Toward the south, the original building transitions to the 1980s addition comprised of brick masonry walls and a grid of steel and glass windows. The northern section of the building houses the building's utilities.

¹ Ricketts, Shannon, Leslie Maitland, Jacqueline Hucker, *A Guide to Canadian Architectural Styles*, Broadview Press, 2004, page 205.



North façade
Photo: City of Ottawa, August 2020



South facade
Photo: City of Ottawa, August 2020



West façade, looking south east from Lewis Street
Photo: City of Ottawa, March 2016

The focal point of CNA House is the six-metre tall lantern constructed of concrete and glass, which illuminates the interior of the building and anchors its irregular form. The lantern is described in Andrew Waldron's *Exploring the Capital: A*

Guide to the Ottawa Gatineau Region as a “Tower of Light” resembling a nurse’s cap:

The central dome, called the Tower of Light, breaks above the roofline. Unlike most modern architecture at the time, preoccupied with function over form, Strutt’s use of the modern lantern dome holds important meaning to nurses – a symbol of nursing’s origin and Florence Nightingale, known as the Lady with the Lamp.²

At the base of the lantern tower, is an open foyer which, according to an article in *The Canadian Nurse* in 1967, featured murals on all sides that “tell the story of the span of nursing practice from birth to death”.³ The murals were the work of sculptor Eleanor Milne, National Stone Carver of Canada, and consisted of four slabs of unpolished grey slate carved to depict aspects of nursing: birth (east), service (south), knowledge (west) and death (north).

Craftsmanship/Artistic Merit

Does the property display a high degree of craftsmanship or artistic merit?

YES NO

The CNA House is an excellent example of a Modern style office building influenced by Brutalist style and demonstrates a high degree of craftsmanship in its rectilinear composition, irregular plan, and the large concrete and glass lantern. The building also displays artistic merit by using the large concrete lantern as a symbol of nursing.

Technical/Scientific Merit

Does the property demonstrate a high degree of technical or scientific achievement?

YES NO

CNA House illustrates the architect’s experimentation with shape, form and composition but does not demonstrate a high degree of technical or scientific achievement.

² Waldron, Andrew. *Exploring the Capital: An Architectural Guide to the Ottawa Gatineau Region* (Figure 1 Publishing, 2017), page 161.

³ Pepper, Evelyn A. “Official Opening CNA House.” *The Canadian Nurse*, Vol. 63, November 1967, page 41.

Historical and Associative Value



Above: Canadian Nurses Association One Hundred Years of Service: 1908-2008, page 95



Nurses get a new home
Sister Mary Felicitas, CNA president (left) and Dr. Helen
Mussallem, executive director

Above right: Nurses get a new home. Sister Mary Felicitas, CNA President (left) and Dr. Helen Mussallem, executive director. The Ottawa Citizen, 25 September 1967: Page 3.

**Governor-General Officiates
At CNA House Opening Monday**

His Excellency the Governor-General will officially open the Canadian Nurses' Association House on Monday at 3 p.m.

On the following four days, the CNA Board of Directors will meet under the chair-

manship of Rev. Sister Mary Felicitas.

At the opening Monday guests will include the Minister of National Health and Welfare, the Mayor of Ottawa and representatives of national allied associations.

"Governor-General Officiates At CNA House Opening Monday." The Ottawa Journal, 22 September 1967: Page 26.

Historical Associations

Does the property have direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community?

YES NO

CNA House has direct associations with the Canadian Nurses Association (CNA). Documentation from the ceremonial opening of the building, states: “The CNA House stands as a monumental testimonial to the progress achieved, from humble beginnings, through the unified actions of Canadian Nurses – for which each member, justifiably can be proud.”⁴

CNA House was constructed in 1965 as the headquarters of the Canadian Nurses Association, the largest nursing body in Canada. The building featured three floors of offices, a conference area, library and archives, a dining room and lounge and a large open lobby. The CNA, originally known as the Canadian National Association of Trained Nurses, formed in 1908 with a focus on the securing labour rights for nurses. By 1922, the organization was approaching 10,000 members and the first national office was established in Winnipeg. The national office later moved to Montreal, then to Ottawa’s Laurier Avenue in 1954, and to the second floor of the Royal College of Physicians and Surgeons in 1959

In 1958, CNA members began planning for a dedicated building to house their growing organization. The association purchased a parcel of land on Lewis Street that fronted on The Driveway. The land had been partially vacant and partially occupied by a storage building.⁵ Sod was turned in April 1965 and a time capsule was placed in a retaining wall on site.⁶ Construction was completed in 1966 and staff moved into the building. The official opening was marked by a ceremony on September 25, 1967 attended by His Excellency Roland C. Michener, Governor General of Canada.

A 1987 expansion allowed for all of CNA’s services to be housed in one building. The expansion resulted in the addition of a testing wing, new boardrooms, a larger library and additional office space.

⁴ Pepper, Evelyn A. “Official Opening CNA House.” *The Canadian Nurse*, Vol. 63, November 1967, page 44.

⁵ *The Leaf and the Lamp*. Canadian Nurses Association: 1968, page 23.

⁶ *The Leaf and the Lamp*. Canadian Nurses Association: 1968, page 23.

Over time, the building at 50 The Driveway has become a physical representation of the Canadian Nurses' Association. In 2008, the Canadian Nurses' Association created the Centennial Award Medallion. This one-time award marking 100 years of the CNA was given to 100 noted registered nurses. One side of the medallion shows CNA House, with its distinctive lantern tower. It is noted in the Spring 2009 edition of *Info Nursing* that "the building is recognized by Ottawa's Local Architectural Conservation Advisory Committee as a high point of the International style of the time.



Image: The Centennial Award Medallion. *Info Nursing*, Vol. 40, Spring 2009.

Community History

Does the property yield, or have the potential to yield, information that contributes to an understanding of a community or culture? YES NO

CNA House offers information about the professionalization of nursing in Canada. This was a female-lead organization gaining national and international status as a professional body. CNA House is a symbol of the success and modernization of the Canadian Nurses' Association and is an example of a Canadian women's organization entering the world stage. The post-war period saw sweeping social changes including shifting ideas about gender and workplace. "In those days, CNA House was more than a national headquarters. It had become a meeting place for nurses and a focus for community activity, and served as a beacon for support and change in the community".⁷ The CNA played an important role in establishing legal rights for nurses and pushed for better training programs, increased pay and improved working conditions for its

⁷ Calnan, Rob. "The symbols of nursing." *The Canadian Nurse*, Vol. 100, June 2004: Page 32.

members. CNA established relationships with healthcare organizations outside of Canada and participated in conferences and aid work internationally.

