

# Lansdowne Park - North Side Stands

Ottawa, ON

## HERITAGE IMPACT ASSESSMENT

December 20, 2024



ERA

Project # 21-306-04  
Prepared by PE / SI / EC / AG / EL

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PREPARED FOR:

Lansdowne Park Redevelopment Project  
Planning, Real Estate and Economic Development  
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## STATEMENT OF PROFESSIONAL QUALIFICATIONS

ERA Architects Inc. (ERA) specializes in heritage conservation, architecture, planning and landscape as they relate to historical places. This work is driven by our core interest in connecting heritage issues to wider considerations of urban design and city building, and to broader set of cultural values that provide perspective to our work at different scales.

In our 30 years of work, we've provided the highest level of professional services to our clients in both the public and private sector out of offices in Toronto, Montreal and Ottawa. We have a staff of more than 100, and our Principals and Associates are members of associations that include: the Ontario Association of Architects (OAA), the Canadian Association of Heritage Professionals (CAHP) and the Royal Architectural Institute of Canada (RAIC).

**Philip Evans OAA, MRAIC, CAHP** is a Principal at ERA and the founder of Culture of Outports. Over the course of 20+ years working in the field of heritage conservation, he has led a wide range of conservation, adaptive reuse, design, and feasibility planning projects.

**Samantha Irvine JD, CAHP** is a Senior Associate with the heritage planning team at ERA, where she has overseen projects that impact culturally significant buildings, neighbourhoods and landscapes since 2015. She holds a BA in History and Sociology from McGill University (Great Distinction); MA degrees in Historical & Sustainable Architecture (NYU) and Sustainable Urbanism (Wales); and a JD from Queen's University. She is a member of the Ontario Bar Association and a former Fellow of Sustainable Urbanism with the Prince's Foundation in London, England.

**Emma Cohlmeier RPP, MCIP** is a Senior Project Manager with the heritage planning team at ERA. She is a Registered Professional Planner (RPP) and a Member of the Canadian Institute of Planners (MCIP). Emma completed a Bachelor of Arts Degree from the University of Guelph and a Master's Degree in Urban Planning from the University of Toronto.

**Anna Gutkowska** is a Heritage Planner at ERA. She earned a Master of Planning in Urban Development from Toronto Metropolitan University (formerly Ryerson University) and a Bachelor of Arts (Honours) in History, also from Toronto Metropolitan University.

**Erwin Lee** is an Intern Architect at ERA with experience in a wide variety of private and public sector projects. He received his Master of Architecture degree from Carleton University and holds a Master of Fine Arts degree from Toronto Metropolitan University (formerly Ryerson University).

# EXECUTIVE SUMMARY

## Background

This Heritage Impact Assessment (“HIA”) has been prepared by ERA Architects Inc. (“ERA”) to accompany the Site Plan Control application for the new North Side Stands (“NSS”) at Lansdowne Park, Ottawa. Lansdowne Park, located on the traditional, unceded territory of the Algonquin Nation, is a historic gathering place with over a century of significance to Ottawa residents and visitors.

In 2012, the City entered into a 40-year partnership with the Ottawa Sports and Entertainment Group to revitalize Lansdowne Park. Following Council’s December 2020 directive to consider options to enhance Lansdowne’s sustainability and financial viability, the Lansdowne 2.0 Concept Plan was approved. This plan includes a standalone Event Centre, new NSS, two residential mixed-use towers, revitalized retail podium, and public realm enhancements. This HIA focuses solely on the proposed NSS, with future phases of the Lansdowne 2.0 development to be addressed in subsequent Site Plan submissions.

## Cultural Heritage Resources

The NSS are a component of TD Place, formerly known as the Frank Clair Stadium and Civic Centre, which was constructed in 1966-67. The property is not listed on the municipal heritage register under Section 27 or designated under Part IV of the Ontario Heritage Act (“OHA”).

The NSS are adjacent and near to the following built heritage resources of Lansdowne Park:

- Aberdeen Pavilion: Designated a National Historic Site in 1983 and under Part IV of the Ontario Heritage Act (“OHA”) in 1984.
- Horticulture Building: Designated under Part IV of the OHA in 1994.

Lansdowne Park, including the Aberdeen Pavilion and Horticulture Building, is subject to a 2012 Heritage Conservation Easement Agreement (“HCEA”) between the City of Ottawa and the Ontario Heritage Trust (“OHT”), which includes protected view corridors, and delineated Framing and Setting Lands.

Lansdowne Park is also subject to a 1993 Cost-Share Agreement between the City of Ottawa and Parks Canada, which includes protected vistas of the Aberdeen Pavilion.

The NSS are near to the following cultural landscapes:

- Queen Elizabeth Driveway (“QED”) (recognized as a Cultural Landscape of Capital Value);
- Rideau Canal (National Historic Site, a Canadian Heritage River, and a UNESCO World Heritage Site); and
- Colonel By Drive (recognized as a Cultural Landscape of Capital Value).

## Proposed Development

The proposed development envisions replacing the existing NSS with a new stadium stand structure designed to accommodate approximately 12,000 seats, stadium amenities, approximately 25,000 square feet of office space for team administration, and a below-grade garage with approximately 140 parking spaces. The overall height of new NSS structure is only slightly higher than the existing, and with a reduced footprint.

New pedestrian and vehicular connections to Exhibition Way to the north, Frank Clair Lane to the west, and the Event Centre plaza to the east are proposed.

## Impact of Proposed Development

The impacts of the proposed new NSS are minimal. The new structure retains the same function as the

previous stands, features a reduced footprint, and conserves the contextual and visual relationships of existing on-site and adjacent cultural heritage resources, including the Aberdeen Pavilion and cultural heritage landscapes along the Rideau Canal. The protected views established by the HCEA and Parks Canada Cost-Share Agreement remain largely unaffected.

### Mitigation and Next Steps

To mitigate any potential impact on the relationship between Lansdowne Park and the adjacent cultural heritage landscapes the green, soft edge along the southern boundary should be preserved, with carefully selected replacement trees maintaining the mature canopy and landscape character.

Overall, the impact of the proposed NSS on The HCEA protected viewpoints is minor. The replacement of the existing stands with the new NSS will alter the existing footprint but does not significantly disrupt key views.

The potential visual impact of the proposed NSS on HCEA Viewpoint C should be mitigated through thoughtful design, particularly of the east wall of the NSS, including the use of appropriate materials and colors, and by limiting stadium lighting and preventing over-illumination.

The interface between the NSS and the Event Centre Plaza is an important area for consideration. While it does not pose an adverse impact on the Aberdeen Pavilion, attention to access, circulation, and the activation of this shared space will ensure it complements the Pavilion's significance. Ensuring this interface is dynamic and well-integrated will continue to reinforce the Pavilion's role as a prominent feature within Lansdowne Park.

Recommended next steps include a Heritage Protection Plan for the Aberdeen Pavilion, a

Documentation and Salvage Plan for the Frank Clair Stadium, a Lighting Plan for the new NSS, and a comprehensive, site-wide Heritage Interpretation Plan for Lansdowne Park.

### Conclusion

The proposed development appropriately conserves the cultural heritage value of Lansdowne Park and its adjacent cultural heritage landscapes, while allowing for its continued evolution.

# 1 OVERVIEW

## 1.1 Introduction

This Heritage Impact Assessment (“HIA”) has been prepared by ERA Architects Inc. (“ERA”) to accompany the Site Plan Control application for the new North Side Stands (“NSS”) at Lansdowne Park, Ottawa. While background information is provided on Lansdowne Park, as a whole, this scoped HIA focuses specifically on the proposed new NSS.

## 1.2 Background

Lansdowne Park, owned by the City of Ottawa, is a major Ottawa destination with over a century of history as a gathering place for both residents and tourists. In 2012, City Council established a partnership with the Ottawa Sports and Entertainment Group (“OSEG”) to revitalize Lansdowne Park, reimagining it with residential, recreational and retail uses, as well as an enhanced public realm.

*ERA acknowledges that Lansdowne Park is on the traditional, unceded territory of the Algonquin Nation.*

In December 2020, City Council directed a City-OSEG working group to explore options for enhancing Lansdowne’s sustainability and financial viability, and in July 2021, Council approved the recommended framework for the continued evolution of Lansdowne Park (Lansdowne 2.0).

