

**Report to  
Rapport au:**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti**  
**June 18, 2018 / 18 juin 2018**

**and / et**

**Planning Committee / Comité de l'urbanisme**  
**June 26, 2018 / 26 juin 2018**

**and Council / et au Conseil**  
**June 27, 2018 / 27 juin 2018**

**Submitted on June 11, 2018**  
**Soumis le 11 juin 2018**

**Submitted by**

**Soumis par:**

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Ward: RIDEAU-VANIER (12)

File Number: ACS2018-PIE-RHU-0010

**SUBJECT: Application to Alter the Château Laurier Hotel, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act***

**OBJET: Demande de modification de l'hôtel Château Laurier, bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario***

## **REPORT RECOMMENDATIONS**

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council:

1. **Approve the application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act*, based on plans received on May 9 and 30, 2018;**
2. **Delegate the authority for minor design changes to the General Manager of Planning, Infrastructure and Economic Development and direct the General Manager to provide a report on the use of this delegated authority to the Built Heritage Sub-Committee prior to registration of the Site Plan Control agreement;**
3. **Issue the Heritage Permit with a three-year expiry date from the date of issuance.**
4. **Suspend the notice required under Subsections 29 (3) and 34 (a) of the Procedure By-law to consider this report at its meeting on June 27 2018.**

**(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on July 20, 2018.)**

**(Note: Approval to alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)**

## RECOMMANDATIONS DU RAPPORT

**Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil :**

1. **d'approuver la demande de modification du Château Laurier, bien-fonds situé au 1, rue Rideau et désigné aux termes de la partie IV de la *Loi sur le patrimoine de l'Ontario*, conformément aux plans reçus le 9 et le 30 mai 2018;**
2. **déléguer au directeur général de la Planification, de l'Infrastructure et du Développement économique le pouvoir d'apporter des changements mineurs à la conception, et lui demander de présenter au Sous-comité du patrimoine bâti, avant l'enregistrement de la convention sur la réglementation du plan d'implantation, un rapport sur la façon dont ce pouvoir délégué a été utilisé;**
3. **de délivrer un permis en matière de patrimoine expirant trois ans après la date de délivrance;**
4. **de renoncer à la signification de l'avis prévu au paragraphe 29(3) et à l'alinéa 34a) du *Règlement de procédure* pour pouvoir étudier le présent rapport à sa réunion du 27 juin 2018.**

**(Nota : Le délai réglementaire de 90 jours d'examen de cette demande, exigé en vertu de la *Loi sur le patrimoine de l'Ontario*, prendra fin le 20 juillet 2018.)**

**(Nota : L'approbation de la demande de modification aux termes de la *Loi sur le patrimoine de l'Ontario* ne signifie pas pour autant qu'elle satisfait aux conditions de délivrance d'un permis de construire.)**

## EXECUTIVE SUMMARY

### Assumption and Analysis

The staff report recommends the approval of the Application to Alter the Château Laurier hotel, a property designated under Part IV of the *Ontario Heritage Act* and the adoption of a new landscape plan. The plans being recommended for approval are the fourth version of the addition that has been submitted. Previous versions were not supported by the City as they did not respect the cultural heritage value of the Château Laurier hotel. The addition is contemporary in expression and proposed to be seven storeys in height (with the seventh set back on all four sides) below the eaves line of the hotel roof to allow it to remain the dominant element on the site. It will feature an interior courtyard north of the current ballroom and an enclosed glass gallery facing Major's Hill Park. A staircase will lead from the courtyard to the lower terrace adjacent to the Rideau Canal. The forecourt facing Mackenzie Avenue will be improved, with parking and loading moved to the inside of the building. The addition is to be constructed roughly on the site of the former five-level parking garage, which is currently being demolished, having received permission under the *Ontario Heritage Act* in January.

Site Plan Control approval and minor variances are also required before the project can proceed.

The addition to the iconic hotel has been the focus of considerable attention. In 2017, a Heritage Working Group was established and co-chaired by the City of Ottawa and the National Capital Commission to encourage excellence in heritage conservation and design with respect to the Château Laurier project. The group met three times and provided valuable advice on features of the addition, such as windows and the roofline and the interface between the hotel and the public realm.

The Urban Design Review Panel (UDRP) reviewed the proposal in 2016 and 2018. In 2018, because of the interest in the project, it held a focussed design group with the design team and three members of the UDRP. Its input was invaluable and resulted in changes that were incorporated into the latest design. They included lowering the height from eight to seven storeys, opening up the northwest corner at grade for greater transparency, the use of noble materials such as stone, bronze and glass and the undulating pattern of the rear wall and the treatment of the east and west façades.