Representative Work

Does the property demonstrate or reflect the work or ideas of an architect, artist, building, designer or theorist who is significant to a community? YES NO

The building is an excellent and rare example of a Modern office building design by renowned Ottawa architect James Strutt (1924-2008). James Strutt was born in 1924 in Pembroke, Ontario and was raised in Ottawa. Before enrolling in the University of Toronto's School of Architecture, he served with the RCAF during the Second World War. At school, Strutt met renowned architects Frank Lloyd Wright and Buckminster Fuller, from whom he would take inspiration throughout his career. Upon graduating in 1950, Strutt returned to Ottawa where he worked briefly for Lefort & Gilleland before partnering with William Gilleland to form Gilleland & Strutt in 1951. Strutt soon became known for his interest in non-standard geometry and alternative forms, designing Canada's first wooden hyperbolic paraboloid roof - on his own home in Gatineau- in 1956.

His work focused on experimenting with "structure, aiming at the most economical use of labour and new materials" and "he used local materials, local craft, so it seemed to be of that place." ⁸ His Uplands Airport Terminal (Ottawa) was one of the first post-war buildings to combine art and architecture, incorporating the work of Louis Archambault, and he incorporated the work of sculptor Eleanor Milne into the Canadian Nurses Association Headquarters. For the Canadian Centennial, Expo'67, he was selected to design Plaza de las Americas. His residential explorations in hyperbolic paraboloid construction are often reviewed and many of his buildings have won awards. From 1969-1986, Strutt taught many of today's practitioners and educators, becoming the Director of the School of Architecture, at Carleton University, in 1977. He was at the forefront of his profession and the bulk of his life's work (over 5,000 drawings) now forms part of the permanent collection of the Library and Archives of Canada.⁹

⁸ Shanahan, Noreen. "Ottawa architect championed modernist age in Canadian design." The Globe and Mail, 30 December 2008: S8.

⁹ Cook, Maria. "Architect leaves creative legacy on landscape." The Ottawa Citizen, 12 November 2008: E7.



Left: Strutt House, 1956. Strutt family (and neighbour's child) relaxing in the living area, soon after built. Image ©2016 Fondation STRUTT Foundation

Right: Uplands Airport Terminal, 1958. Image source: <http://urbsite.blogspot.com/2012/12/uplands-airport.html>



Left: Trinity United Church, 1963. Image: "Trinity United Church, J.W. Strutt Architect" by ottawaarchitects150 is licensed under CC BY-NC-SA 2.0

Right: Westboro Beach Pavillions, 1966. Image: City of Ottawa

Contextual Value



Aerial photos, GeoOttawa: 1965 (construction), 1991, 2002, 2017

Community Character

Is the property important in defining, maintaining, or supporting the character of the area? YES NO

CNA House is located on the eastern edge of Centretown, at the intersection of The Driveway and Lewis Street. The building has views toward Queen Elizabeth Driveway and the Rideau Canal, a UNESCO World Heritage Site and Canadian Heritage River.

The building was shaped to fit the irregular lot and replaced a storage building.¹⁰ The site blends into the adjacent parcel with significant landscaping, part of the scenic driveway system. The adjacent land contains the CNA Dutch Tulip Celebration Garden, established by the Canadian Nurses Association to honour the Canadian Nursing Sisters of the Second World War and Sharon Neild, Director of Nursing Policy at CNA from 1943 to 2002.¹¹

¹⁰ Elliott, Jane, Christopher Ruty and Michael Villeneuve. Canadian Nurses Association One Hundred Years of Service: 1908-2008. Canadian Nurses Association: 2014, page 95.

¹¹ Plaque viewed on site at the CNA Dutch Tulip Celebration Garden.

CNA House is visible from Queen Elizabeth Driveway and its landscaped pathways. The Ottawa Improvement Commission and federal initiatives transformed the industrial lands along the Rideau Canal to greenspaces and introduced a network of scenic driveways. Queen Elizabeth Driveway, which follows the angle of the Rideau Canal and forms Centretown's east boundary. Queen Elizabeth Driveway is flanked by broad landscaped setbacks with pedestrian and recreational routes connecting to the neighbourhoods north and south of Centretown.¹²

CNA House creates an edge between the built form of the Centretown neighbourhood and the greenspaces along Queen Elizabeth Driveway and the Rideau Canal.



Looking west from Queen Elizabeth Driveway.
Photo: City of Ottawa, August 2020

¹² ERA Architects Inc. Centretown Heritage Inventory: Ottawa, Ontario, 2020, page 38.



Looking south from Lewis Street. A multi-use pathway runs alongside the building. The CNA Dutch Tulip Celebration Garden is in the foreground. Photo: Google Street View - Jul 2018.

Context

Is the property physically, functionally, visually or historically linked to its surroundings? YES NO

CNA House has contextual value for its location in Ottawa, which reflects its role as a national headquarters. Centretown is a mixed use neighbourhood with a variety of architectural styles from several eras. In response to the decentralization of government offices and their move to Ottawa's suburbs in the 1960s, land values in Centretown escalated creating a competitive market for office, retail commercial, parking, and high-density residential uses. Much of Centretown's urban development during this era was automobile oriented or highrise in form. Ottawa's downtown core evolved into a high-rise business district during this era, with changes in Centretown most evident along Bank Street and between Kent and Elgin Streets. In this area, older building stock was demolished to make way for large office and apartment buildings and surface parking lots.¹³

The construction of CNA House at this location is associated with the clustering of national headquarters, embassies and consulates in Centretown, reinforcing the role of Ottawa as the nation's capital and Centretown as the neighbourhood

¹³ ERA Architects Inc. Centretown Heritage Inventory: Ottawa, Ontario, 2020, page 26.

that supports Parliament Hill. In 1969, the City of Ottawa presented a chain and medallion to Sister Mary Felicitas, the president of the CNA. This gesture was a recognition of how the CNA leaders rose to a challenge from the mayor to move the national headquarters to an Ottawa inner-city neighbourhood, which at the time, was not considered desirable, in terms of real estate.¹⁴ As the purpose-built headquarters for the CNA that has continued to function for more than 50 years, CNA House is physically, functionally and historically linked to its location.

Landmark

Is the property a landmark?

YES

NO

Although it features a distinctive lantern and is located along the Queen Elizabeth Driveway, because of the significant surrounding landscaping and its low form, the building is primarily visible from Lewis Street and the walking path along the edge of the Queen Elizabeth Driveway and is not a landmark.