In June 2023, the City of Ottawa submitted an Official Plan Amendment (“OPA”) and Zoning By-law Amendment (“ZBA”) application for the Lansdowne 2.0 project and in November 2023, City Council granted approval to proceed to the next stage of planning for Lansdowne 2.0. The Council decision resulted in several Concept Plan approvals, including a new 5,500 seat Event Centre, new approximately 12,000 seat north stadium stands, two residential mixed-use buildings up to 40 stories in height, as well as new retail and public realm enhancements.

The NSS represent the second phase of the Site Plan Control applications for the Lansdowne 2.0 project. This report is part of a phased development approach for Lansdowne Park and builds on the following prior reports prepared by ERA:

- June 2023 HIA, prepared to accompany the OPA and ZBA applications for the overall intensification of Lansdowne Park as outlined in the Lansdowne 2.0 Concept Plan; and
- August 2024 HIA, prepared to accompany the Site Plan Control application for the Event Centre at Lansdowne Park.



### 1.3 Report Scope

This HIA has been drafted in accordance with the requirements provided in the “North Side Stands and TD Arena Heritage Impact Assessment Addendum,” prepared and reviewed by staff from the City of Ottawa, the National Capital Commission (“NCC”), Parks Canada (the Indigenous Affairs and Cultural Heritage Directorate), and the Ontario Heritage Trust (“OHT”) (see Appendix B).

This report evaluates the potential impacts of the proposed new NSS on the cultural heritage resources of Lansdowne Park, including the Aberdeen Pavilion and the Horticulture Building, as well as the adjacent resources of the Rideau Canal, Queen Elizabeth Driveway (“QED”), and Colonel By Drive cultural landscapes. Additionally, it assesses the impact on the parameters identified in the 2012 OHT Heritage Conservation Easement Agreement (“HCEA”), including protected views to and of the cultural heritage resources of Lansdowne Park, particularly the Aberdeen Pavilion, which is adjacent to the NSS.

Future phases of Lansdowne 2.0, including the retail podium, grand stairs, and residential towers, will be detailed in forthcoming Site Plan Control submissions. As a result, graphics and visuals in this report exclude those future phases. Any visuals depicting future phase development should be regarded as conceptual in nature.

This report does not include a full visual description of Lansdowne Park or a detailed account of its history, as these aspects have been thoroughly documented in previous reports, including the June 2023 and August 2024 HIAs prepared by ERA, and *Lansdowne Park: Statement of Cultural Heritage Values and Heritage Impact Assessment* (2010) prepared by Commonwealth Resource Management Limited. This report focuses specifically on the potential impacts of the proposed new NSS on the cultural heritage resources of Lansdowne Park and adjacent heritage resources, as outlined above.

This report was prepared with reference to the following documents:

- The Ontario Heritage Act (R.S.O. 1990);
- Planning Act (R.S.O. 1990);
- Aberdeen Pavilion Cost-Share Agreement (1993);
- Lansdowne Park: Statement of Cultural Values and Heritage Impact Assessment (2010);
- Guiding Principles for the Redevelopment of Lansdowne Park: Protecting Heritage Values, Promoting Public Understanding, and Creating Opportunities for Visitor Experience (2010);

- Lansdowne Partnership Plan (2012);
- Lansdowne Park Heritage Conservation Easement Agreement (2012);
- Standards and Guidelines for the Conservation of Historic Places in Canada (2012);
- City of Ottawa Official Plan (2021);
- Rideau Canal and Merrickville Blockhouse National Historic Sites of Canada Management Plan (2022);
- Lansdowne Park: Heritage Impact Assessment (2023);
- Working with Cultural Landscapes: A Guide for the National Capital Region (2023); and
- The Province of Ontario’s Provincial Planning Statement (2024).

For a comprehensive list of sources, see Appendix A.

## 1.4 Property Owner and Representative Information

**Owner:** City of Ottawa

**Address:** 110 Laurier Avenue West, Ottawa, ON K1P 1J1

**Contact Name:** Sean Moore

**E-mail Address:** Sean.Moore@ottawa.ca

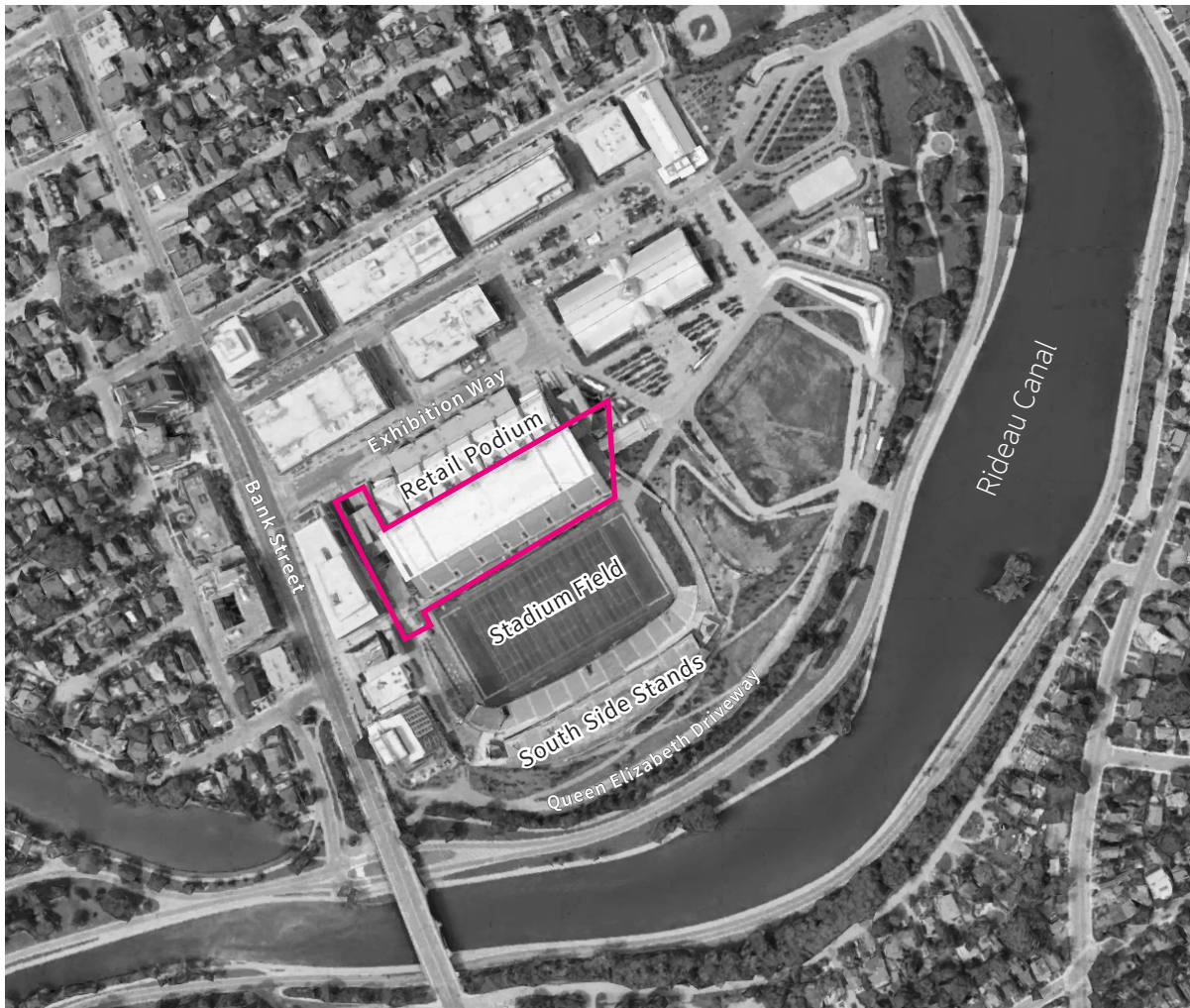
## 2 CURRENT CONDITIONS

### 2.1 Site Location and Description

The NSS are located in the central-west portion of Lansdowne Park, east of Bank Street, south of Exhibition Way, and west of the Aberdeen Pavilion. The NSS are part of TD Place, a stadium formerly known as the Frank Clair Stadium and Civic Centre Arena.

TD Place consists of three main components: the NSS, the stadium field, and the South Side Stands, which were demolished and rebuilt in 2012. The NSS are located on the northern edge of the stadium, adjoining the field.

The existing and future proposed retail podium, grand stairs, and residential towers are excluded from the scope of this report.



Aerial imagery showing the approximate boundaries of the NSS, outlined in pink, and the immediate context (Google Earth; annotated by ERA).



Aerial imagery showing the new NSS boundaries and the surrounding context within Lansdowne Park (Google Earth; annotated by ERA).

- |   |   |
|---|---|
|  Public Realm                  |  Stadium and Stands    |
|  Commercial/Residential        |  Proposed Event Centre |
|  Designated Heritage Buildings |  New North Side Stands |

## 2.2 Heritage Context

### North Side Stands

The NSS are a component of TD Place, formerly known as the Frank Clair Stadium and Civic Centre. The property is neither listed on the municipal heritage register under Section 27 nor designated under Part IV of the *Ontario Heritage Act* (“OHA”).

The Frank Clair Stadium was constructed between 1966 and 1967 as a Centennial Project for the City of Ottawa to replace the earlier 1909 grandstand at Lansdowne Park. It also provided a new Civic Centre that included a hockey arena and community spaces. Designed by Gerald Hamilton & Associates in collaboration with the Dominion Bridge Company, the design integrated both the grandstand and Civic Centre into a single structure. To span the arena, the grandstands are supported by eight A-frame box girders, which bear the structural load.

As part of the June 2023 HIA for Lansdowne Park, ERA prepared a preliminary cultural heritage evaluation of the former Frank Clair Stadium and Ottawa Civic Centre. This evaluation determined that while the property met the threshold for designation under the OHA, its physical condition and functional obsolescence rendered it unsuitable for conservation. The conclusion at that time, which remains unchanged, is that interpretation represents the most appropriate approach for this unrecognized heritage resource.



1966 Unloading steel box girders for the Frank Clair Stadium and Civic Centre from a boat on the Rideau Canal (City of Ottawa Archives).



1966 Construction of the Frank Clair Stadium and Civic Centre (City of Ottawa Archives).



c1970s Frank Clair Stadium and Civic Centre (Adjeleian Allen Rubeli Limited).



1971 Traffic at Lansdowne Park's Bank Street gate, with the Frank Clair Stadium and Civic Centre visible in the background (City of Ottawa Archives).

## Adjacent Heritage Resources

- **Aberdeen Pavilion:** The NSS are adjacent to the Aberdeen Pavilion, an exhibition hall constructed in 1898. The Aberdeen Pavilion is a recognized cultural heritage resource within Lansdowne Park, designated as a National Historic Site in 1983 and under Part IV of the OHA in 1984 (By-law 22-84).

## Nearby Heritage Resources (Within Lansdowne Park)

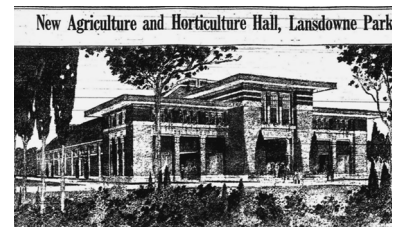
- **Horticulture Centre:** The Horticulture Centre, an exhibition hall constructed in 1914 and designated under Part IV of the OHA in 1994 (By-law 8-94) is located nearby.

## Nearby Heritage Resources (Adjacent to Lansdowne Park)

- **Queen Elizabeth Driveway (“QED”):** A 5.6 km scenic parkway recognized as a Cultural Landscape of Capital Value. It is owned by the federal government and managed by the NCC.
- **Rideau Canal:** A 200 km waterway and canal system constructed between 1826 and 1832. It was recognized as a National Historic Site in 1925, as a Canadian Heritage River in 2007, and inscribed as a UNESCO World Heritage Site in 2007. The Rideau Canal is owned by the federal government and managed by Parks Canada.
- **Colonel By Drive:** An 8.1 km scenic parkway recognized as a Cultural Landscape of Capital Value. It is owned by the federal government and managed by the NCC.



1945 Aberdeen Pavilion (formerly known as the Manufacturers Building (Heritage Ottawa).



1914 Announcement for the new Horticulture Building at Lansdowne Park (Ottawa Journal).



1974 photograph of QED west of Bank Street (Passfield, Parks Canada).

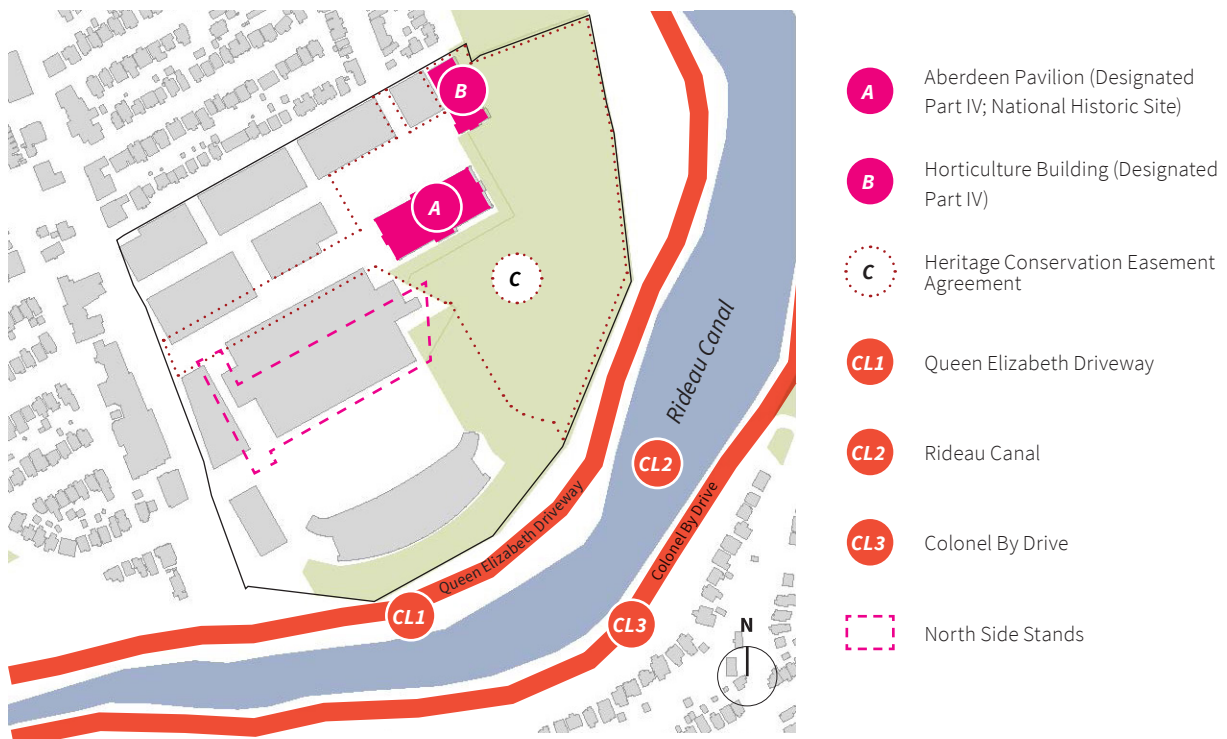


1927 aerial of the Rideau Canal looking south towards Lansdowne Park (National Resources Canada).

## Heritage Regulatory Context

Parts of Lansdowne Park, including the Aberdeen Pavilion and Horticulture Building, are subject to a 2012 Heritage Conservation Easement Agreement (“HCEA”) between the City of Ottawa and the OHT. The HCEA recognizes provincial heritage value not only in the Aberdeen Pavilion and Horticulture Building but also in specific views of these buildings, the Setting Lands surrounding them, and the Framing Lands that provide lateral foregrounds to these views. The proposed new NSS are located outside of the HCEA boundaries; however, their impact on the HCEA-protected view corridors is evaluated in section 4.2.

Lansdowne Park is also subject to the 1993 Parks Canada and City of Ottawa Cost-Share Agreement and accompanying (1990) Aberdeen Pavilion Conservation Report, which identifies the importance of maintaining clear vistas at each of the four entries to the Aberdeen Pavilion. The impact of the new NSS on these vistas is evaluated in section 4.2.



Context map showing adjacent and nearby heritage resources (GeoOttawa, 2023; annotated by ERA).

## 2.2.1 Significant Views

### HCEA Protected Views

The 2012 HCEA identifies specific views, Setting Lands, and Framing Lands as being of cultural heritage value.