¹⁴ Calnan, Rob. "The symbols of nursing." *The Canadian Nurse*, Vol. 100, June 2004: Page 32.

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B. City of Ottawa Statement of Cultural Heritage Value (50 the Driveway)

CNA House, 50 The Driveway

Description of Property

Canadian Nurses' Association (CNA) House, 50 The Driveway, is a three storey, red brick and concrete building constructed in 1965-1966, located at the intersection of The Driveway and Lewis Street.

Statement of Cultural Heritage Value or Interest

CNA House has cultural heritage value for its historical association with the Canadian Nurses' Association and renowned Ottawa architect James Strutt, design value as an excellent example of a Modern office building influenced by the Brutalist style, and contextual value for its location in Centretown, a neighbourhood where many national headquarters, embassies and consulates are located, reinforcing Ottawa's role as the nation's capital.

CNA House has design value as an excellent example of a Modern style office building influenced by Brutalist style. The Modern style was used extensively in Canada in the post war period and represented a complete break from the more decorative architectural styles that came before it. CNA House embodies Modernism through its rectilinear composition and restrained façades. The building is significantly influenced by the Brutalist style, which first appeared in the 1960s, often in large scale civic complexes, and is characterized by weighty, monolithic, masonry forms. The Brutalist elements of CNA House include its irregular plan and imposing design, use of brick and concrete, the sculptural shape of the lantern, and expanses of masonry walls with long narrow window openings.

CNA House has historical value for its association with the Canadian Nurses Association and with Modernist architect James Strutt. The CNA House was constructed in 1965 as the headquarters of the Canadian Nurses Association, the largest nursing body in Canada. The CNA, originally known as the Canadian National Association of Trained Nurses, formed in 1908 with a focus on the securing labour rights for nurses. The building is a symbol of the success and modernization of the Canadian Nurses' Association.

The building is an excellent and rare example of a Modern office building designed by renowned Ottawa architect James Strutt. Strutt, both in partnership with William Gilleland and on his own, was an influential architect in Ottawa in the mid-20th century designing innovative buildings including Bell's Corners United Church, the Kitchissippi Pavilions, private residences and the 1960 Ottawa airport (since demolished).

CNA House has contextual value for its location in Ottawa, which reflects its role as a national headquarters. Centretown given its proximity to Parliament Hill is associated with the clustering of national headquarters, embassies and consulates, reinforcing the role of Ottawa as the nation's capital. It is physically, functionally and historically linked to its surroundings as a headquarters for the CNA for over fifty years.

Description of Heritage Attributes

The following attributes reflect the heritage value of the CNA House as an excellent example of a Modern office building influenced by the Brutalist style:

- Three-storey massing
- Flat roof
- Irregular plan
- Lack of ornamentation
- Masonry walls constructed of brick and concrete
- Evenly spaced brick pilasters punctuated by narrow recessed windows with concrete spandrels on the west and northeast facades
- Southeast façade composed of evenly spaced brick pilasters punctuated by strips of rectangular window openings and concrete spandrel panels and capped by floating concrete cubes
- Entrances on both the east and west façades, covered by a floating cube and accessed by a solid concrete staircase, trapezoidal in shape
- The concrete and glass lantern, known as the Tower of Light, that has become a symbol of the Canadian Nurses' Association

The contextual value of the CNA House is embodied in its location in Centretown at the intersection of The Driveway and Lewis Street.

The designation does not include the interior of the building. This designation does not include the 1987-88 addition to the south.

C. Summary Chronology of Site Occupation

Current Building Constructed: 1965-66 (Addition to south in 1987) for CNA

- Completed in 1966
- Officially opened in 1967, had a subsequent expansion in 1987
- Architect: James Strutt

Site Chronology (Based on Fire Insurance Plan and Directories):

- 1894: Generally Vacant – Private Grounds, also site of By-wash
- 1912: Generally Vacant – The By-wash is still noted as being located on Emmett street (was likely filled at this time)
- This portion of Lewis Street has now changed from its previous name “George Almond”
- 1914: Chelsea Spring Water Co. (Emmett Street) and,
- 1916: Bradley Jno. and Capital Storage Co.
- 1923: Capital Storage Co. – likely a warehouse use based on air photos
- 1928-1956: Warehouse use as demonstrated on airphotos

Links to Online Directory:

- 1912: <https://www.torontopubliclibrary.ca/detail.jsp?Entt=RDMD-OTTAWADIREC191200MIDIUOFT&R=DC-OTTAWADIREC191200MIDIUOFT>
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Aerial Photographs (courtesy of City of Ottawa)

Fire Insurance Plans (courtesy of the City of Ottawa)

Persons Contacted

- City Heritage Planning staff (Lesley Collins, MacKenzie Kimm)
 - Parks Canada Rideau Canal Staff (Susan Millar)
 - NCC heritage planning staff (Heather Thomson)
 - Canadian Nurses Association (Donna Dewar)
-

E. Definitions

Definitions used in this report are based upon those provided within City of Ottawa Official Plan (2003) where applicable, as well as the *Provincial Policy Statement* (2020) and *Ontario Heritage Act* (1990).

Alter means to change in any manner and includes to restore, renovate, repair, or disturb and “alteration” has a corresponding meaning; (“transformer”, “transformation”) (*Ontario Heritage Act*, 1990).

Alteration: a substantive change to the built environment which could impact on the heritage character of an individually designated heritage property or heritage conservation district or buildings in heritage zones, as indicated in the zoning by-law. (*City of Ottawa Official Plan*, 2003).

Adjacent Lands In terms of evaluating potential impacts of development and site alteration on protected heritage properties, means:

- b. for the purposes of policy 2.6.3, those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan (*Provincial Policy Statement* (PPS), 2020).

Built heritage includes buildings, structures and sites that contribute to an understanding of our heritage and are valued for their representation of that heritage. They may reveal architectural, cultural, or socio-political patterns of our history or may be associated with specific events or people who have shaped that history. Examples include buildings, groups of buildings, dams, and bridges (*City of Ottawa Official Plan*, 2003).

Built heritage resource means a building, structure, monument, installation or any manufactured or constructed part or 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 located on property that may be designated under Parts IV or V of the *Ontario Heritage Act*, or that may be included on local, provincial, federal and/or international registers (PPS, 2020).

Conservation (Heritage): A broad range of activities used to identify, protect, maintain, and revitalize a property. Conservation seeks to retain elements of the built environment which are recognized as having heritage value (*City of Ottawa Official Plan*, 2003).