#### *Heritage Value of the Setting Lands:*

*Within the Setting Lands, the visually-connected Aberdeen Pavilion and relocated Horticulture Building convey the historic use of Lansdowne Park as the grounds of the Central Canadian Exhibition. The Setting Lands consist of three significant views of the Aberdeen Pavilion and the Horticulture Building and include a view from Bank Street looking east to the west elevation (main façade) of the Aberdeen Pavilion, a view of the dome and north entrance of the Aberdeen Pavilion from Adelaide Street and a view of the west elevation of the Horticulture Building.*

#### *Heritage Value of the Views:*

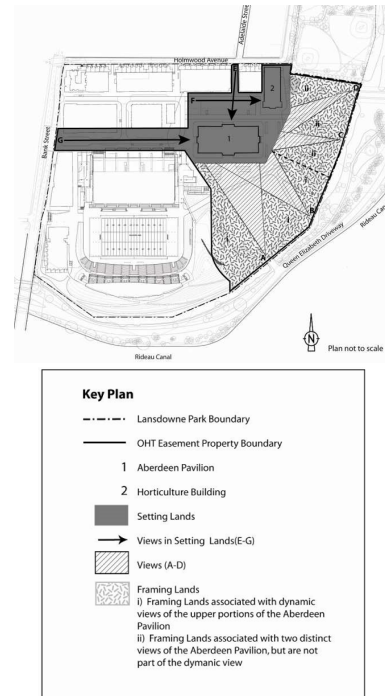
*Significant views of the Aberdeen Pavilion include a view from the south of the Property looking north at the south elevation of the Aberdeen Pavilion, a view looking northwest towards the east and south elevations of the Aberdeen Pavilion from the southeast of the Property, a view looking west towards the east elevation of the Aberdeen Pavilion from the east of the Property, and a view looking southwest toward the east and north elevation (up to and including the Portico) of the Aberdeen Pavilion from the northeast of the Property.*

#### *Heritage Value of the Framing Lands:*

*The Framing Lands are visually and physically linked with the Aberdeen Pavilion and Horticulture Building; these lands provide the lateral context (i.e. built form and landscape) to the Views. The value, quality and visual impact of the Views are associated with the open space, and lack of tall buildings and large structures. The Framing Lands are also associated with the dynamic view of the upper portions of the Aberdeen Pavilion that is experienced along the southern and south-eastern edges of the Property from the scenic Queen Elizabeth Driveway. At the east and northeast side of the property the Framing Lands frame two distinct views of the Aberdeen Pavilion but are not part of the dynamic view.*

#### *Contextual Value:*

*The Horticulture Building, the Aberdeen Pavilion and the open space of the easement are located on the former Central Canada Exhibition*



HCEA map depicting its boundaries, protected views, setting and framing lands, and locations of heritage buildings (City of Ottawa, 2012).



grounds at Lansdowne Park. Other buildings at Lansdowne Park include the Frank Clair Stadium, used as exhibition space, for sporting events and conferences. The Queen Elizabeth Driveway, which follows the edge of the Rideau Canal, is a scenic thoroughfare built by the predecessor of the National Capital Commission and wraps around the east and south of Lansdowne Park. The Rideau Canal, a UNESCO World heritage Site, was completed in 1832 and originally used for military purposes is now used as a recreational waterway. It also wraps around the south and east of the Park. The Rideau Canal is historically linked to Lansdowne Park; paddlewheel steamers dropped patrons off at wharves located at the exhibition grounds. Additionally, the exhibition grounds are located in the Glebe, This former suburb of Ottawa was annexed by the City in 1889. The Aberdeen Pavilion is a key building in the Glebe and its dome is visible from the neighbourhood - specifically from the banks of the Rideau Canal.

### 1993 Cost-Share Agreement

The 1993 Cost-Share Agreement between the City of Ottawa and Parks Canada identifies the importance of maintaining clear vistas at each of the four entries to the Aberdeen Pavilion, centred on the north, south, east, and west elevations. These vistas align with protected Viewpoints A, C, E, and G in the HCEA. For the purposes of this report, we have assumed the assessment of the Cost-Share Agreement views with the corresponding HCEA Viewpoints.

### Summary of Additional Views for Evaluation

In addition to assessing the impacts of the proposed new NSS on the views of the Aberdeen Pavilion defined in the 1993 Cost Share Agreement and the 2012 HCEA, the scoped Terms of Reference also directs this HIA to evaluate impacts on additional dynamic views of the Aberdeen Pavilion from adjacent cultural landscapes and roadways, including:

- Views from the Rideau Canal;
- Views from Bank Street; and
- Views from QED and Colonel By Drive, particularly the high-quality views identified in the NCC 2009 Rideau Canal Visual Assessment and in the Rideau Canal Cultural Landscape Study – Ottawa Reach, DRAFT August 2024)

**Dynamic View:** A dynamic view implies an unfolding sequence of views of a subject, sometimes clearly seen, sometimes obscured for a while and revealed again later (NCC, 2007, p 45).

ERA selected various (dynamic) view points from adjacent lands along the extent of the Site boundary. The selected views capture the typical variety of experiences along the Rideau Canal.

### 3 PROPOSED DEVELOPMENT

The proposed development envisions replacing the existing NSS with a new stadium stand structure designed to accommodate approximately 12,000 seats. The new NSS structure is proposed to include stadium amenities, such as bathrooms and concessions, on the concourse levels, approximately 25,000 square feet of office space for team administration at ground level beneath the stands, and a below-grade garage with approximately 140 parking spaces. The overall height of new NSS structure is only slightly higher than the existing, and with a reduced footprint.

The NSS site plan includes connections to Exhibition Way to the north, Frank Clair Lane to the west, and the Event Centre plaza to the east. Directly to the north of the NSS is an area designated for future development, including a retail podium and two residential towers. The new NSS will eventually connect to Exhibition Way via a grand staircase passing through the future podium; however, this connection is part of a later development phase and is currently considered only at the conceptual level.



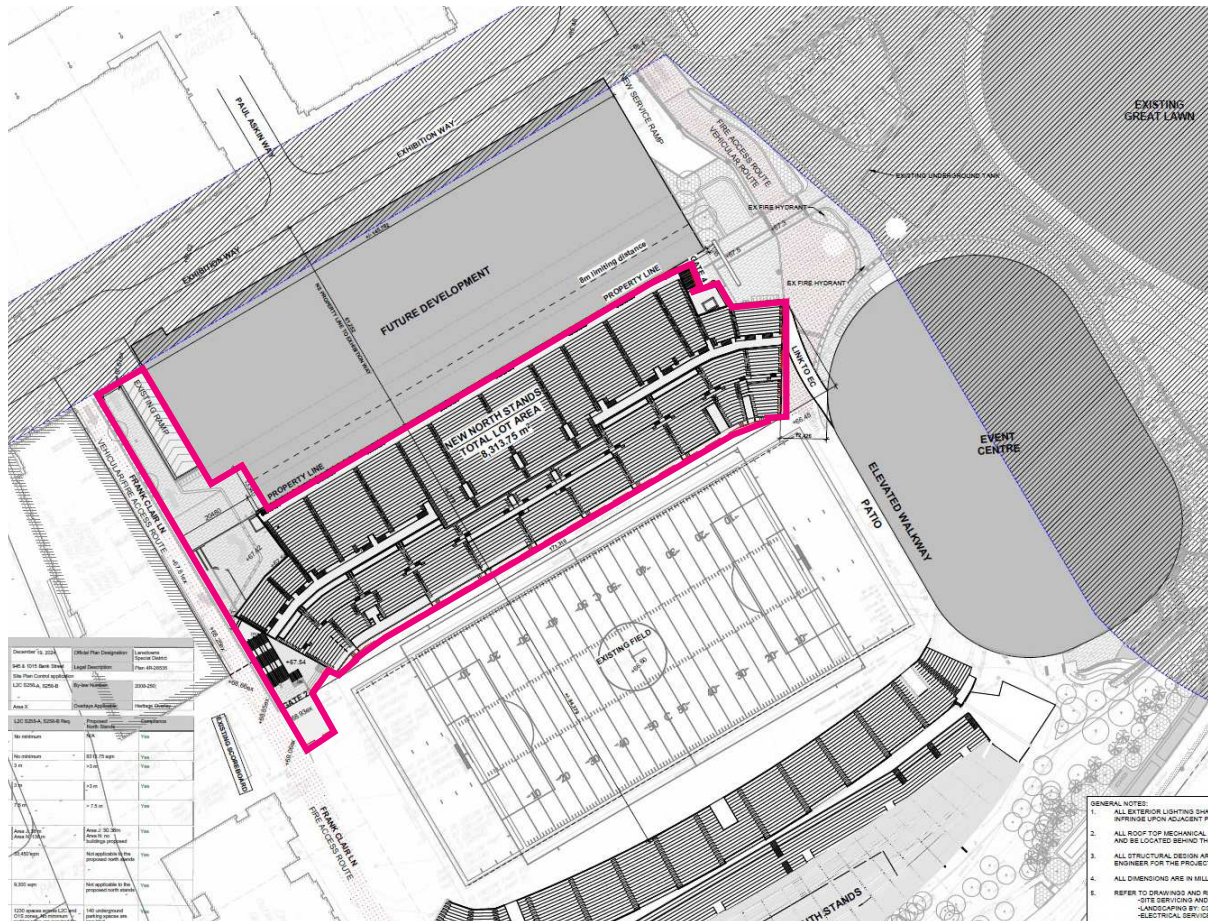
Rendering showing the new NSS within the context of Lansdowne Park (BBB, 2024). Note: The two proposed towers at the rear of the stands are part of a later phase of development and not in scope for this HIA.