Conserved means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted, or adopted by the relevant planning authority and/or decisionmaker. Mitigative measures and/or alternative development approaches can be included in these plans and assessments (PPS, 2020).

Cultural heritage landscape: any geographic area that has been modified influenced or given special cultural meaning by people and that provides the contextual and spatial information necessary to preserve and interpret the understanding of important historical settings and changes to past patterns of land use. Examples include a burial ground, historical garden or a larger landscape reflecting human intervention (*City of Ottawa Official Plan*, 2003).

Cultural heritage resources: Includes four components: Built Heritage, Cultural Heritage Landscapes, Archaeological Resources, and documentary heritage left by people (*City of Ottawa Official Plan*, 2003).

Development: the construction, re-construction, erection or placing of one or more buildings or structures on land or the making of a material change in the use or intensity of use of any building or land (*City of Ottawa Official Plan*, 2003).

Heritage: Buildings, structures, sites, landscapes, areas, and environments of historic, architectural, contextual, cultural, and/or natural interest, which are or should be conserved for the benefit of the community and posterity (*City of Ottawa Official Plan, 2003*).

Heritage attributes are the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and may include the property's built, constructed or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from a protected heritage property) (PPS, 2020).

Heritage conservation district: An area or environment, usually an aggregate of buildings, open spaces, and streets, which has been designated by by-law by City Council under the authority of Part V of the Ontario Municipal Act (*City of Ottawa Official Plan, 2003*).

MHSTCI refers to the Ministry of Heritage, Sport, Tourism and Culture Industries.

MTO refers to the Ministry of Transportation.

OHA refers to the *Ontario Heritage Act*.

Redevelopment: The construction of new residential units or mixed-use development to replace the current development of the area (*City of Ottawa Official Plan, 2003*).

MHSTCI refers to the Ministry of Heritage, Sport, Tourism and Culture Industries.

Significant means e) in regards to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the *Ontario Heritage Act*. While some *significant* resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation (PPS, 2020).

F. Engineering Report



50 The Driveway

Heritage Façade Report



Submitted By:
Cleland Jardine Engineering Ltd.
580 Terry Fox Drive, Suite 200
Kanata, Ontario
K2L 4B9

May 2022
Our Reference No.: 21-0141

50 The Driveway

1.0 Existing Structure

The CNA building was constructed of loadbearing masonry walls supporting reinforced concrete 2-way beam and slab (waffle slab) floors and roof. The block thickness varies from 12" to 8". There is no indication of vertical reinforcing in the masonry walls being provided on the permit drawings. There is some indication of horizontal reinforcing being provided, but not specified. The masonry walls are supported on reinforced concrete strip footings bearing on native soil. Reinforced concrete foundation walls surround the building supporting the brick veneer but not the building structure.

The brick veneer is shown to have been constructed in two configurations. One, a standard 4" brick veneer with ties back to the concrete block loadbearing walls with a 1" air space, and two, the brick bonded to 4" concrete block with an 8" clear airspace to the building structure, apparently free spanning from ground level to roof parapet. As these panels have short returns on each end it would appear the structural stability was provided by the U-shaped configuration and not by spanning top to bottom (refer to attached original permit drawing excerpts).

There are multiple precast elements around the building in flat panel and U-shaped configurations. They would typically be nominally reinforced with wire mesh. It is not clearly indicated how these panels are attached to the building framing on the original drawings. It would appear they are mechanically fastened to the block walls or set into the masonry veneer panels. A large precast lantern feature is situated on the roof. It was assembled from multiple interconnected panels and supports a steel joist and deck roof cap.

2.0 Relocation Options

The intention is to incorporate portions of the existing brick veneer and precast panels in the new development. The heritage façade will not remain in its current location. Various schemes for its removal and relocation were explored. As the original building structure consists of heavy concrete floors supported on unreinforced masonry it was determined not practical or safe to attempt to support and move the entire façade intact. Options remain to remove sections of the double wythe brick panels or to disassemble and reconstruct the brick veneer and precast element piece by piece. Further investigation was required to confirm if the sectional approach for the double wythe panels can be performed safely as the interconnection between wythes is unknown. In all cases, the reinstated veneer elements would be anchored to the new building structure compliant with current Building Code requirements and Construction Standards.

3.0 Follow up on Masonry, Precast and Lantern Exploration

3.1 Masonry Façade

Openings were made in the masonry walls to explore the interconnection of the articulated brick and block panels on the east elevation proposed for relocation in the new construction. Refer to original drawing wall sections in Appendix A. The two options being considered were

removal of the brick and block assembly in sections or complete disassembly and reconstruction of the brick veneer.

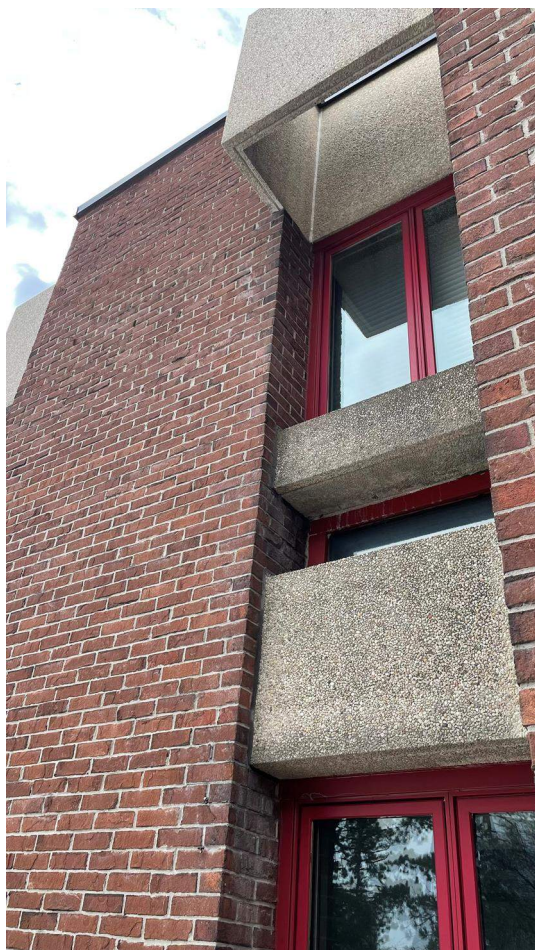
Observations and Recommendations: The brick and 4" concrete block were not bonded with a $\pm \frac{3}{4}$ " gap. No ties were found in the openings made. It is likely that some ties exist but even so would not be sufficient to make removal of wall sections practical or safe. Removing the wall in segments would require installation of strong back framing on both the exterior and interior sides of the wall. This would require removal of the existing load bearing masonry wall supporting the heavy concrete floor and roof framing at extreme risk (Refer to wall section B in Appendix A). It is our recommendation that disassembly and reconstruction brick by brick is the only viable and safe option. The reconstructed veneer would be in compliance with current building code seismic requirements. All connections will be concealed. It should be noted that as it appears the same structural mortar was used for both the brick and block wythes, removal of the mortar will be challenging. Testing of sample brick sections should be undertaken to determine best removal and cleaning procedures.