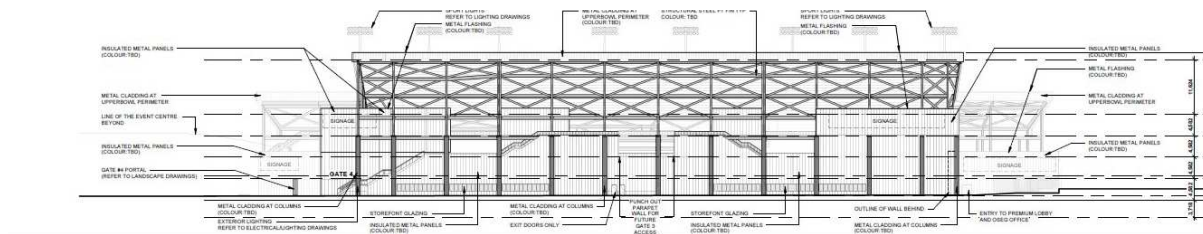
Rendering of NSS, looking southeast (BBB, 2024).



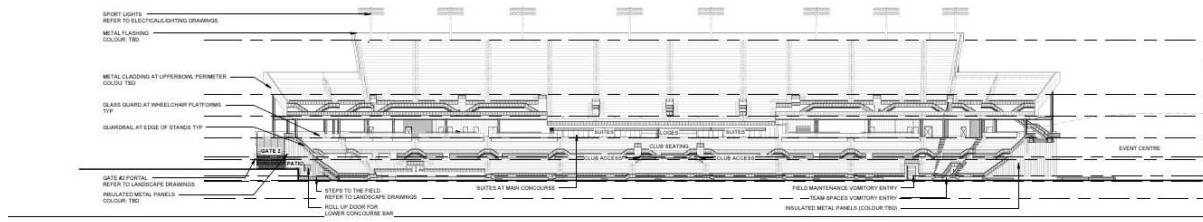
Rendering of NSS, looking southwest, with Event Centre at the left (BBB, 2024).



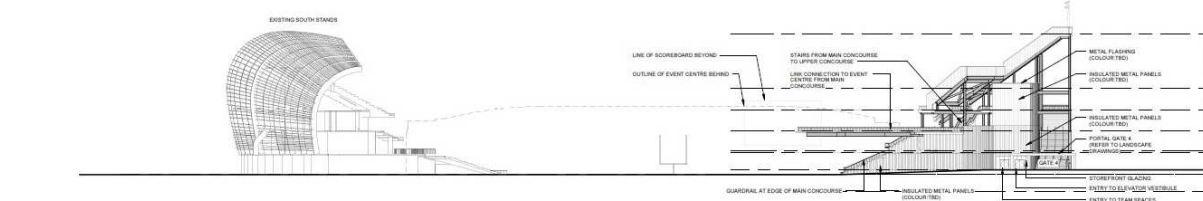
Site plan with the new NSS outlined in pink (BBB, 2024; annotated by ERA).



STANDS - NORTH ELEVATION DD - SPA



STANDS - SOUTH ELEVATION DD - SPA



STANDS - EAST ELEVATION DD - SPA



STANDS - WEST ELEVATION DD - SPA

Proposed NSS elevations (BBB, 2024).

## 4 IMPACT ASSESSMENT

This section evaluates the impacts of the proposed new NSS on the cultural heritage resources within and adjacent to Lansdowne Park.

### 4.1 Overall Impacts Assessment

Overall, the impacts of the proposed new NSS are minimal. The new NSS are designed to replace an existing structure serving the same function, with a reduced footprint, and similar height.

The proposed NSS do not present a negative impact on the Aberdeen Pavilion. While the new NSS introduce a change in design, they generally result in a neutral condition for the adjacent Aberdeen Pavilion, with the removal of the bulky elevated cement ramp above the loading dock on the east side of the current NSS representing a positive change by visually opening up the area and improving the spatial relationship with the Pavilion. Although construction activities will occur in close proximity to the Aberdeen Pavilion, these impacts can be managed with appropriate protection measures, and a Heritage Protection Plan is recommended to ensure the Pavilion is safeguarded during construction.

The proposed NSS do not present an impact on the Horticulture Building, as the two structures are separated by sufficient distance within Lansdowne Park. Additionally, the new NSS will not affect the existing visual relationship between the Horticulture Building and the Aberdeen Pavilion.

The proposed NSS do not present a direct impact on the adjacent cultural heritage resources of the Rideau Canal, QED and Colonel By Drive cultural landscapes. The contextual relationship of these landscapes with Lansdowne Park, as recognized by the HCEA, is maintained, and the proposed NSS do not present an adverse impact on this relationship. However, it is important to consider that the construction work will involve a temporary haul road along an existing pathway between Queen Elizabeth Drive and the South Side Stands, which will require grading, tree removal, and tree replacement. While the haul road and tree removal represent temporary construction impacts, these can be mitigated in the long term by preserving the soft green edge along the southern boundary and ensuring the replanting of mature trees in this area.

## 4.2 View Analysis

The HCEA identifies specific protected views (A-G), the Setting Lands, and the Framing Lands within Lansdowne Park as having cultural heritage value. The 1993 Cost-Share Agreement between the City of Ottawa and Parks Canada identifies the importance of maintaining clear vistas at each of the four entries to the Aberdeen Pavilion, which align with protected Viewpoints A, C, E, and G in the HCEA.

### Views Not Relevant for Evaluation

Viewpoints E and F are not relevant for analysis, as the placement of the proposed development does not intersect with their protected sightlines.

### Views Obscured by Existing or Proposed Features

Viewpoint G, which is also a protected entry vista outlined in the Cost-Share Agreement, will not be impacted by the new NSS. The proposed retail podium will obscure the NSS when viewed from the north, and even if that future development were not to proceed, the



Aerial map depicting the HCEA Viewpoints (ERA, 2024).

NSS are set back sufficiently from Exhibition Way to ensure no impact on this viewpoint.

In Viewpoint D, the NSS will be visible in the distance; however, the existing tree canopy largely obscures the view, significantly minimizing any potential impact.

### Views Evaluated with No Significant Impact

The proposed NSS do not impact Viewpoints A and B. The stands are minimally visible in the periphery and do not detract from the overall prominence or cultural heritage value of the Aberdeen Pavilion.

### Views with Potential for Impact

Viewpoint C has the most potential to be impacted, as the NSS will be clearly visible in the backdrop of the Aberdeen Pavilion. To mitigate this, design measures should ensure the NSS remain understated. This can include using subtle materials and colours to blend the NSS into the surrounding environment, limiting stadium illumination to game times, and preventing over-illumination that could detract from the Pavilion's prominence.

Overall, the impact of the proposed NSS on these protected viewpoints is minor. The replacement of the existing stands with the new NSS will alter the existing footprint but does not significantly disrupt key views.

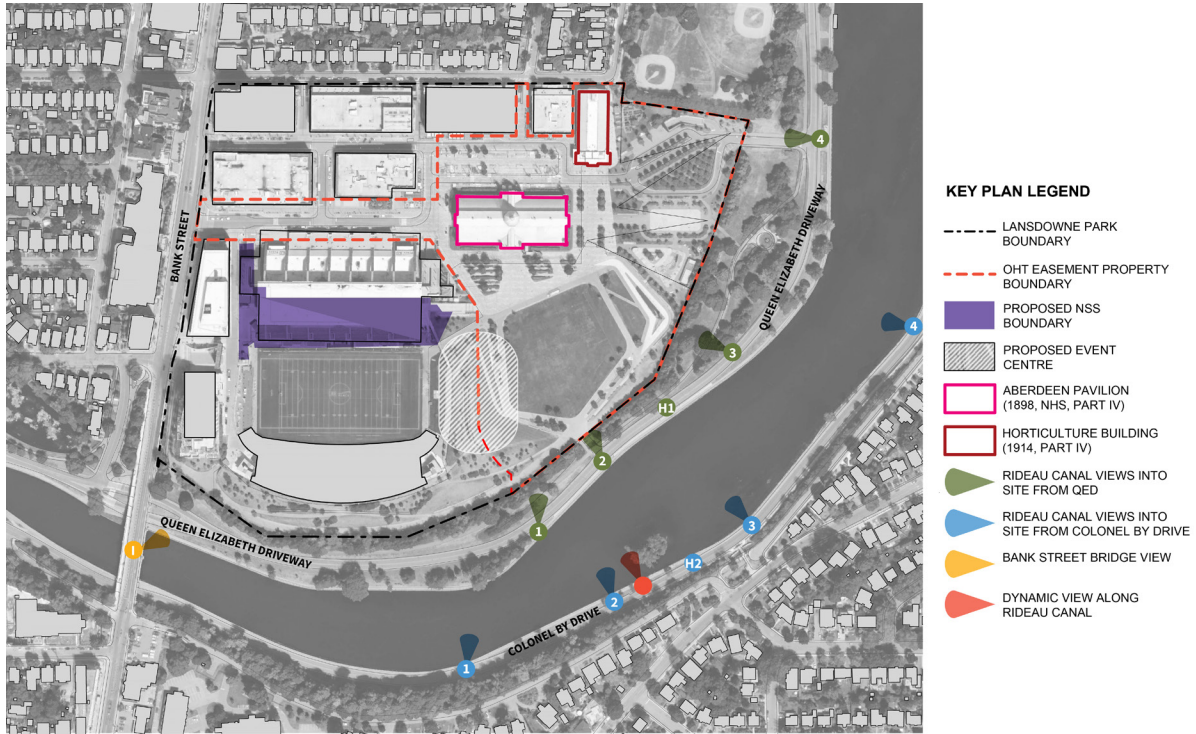
### Dynamic Views and Bank Street View

While the HCEA viewpoints offer views from within Lansdowne Park, the scoped Terms of Reference for this report requires an assessment of additional views of the Aberdeen Pavilion from outside Lansdowne Park, including from the Rideau Canal, QED, Colonel By Drive, and Bank Street.

Our assessment shows that the impact of views of Lansdowne Park and, particularly, the Aberdeen Pavilion from the QED and Colonel By Drive is minimal.

The views from the QED and Colonel By Drive, which intermittently reveal the Aberdeen Pavilion through breaks in vegetation and at driveways, are not consistently clear, and the minimal encroachment of the proposed NSS on the peripheries of these views does not present a significant impact. Additionally, much of the foliage obstructing





Aerial map depicting the dynamic views (ERA, 2024).

the views from the Canal is coniferous, meaning it obstructs views year-round.

The existing view from the Bank Street bridge towards Lansdowne Park is of the back side of TD Place, including the South Side Stands. The Aberdeen Pavilion is not readily legible from this view, and the proposed NSS will not alter this condition. Ultimately, as with the protected views, the proposed NSS replaces an existing structure—one with a larger footprint—resulting in a neutral change in condition rather than a true impact on the views.

The following pages present view study images comparing the current condition to the proposed condition of the development. These images include the Event Centre, which was part of a preceding Site Plan Control application.

View A: View of the Aberdeen Pavilion from Framing Lands (HCEA)

**EXISTING**



**PROPOSED**



The visibility of the Aberdeen Pavilion is not impacted by the proposed NSS, as they are largely situated outside of the view cone. While a small portion of the new construction is visible on the far west (left) side, it does not impact the overall view or prominence of the Pavilion. The existing elevated ramp on the east side of the current NSS is proposed to be removed (shown shaded out at the far left), which presents a positive visual impact.

View B: View of the Aberdeen Pavilion from Framing Lands (HCEA)

**EXISTING**



**PROPOSED**



The condition of Viewpoint B remains unchanged. While the wider view from the south will include the new NSS at its periphery, this does not impact the visibility or prominence of the Aberdeen Pavilion as identified within the view cone. The Pavilion's significance and presence from this vantage point remains unaffected.

## View C: View of the Aberdeen Pavilion from Framing Lands (HCEA)



From this viewpoint, the new NSS have the potential to impact the prominence of the Aberdeen Pavilion, as they are clearly visible to the left. However, this does not alter the existing condition, as the existing NSS are already present in this area. To maintain the Pavilion's prominence, design measures should include subtle materiality—such as colours and materials that help the NSS to remain understated—and limiting stadium illumination to game times to avoid detracting from the Pavilion.

View D: View of the Aberdeen Pavilion from Framing Lands (HCEA)



The impact of the new NSS on this viewpoint is minimal, as the stands are largely obscured by the tree canopy. The sight lines to the Aberdeen Pavilion are unaffected.

*View H1: View of the Aberdeen Pavilion from the Queen Elizabeth Driveway*



View H1.1 existing condition.



View H1.1 proposed condition.



View H1.2 existing condition.



View H1.2 proposed condition.



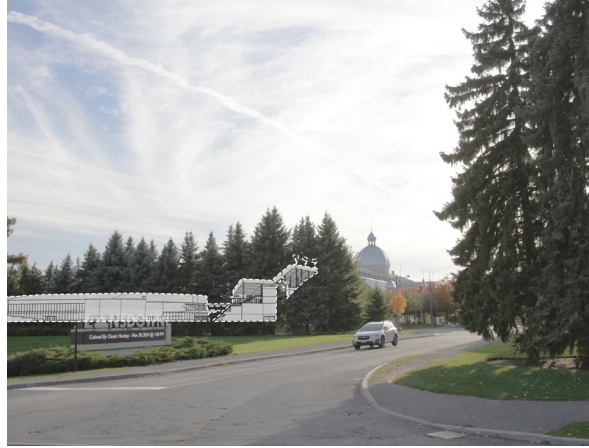
View H1.3 existing condition.



View H1.3 proposed condition.



View H1.4 existing condition.



View H1.4 proposed condition.

*View H2: View of the Aberdeen Pavilion from Colonel By Drive*



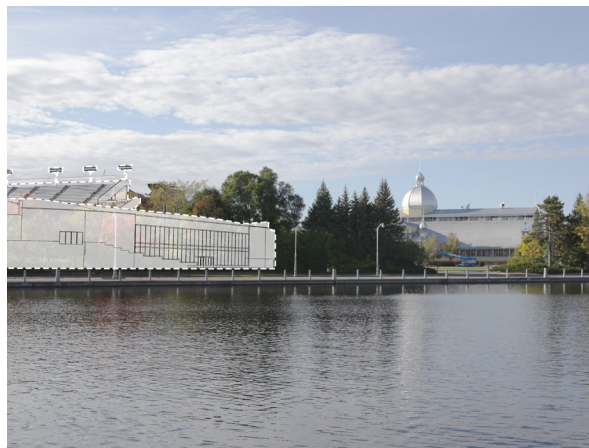
View H2.1 existing condition.



View H2.1 proposed condition.



View H2.2 existing condition.



View H2.2 proposed condition.



View H2.3 existing condition.



View H2.3 proposed condition.



View H2.4 existing condition.



View H2.4 proposed condition.

*View I: View from the Bank Street Bridge*



View I existing condition.