3.2 Precast Panels

An exploratory opening was made to determine the bearing conditions of the precast façade elements to assess removal and reinstatement requirements.

Observations and Recommendations: The precast elements bear directly on the brick veneer with no visible mechanical connection (refer to sections in Appendix A). Their removal will be straight forward starting from the top down as the masonry veneer is disassembled. Similarly, the precast panels over the entrance door can be dismantled during brick removal and stored for re-use. Mechanical fastening to meet current seismic standards will be required in their re-attachment to the new building. All connections will be concealed.



3.3 Windows

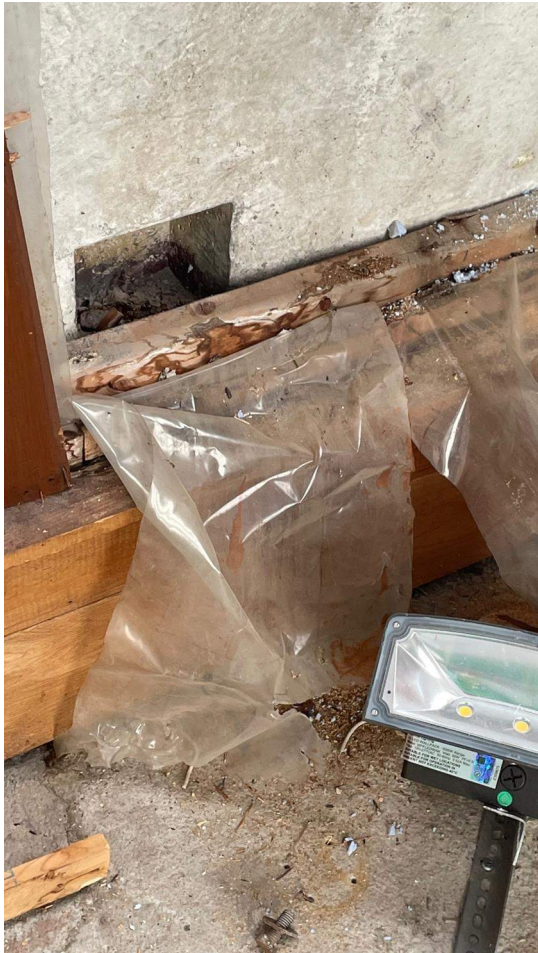
Window frames can be removed during the brick and precast removal and stored for re-use if required. We did not specifically review these elements. Further assessments as to condition of the frames and seals should be performed.



3.4 Precast Lantern

Openings were made at the bottom and top of one of the 12 tapered precast panels that make up the lantern assembly to assess disassembly requirements. Refer to original drawings in Appendix A.

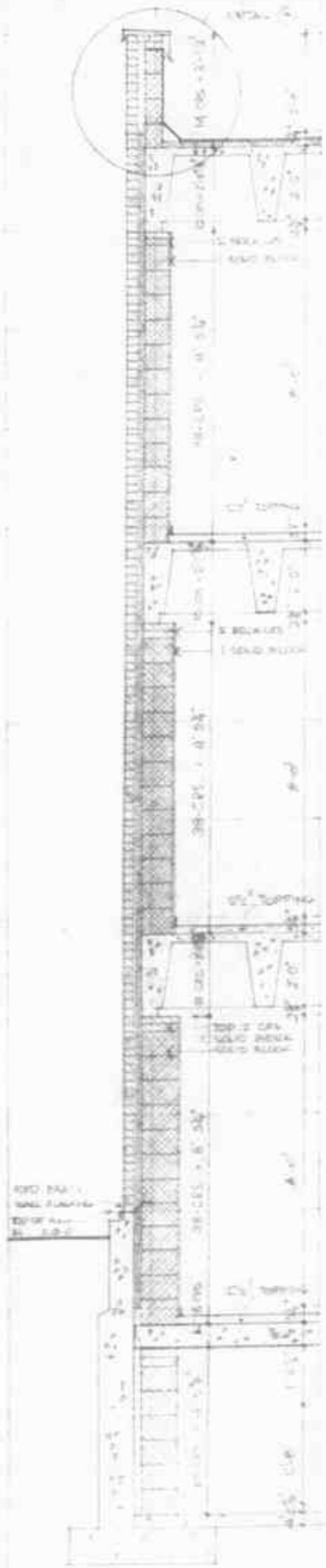
Observations and Recommendations: Bolted connections consistent with the original design drawings were found. There did not appear to be any mid height connections between the panels. Deconstruction of the lantern in reverse order of its construction should be quite easily and safely achieved. Removal of window, interior wood cladding, and plaster ceiling to expose the entire structure would be required first. Even if it is decided to enclose the lantern and reinstate the ceiling, we recommend replication of the ceiling with drywall and light steel framing rather than salvaging the heavy plaster and wire lathe assembly only suspended by wires from the roof joists. The precast panels would be individually removed with slings through the window openings, maintaining elements of the existing steel roof framing for stability during the removal sequence. Panels would be stored for future re-installation on the new structure with a new steel ring beam tying the elements together as an open structure. This ring beam would replace the current stability provided by the roof framing for wind and seismic forces. Refer to conceptual reinstatement detail in Appendix A. Cap flashings and precast protection (sealer) requirements to be developed during design development. The precast has been exposed to the elements since the time of construction with no evident distress. Connections would be in conformance with current seismic standards.



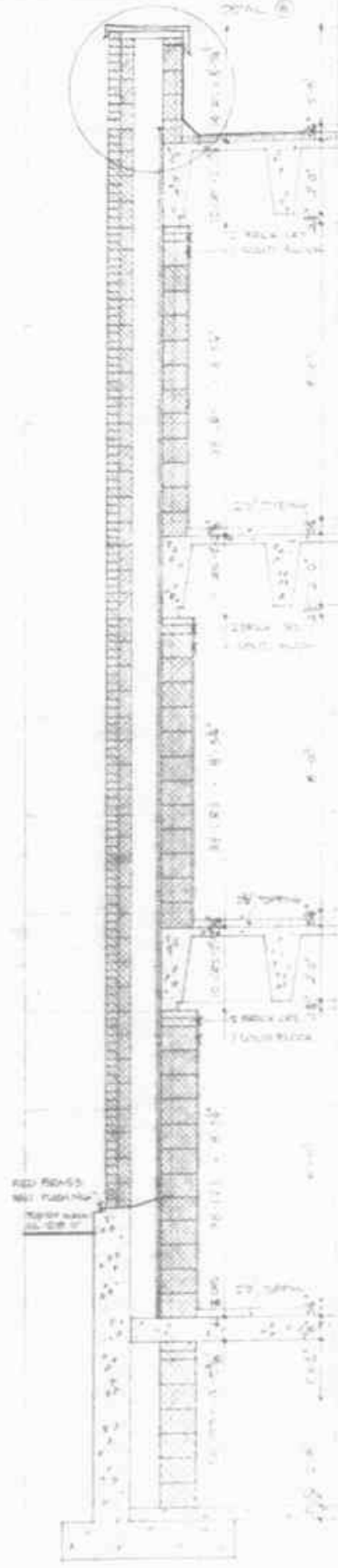
Bottom Anchorage



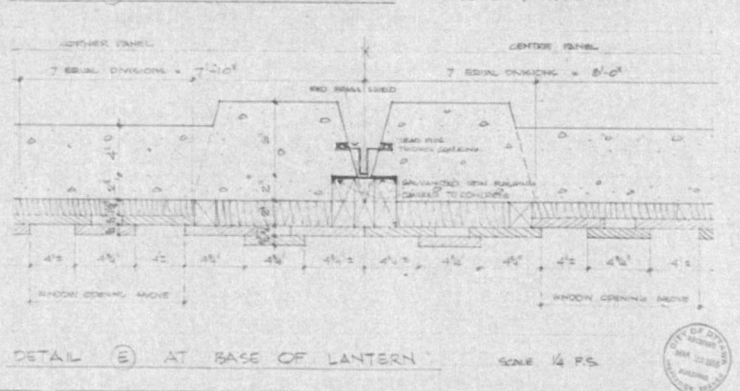
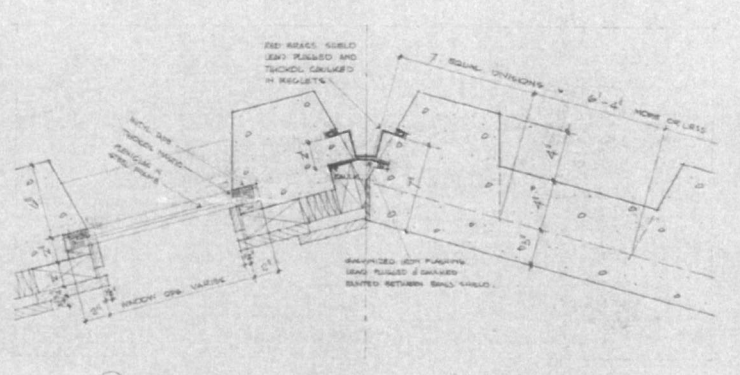
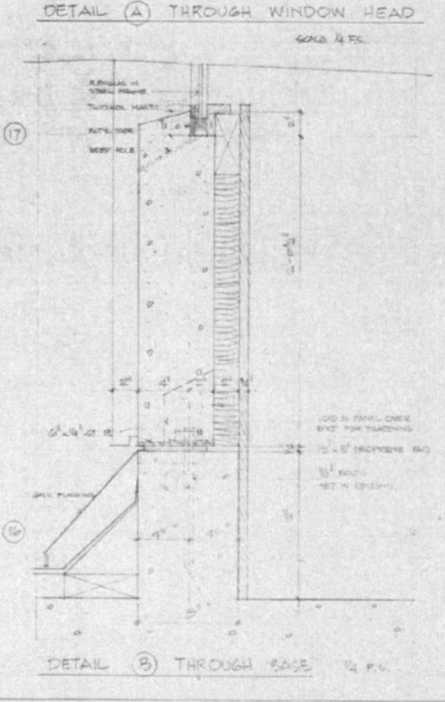
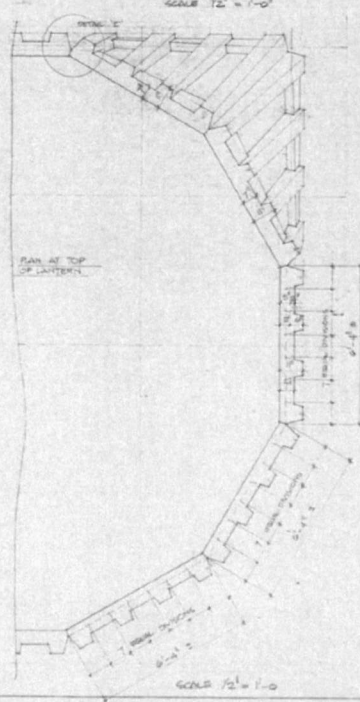
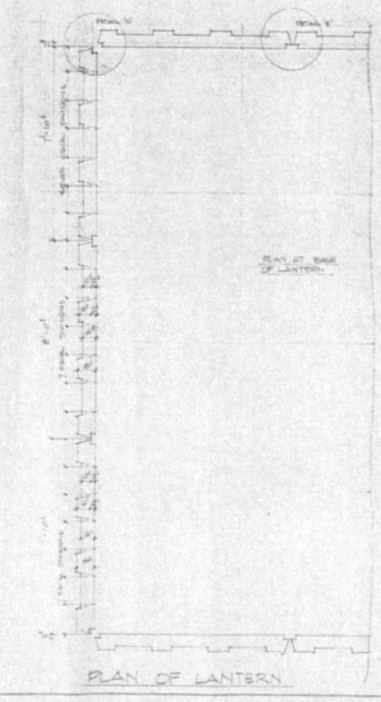
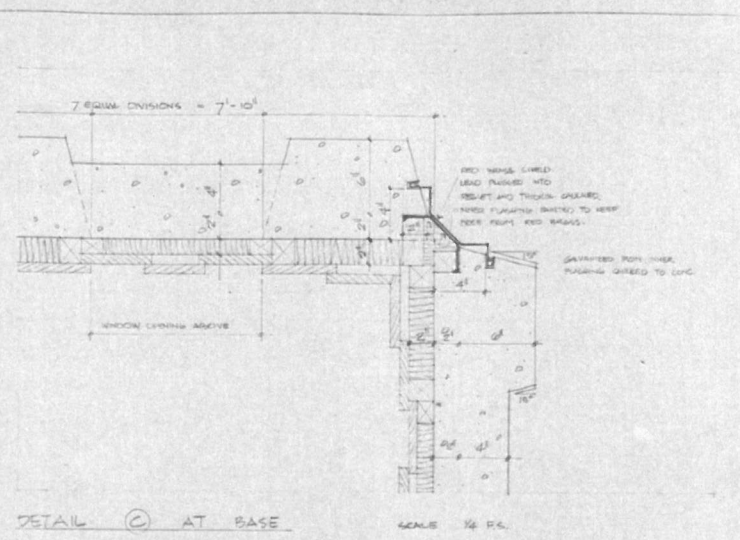
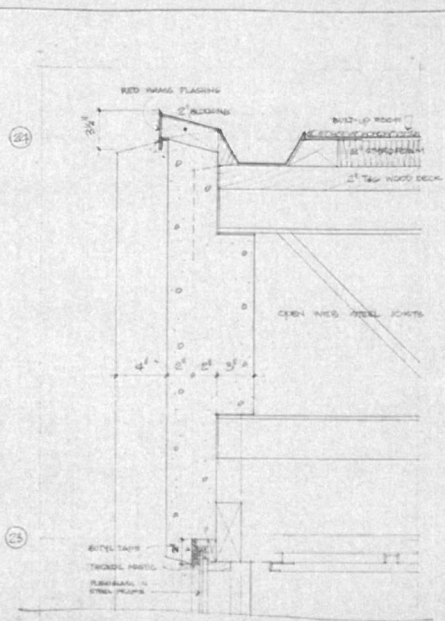
Appendix A