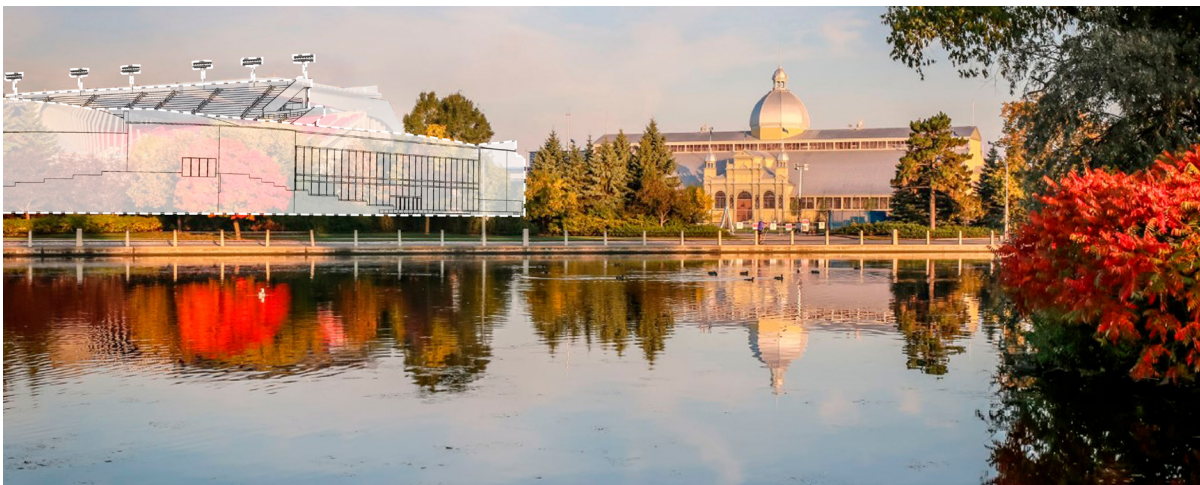
View I proposed condition.



*Additional dynamic view from the Rideau Canal*



View from the Rideau Canal, from southwest of Lansdowne Park, looking northeast toward the Aberdeen Pavilion (Rideau Canal Cultural Landscape Study, Matrix Heritage, 2024 DRAFT).



View from the Rideau Canal, proposed condition. (Rideau Canal Cultural Landscape Study, Matrix Heritage, 2024 DRAFT, annotated by ERA).

### 4.3 Interface of the NSS and Event Centre Plaza

The proposed new plaza connecting the Event Centre, Aberdeen Pavilion, and the east side of the new NSS enhances this area of Lansdowne Park by introducing a usable public space and improved access to the revitalized components of the Park. The continuity of materials, such as the use of consistent pavers, creates cohesion between the Pavilion and its surroundings. Landscaping elements, including shrubs and thoughtfully designed lighting, further contribute to maintaining the Pavilion’s visual prominence while creating a welcoming and well-integrated public realm. Please refer to the proposed landscape plan submitted by CSW Landscape Architects Limited, under a separate cover.

The interface between the NSS and the Event Centre Plaza has the potential to impact the prominence of the Aberdeen Pavilion. To mitigate this, the design should actively avoid “idle space”—both within the public realm and visually along the NSS east wall near Gate 4. The design of the wall should take cues from the Aberdeen Pavilion, incorporating elements such as datum lines and complementary colours to create visual cohesion and reduce the impact of the stands, ensuring the Pavilion remains the focal point of the area.

Additionally, opportunities to incorporate interpretive elements, such as etchings, plaques, or panels, should be explored to engage visitors and connect the space with its historical significance. Lighting in this area should be carefully designed to enhance the Pavilion’s setting and character while maintaining its prominence within the overall design.



Rendering of new NSS with potential opportunity for further animation and /or interpretation shaded blue (BBB, 2024; annotated by ERA).

## 5 MITIGATION & NEXT STEPS

This section outlines mitigation strategies and next steps to address potential impacts of the new NSS on cultural heritage resources and enhance the value of Lansdowne Park.

### Mitigation

To mitigate potential impacts on the relationship between Lansdowne Park and the adjacent cultural landscapes, it is essential to preserve the green, soft edge along the southern boundary. Replacement trees should be carefully selected to support the mature tree canopy, avoiding the substitution of mature trees with saplings that could compromise the established tree cover and the character of the landscape. This approach will help ensure that the cultural heritage value of the area is preserved during and after construction.

To maintain the Aberdeen Pavilion's prominence from HCEA Viewpoint C, design measures should ensure the NSS remain understated. This can include using subtle materials and colours to blend the NSS into the surrounding environment, limiting stadium illumination to game times, and preventing over-illumination that could detract from the Pavilion's prominence.

The design of the east wall of the NSS should be complementary to the adjacent Aberdeen Pavilion and as a backdrop to the new Event Centre Plaza. Opportunities for interpretive elements should be considered in this area, as well as thoughtful illumination to not distract from the Pavilion.

### Next Steps

#### Heritage Protection Plan

A Heritage Protection Plan ensures the appropriate conservation of heritage buildings during construction work. The Protection Plan should include a detailed plan for protection and mitigation of risk to the Aberdeen Pavilion during construction of the NSS. The Protection Plan should include:

- Pre-construction building condition survey and documentation;
- Vibration and crack monitoring;
- Implementation of physical protection for the designated building;
- Management of construction dust, debris etc.; and
- Post-construction building condition survey and documentation.

## Documentation and Salvage Plan

A Documentation and Salvage Plan records and documents a building prior to its demolition. Features and elements are carefully documented and a strategy is prepared for potential artifact curation and reuse. ERA recommends preparing a comprehensive Documentation and Salvage Plan prior to the removal of the existing Frank Clair Stadium.

The plan should include comprehensive documentation of the existing structure through measured drawings and high-resolution photography, as well as the identification of salvageable materials, salvage methods, and a storage strategy. An on-site investigation is required to evaluate which materials could be salvaged for reuse. While the specifics will depend on the findings of this investigation, one potential idea could involve repurposing the steel box girder arch frames from the former Frank Clair Stadium and Ottawa Civic Centre as part of a new entrance sign or public art. Similarly, salvaging and reusing stadium seats or other materials could contribute to landscape design, art installations, or adaptive reuse projects on-site or off-site.

## Lighting Plan

It is recommended that a Lighting Plan be prepared that describes general principles and guidelines for illumination of the new NSS, such as the hierarchy, direction, levels and locations of new lighting, in consideration of, and commensurate with, the significance of adjacent heritage resources, including the Aberdeen Pavilion. The lighting of public realm components of the development, including the interface of the new NSS and the Event Centre Plaza, should be integrated within the Plan.

## Heritage Interpretation Plan

A Heritage Interpretation Plan identifies an approach and strategy for communicating key heritage themes in the context of redevelopment. ERA recommends a comprehensive, site-wide interpretation plan for Lansdowne Park that builds on the *Lansdowne Heritage and Algonquin Interpretation and Public Art Implementation Plan (2012)* and the Council-endorsed *Lansdowne Partnership Sustainability Plan and Implementation Report (2022)*. This plan should incorporate opportunities for interpretation—such as panels, plaques, or installations—to highlight the cultural heritage significance of Lansdowne Park, its ongoing evolution and commemorate the history of Frank Clair Stadium, adding educational and commemorative value across the site.

## 6 CONCLUSION

The proposed new NSS conserve the cultural heritage value of Lansdowne Park by maintaining the contextual and visual relationships between its significant heritage resources, including the Aberdeen Pavilion and Horticulture Building, as well as the adjacent cultural landscapes of the Rideau Canal, Queen Elizabeth Driveway, and Colonel By Drive. The proposed NSS replace an existing structure of the same function with a reduced footprint, ensuring minimal impact on the cultural heritage value of Lansdowne Park and the adjacent cultural landscapes.

The new NSS do not present a significant impact on the protected HCEA and Cost-Share Agreement views or the dynamic views of Lansdowne Park from the adjacent cultural landscapes. While minor changes are anticipated due to the visibility of the new NSS at the peripheries and in the background, these changes are limited. Some visual impact is anticipated at HCEA Viewpoint C due to the visibility of the NSS, but this can be mitigated through design measures such as the use of subtle materials, colours, and controlled illumination.

The interface between the NSS and the Event Centre Plaza is an important area for consideration. While it does not pose an adverse impact on the Aberdeen Pavilion, attention to access, circulation, and the activation of this shared space will ensure it complements the Pavilion's significance. Ensuring this interface is dynamic and well-integrated will continue to reinforce the Pavilion's role as a prominent feature within Lansdowne Park.

To mitigate potential impacts during construction of the NSS, a Heritage Protection Plan is recommended to safeguard the Aberdeen Pavilion during construction. Additionally, measures should be implemented to preserve the mature tree canopy and the green southern edge of the Park, both during and after construction. The thoughtful selection of replacement trees is necessary to sustain the visual relationship between Lansdowne Park and its adjacent cultural landscapes.