Wall Section (A)



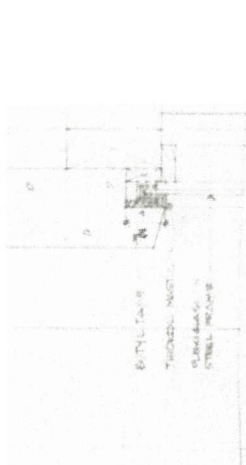
Wall Section (B)



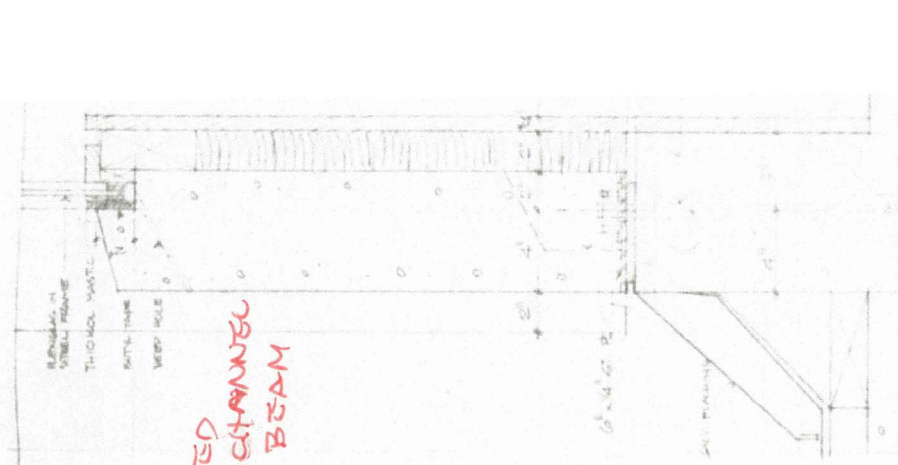
Lantern - Original Drawing

	CANADIAN NURSES ASSOCIATION RADONIA STREET BUILDING
	LANTERN
	JAMES W. GENTRY - ARCHITECT
	DATE: SCALE: 1/2" = 1'-0" SHEET NO. 1 OF 10

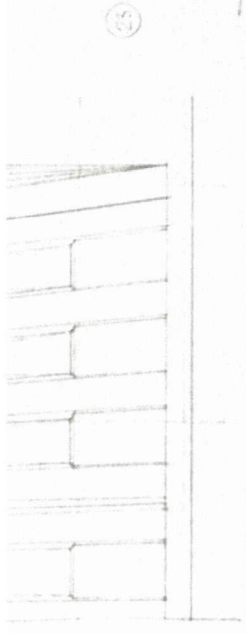
MARCH 15 1905



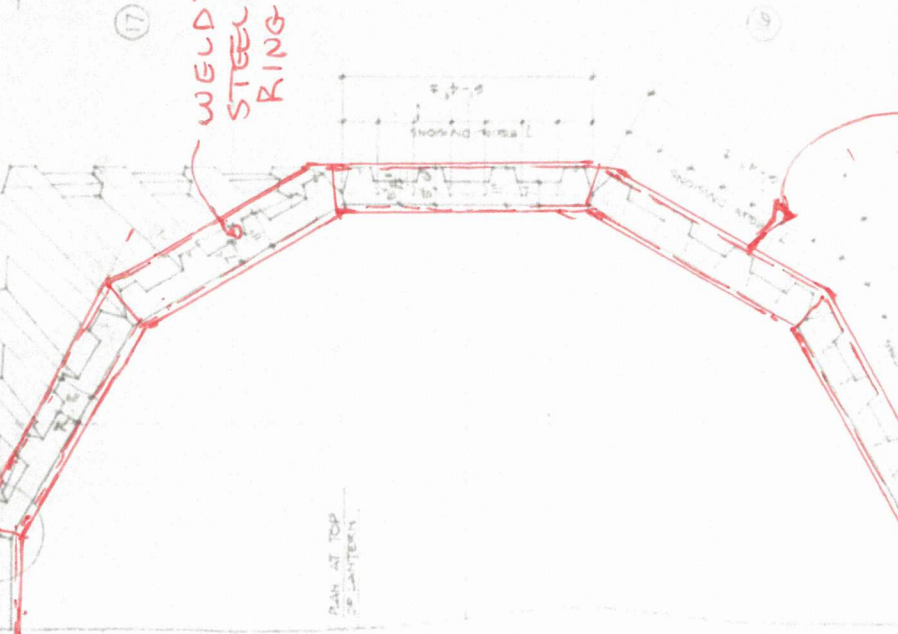
DETAIL A THROUGH



PRECAST SEGMENTS DIS-CONNECTED & RE-CONNECTED ON CURB ON NEW ROOF



SECTION THROUGH Q OF LANTERN



ELEVATION OF LANTERN



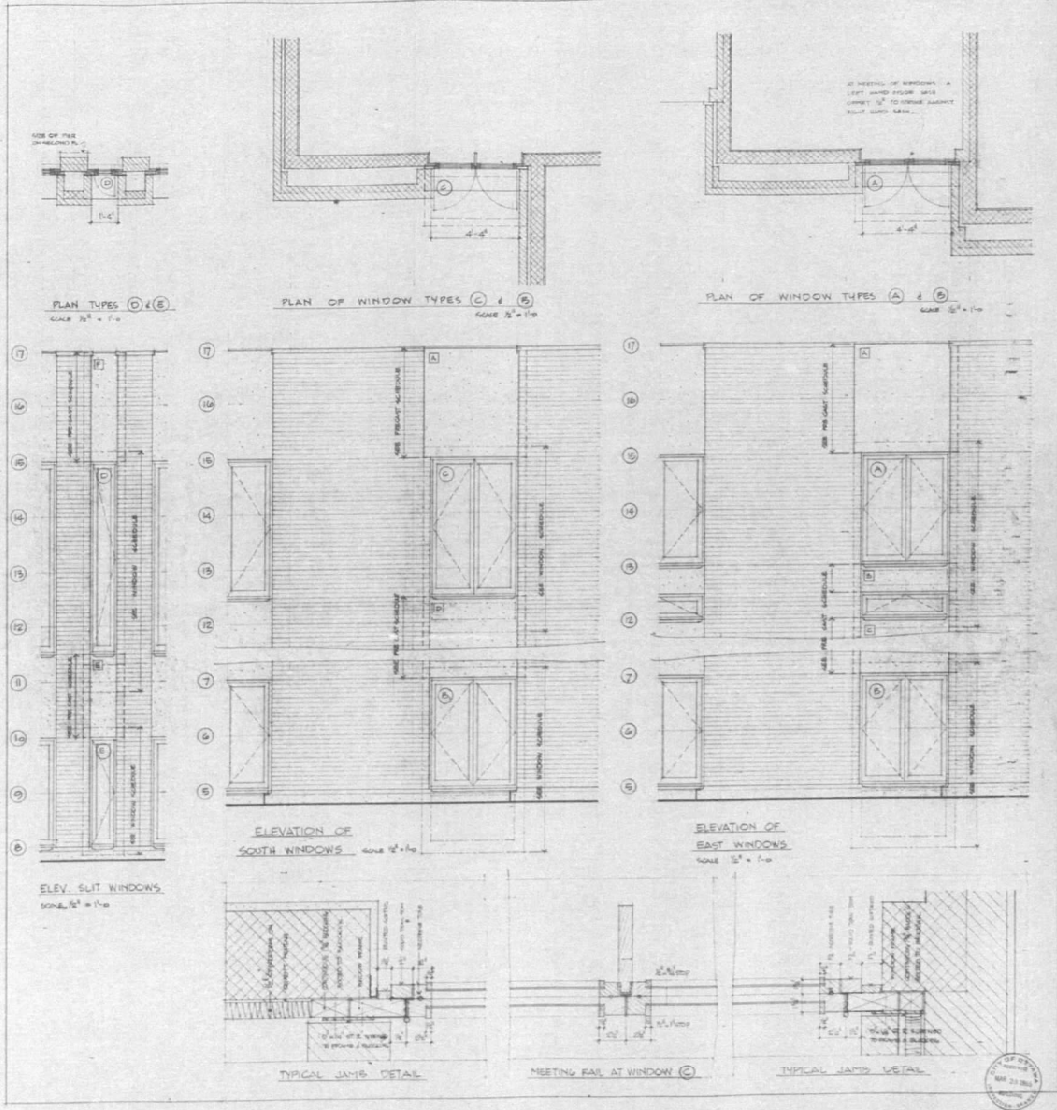
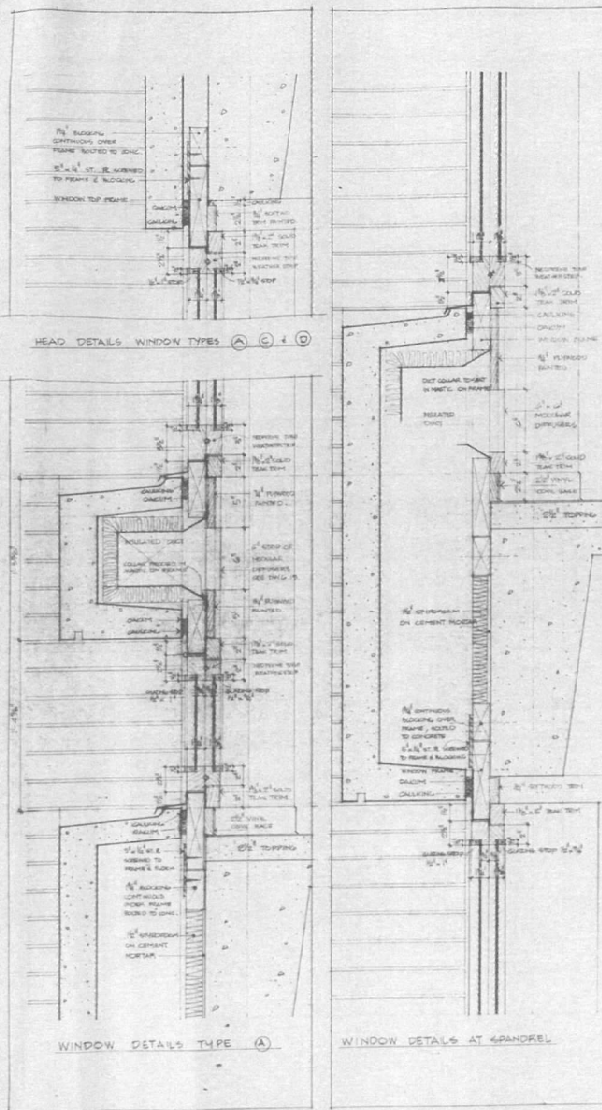
PLAN AT TOP OF LANTERN



PLAN OF BASE OF LANTERN

WELDED STEEL CHANNEL RING BEAM

LANTERN REINSTATEMENT



Precast Panels - Original Details

	CANADIAN NURSES ASSOCIATION HEADQUARTERS BUILDING			
	WINDOW DETAILS			
	JAMES W. STRUTT ARCHITECT			
	DATE	SCALE	SHEET NO.	DWG. NO.
	JUNE 24	1/8" = 1'-0"	503	15 OF 18
REVISED MARCH 15 1945				