As the development process moves forward, recommended next steps include a Heritage Protection Plan for the Aberdeen Pavilion, a Documentation and Salvage Plan for the Frank Clair Stadium, a Lighting Plan for the new NSS, and a comprehensive, site-wide Heritage Interpretation Plan for Lansdowne Park.



## APPENDIX A: REFERENCES

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# Lansdowne 2.0: North Side Stands and TD Arena

October 2024

## Terms of Reference: Heritage Impact Assessment Addendum

**Prepared by:** Anne Fitzpatrick (City of Ottawa), Heather Thomson (NCC), Jennifer Drew (Indigenous Affairs and Cultural Heritage Directorate, Parks Canada), Jamie Joudrey (Ontario Heritage Trust), Graham Forster (Ontario Heritage Trust)

### 1.0 Summary

This Heritage Impact Assessment (HIA) will focus on the North Side Stands (NSS) at Lansdowne Park. The HIA will be considered jointly by the City, the National Capital Commission (NCC), the Ontario Heritage Trust (OHT) and Parks Canada in their review of the proposal.

The HIA should be prepared according to the City of Ottawa's "A Guide to Preparing Heritage Impact Assessments"

### 2.0 Background and Planning Permissions

In November 2023, City Council granted approval to proceed to the next stage of planning for Lansdowne 2.0 through the approval of the report entitled *2023 Lansdowne Partnership Plan – Authorization to Proceed to the Next Steps in the Redevelopment Report (ACS2023-PIE-GEN-0009)*. The Council decision resulted in the following *Concept Plan* approvals:

1. A new, state-of-the-art, 5,500 seat Event Centre;
2. New North Side Stadium Stands with 11,200 seats;
3. Two residential, mixed-use buildings, up to 40 stories in height along the south side of Exhibition Way within the City's air and subterranean property rights parcel;
4. New retail of up to 49,000 square feet within the podium of the air rights parcel; and
5. City-public realm enhancements.

### **3.0 North Side Stands Site Plan Application**

The new North Side Stands (NSS) are the second phase of the master site plan for the Lansdowne 2.0 project. Both the Event Centre (Phase 1) and North Side Stands (Phase 2) make up the master site plan and will be culminate in one building permit and one construction project for the City of Ottawa.

The NSS site plan comprises the new reduced footprint of the stands, connection points to Exhibition Way to the north, and to the Event Centre plaza to the east. The work will also entail a temporary construction haul road on an existing pathway between the Queen Elizabeth Drive and the South Side Stands on City property. This haul road work would include grading, tree removal, tree replacement, and any required road modifications for safety of pedestrians, cyclists and vehicles with respect to movement of construction traffic.

A part of the site, which includes the Aberdeen Pavilion and Horticulture Building, is subject to a 2012 Heritage Conservation Easement Agreement between the City of Ottawa and the Ontario Heritage Trust, with the purpose of conservation of cultural heritage resources on the site. The Easement Agreement includes protected view corridors, and delineated framing and setting lands. The proposed North Side Stands are located outside of the Ontario Heritage Trust Easement and as such permission from the Ontario Heritage Trust is not required.

Any archaeological investigations and/or monitoring will be in accordance with Ministry of Citizenship and Multi-culturalism guidelines and will also require permission from the Ontario Heritage Trust.

### **4.0 Existing Heritage Context**

Lansdowne Park is the former Central Canada Exhibition Association (CCEA) fairground (1888 – 2009). The Park is bounded by Bank Street to the west, Holmwood Avenue to the north, and the Queen Elizabeth Driveway (QED) and the Rideau Canal National Historic Site of Canada, Canadian Heritage River and UNESCO World Heritage Site to the east and south. The site features the following cultural heritage resources:

- The Aberdeen Pavilion was constructed in 1898 and was designed by Moses C. Edey and the Dominion Bridge Company. It was designated a National Historic Site in 1983, designated municipally (By-law 22-84) in 1984 under Part IV of the Ontario Heritage Act (OHA), and is subject to an easement agreement under Section 22 of the OHA (2012) between the City of Ottawa and the Ontario Heritage Trust (OHT)

- The Horticulture Building was constructed in 1914 and designed by Francis Sullivan. Designated municipally (By-law 8-94) in 1994 under Part IV of the OHA. This building is also subject to the OHT easement, including portions of the interior.
- Frank Clair Stadium/Civic Centre was constructed in 1966-67 and designed by Gerald Hamilton & Associates and the Dominion Bridge Company. The south bleachers constructed in 1975 have been demolished.

Cultural heritage features adjacent to the site include:

- The Rideau Canal, which is the only canal dating from the great North American canal-building era of the early 19th century that remains operational along its original line with most of its original structures intact. It is distinguished as a UNESCO World Heritage Site, a national historic site of Canada, and a Canadian Heritage River.
- Queen Elizabeth Driveway is a cultural landscape of Capital value. Originally called the Rideau Canal Driveway, it was one of the first projects of the Ottawa Improvement Commission (OIC), today the NCC, which aimed to create a more beautiful city and develop and promote Ottawa's identity as the capital of Canada. It also provides an historic setting for a large section of the Rideau Canal National Historic Site of Canada and World Heritage Site in the central part of Ottawa. For over a century, the Driveway has contributed to the aesthetic, historic, recreational, and cultural fabric of the city.
- Colonel By Drive, a scenic parkway on the east side of the Rideau Canal, was developed by the National Capital Commission beginning in the 1920s and completed in the 1960s following removal of the rail lines. Like the Queen Elizabeth Driveway, it is a cultural landscape of Capital value, contributes to the aesthetic and recreational values of the Rideau Canal, and acts as a scenic entry to the Capital Core. It features significant views toward Lansdowne Park.

## **5.0 Heritage Impact Assessment**

The North Side Stands component of Lansdowne 2.0 has the potential to impact the cultural heritage value of Lansdowne Park. The following items should be considered and addressed as part of the HIA:

- An overall assessment of the impacts of the NSS including related construction works and tree removals on the cultural heritage resources of Lansdowne Park. This includes the Aberdeen Pavilion, the Horticulture Building and the adjacent resources of the Rideau Canal and the Queen Elizabeth Driveway, and Colonel By Drive cultural landscapes.
- An assessment of the impact of the interface of the NSS and the Event Centre Plaza to the south of the Aberdeen Pavilion and the opportunity for the enhancement of cultural heritage resources at this interface.
- View analysis to determine any impact of the NSS. Consideration should be given to the views:
  - Defined in the Ontario Heritage Trust Easement, including the dynamic views
  - Defined in the Aberdeen Pavilion Cost-Share Agreement, 1993
  - From the Rideau Canal
  - From Bank Street
  - From Queen Elizabeth Driveway and Colonel By Drive, especially impacts to high quality views identified in the NCC 2009 Rideau Canal Visual Assessment.
- Development of a Mitigation Strategy
  - Identify any key mitigative measures that should be implemented and identify any additional associated plans that may be required such as tree protection plans, lighting/illumination plans, etc.
  - Identify opportunities to enhance cultural heritage resources on the site
- Provide direction for the subsequent Documentation and Heritage Salvage Plan for the North Side Stands and former Frank Clair Stadium .

## **6.0 Supporting Material**

- Statement of Cultural Heritage Values and Heritage Impact Assessment: Lansdowne Park, Commonwealth Historic Resource Management Limited.
- Ontario Heritage Trust Easement: 2012
- Statement of Cultural Heritage Value, Designating By-Laws. Aberdeen Pavilion and Horticulture Building
- Lansdowne 2.0 Materials: Massing models, renderings, site plan, transportation studies, wind studies
- Condition Assessments of the Aberdeen Pavilion, Stantec 2020

- Aberdeen Pavilion Cost-Share Agreement, 1993 and its Appendix A Conservation Report (On-Site Investigation Report, 1988, Blood, Hughes, Marshall Architects; Aberdeen Pavilion Conservation Report, 1990, Thomas E. Blood, Architect; Supplementary Report, 1992, Julian Smith)
- Parks Canada's Guiding Principles for the Redevelopment of Lansdowne Park (Ottawa, Ontario): Protecting Heritage Values, Promoting Public Understanding, and Creating Opportunities for Visitor Experience, February 10, 2010
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