The effect of the addition on views has also been a matter of concern; the applicant produced views of the project from key places within the downtown core to assess its impact. In views from the north, the latest, lower, stone and bronze glass addition acts as a separate background building, allowing the Château Laurier to be the dominant element of the city's viewscape east of the Rideau Canal. There are no protected views of the Château Laurier within the Official Plan and the addition conforms to the Central Area Secondary Plan with regard to foreground and background views.

### **Financial Implications**

There are no direct financial implications associated with this report.

### **Public Consultation/Input**

Public consultation on the proposed addition was undertaken beginning with the submission of the related application for Site Plan Control in December 2016.

Planning staff created a dedicated web page ([ottawa.ca/chateaulaurier](http://ottawa.ca/chateaulaurier)) to provide information on the proposal. Staff sought comments from the public through two 28-day circulation periods. The initial public reaction to the 2016 version was not positive, and although support has increased, there is still concern in the community that the addition is incompatible with the historic building and does not respect its setting in the Capital. In total, at the time of writing this report, 2370 individuals have provided comments and/or their contact information to the City.

The ward councillor is aware of the application and his comments are included in this report. Heritage Ottawa is aware of the application and is opposed to the recommendations in this report. Parks Canada responded that, "Overall we are pleased with the design evolution of the proposed addition and the consideration taken to address the visual impact on the Rideau Canal and its unique historic environment". The National Capital Commission worked closely with the City during the design process and has no further comments. In addition, the Lowertown Community

Association and neighbours within 30 metres of the property were also notified of this application.

## RÉSUMÉ

### Hypothèse et analyse

Le rapport du personnel recommande l'approbation de la demande d'agrandissement du Château Laurier, une propriété faisant l'objet d'une désignation en vertu de la *Loi sur le patrimoine de l'Ontario, partie IV*, ainsi que l'adoption d'un nouveau plan d'urbanisme. Les plans qui sont soumis pour approbation sont la quatrième version de l'annexe qui a été proposée. Les versions précédentes n'avaient pas reçu l'appui de la Ville, car elles ne respectaient pas la valeur culturelle historique de l'hôtel Château Laurier. L'annexe proposée est d'expression contemporaine et devrait être d'une hauteur de sept étages (le septième étage étant en retrait des quatre côtés) sous les débords du toit de l'hôtel afin que celui-ci demeure l'élément dominant des lieux. Elle comprendra une cour intérieure au nord de la salle de bal actuelle et une galerie de verre fermée faisant face au parc Major's Hill. Un escalier mènera de la cour à la terrasse inférieure adjacente au canal Rideau. Le parvis donnant sur l'avenue Mackenzie sera réaménagé de façon que le stationnement et le quai de chargement soient déplacés à l'intérieur de l'édifice. L'annexe doit être construite approximativement sur le site de l'ancien garage de stationnement, qui est actuellement en voie de démolition à la suite d'une autorisation obtenue en janvier en vertu de la Loi sur le patrimoine de l'Ontario.

L'approbation et les dérogations mineures du plan d'implantation sont également requises avant la mise en œuvre du projet.

L'agrandissement de l'hôtel emblématique a suscité beaucoup d'intérêt. Un groupe de travail sur le patrimoine a été créé à cette fin en 2017. Ce groupe coprésidé par la Ville d'Ottawa et la Commission de la capitale nationale a pour but d'encourager l'excellence en matière de conception et de conservation du patrimoine du projet Château Laurier. Le groupe s'est réuni trois fois et a fourni de précieux conseils sur les caractéristiques de l'annexe comme les fenêtres, la ligne du toit et l'interface entre l'hôtel et le domaine public.

Le Comité d'examen du design urbain (CEDU) a examiné la proposition en 2016 et 2018. En 2018, vu l'intérêt suscité par le projet, le comité a organisé une séance de travail axée sur la conception réunissant l'équipe de conception et trois membres du CEDU. Son précieux apport s'est traduit par des changements qui ont été incorporés dans le dernier modèle. Ces changements incluaient une réduction de la hauteur qui est passée de huit à sept étages, l'ouverture du coin nord-ouest à niveau pour plus de transparence, l'utilisation de la pierre, du bronze et du verre ainsi que le modèle ondulé du mur arrière et le traitement des façades est et ouest.

L'impact visuel de l'annexe a aussi été pris en compte; le requérant a fourni différentes vues du projet depuis quelques endroits clés du centre-ville afin d'évaluer l'impact de l'annexe. Vue du nord, le plus récent agrandissement inférieur en pierre, bronze et verre agit comme toile de fond distincte, permettant au Château Laurier d'être l'élément dominant du panorama de la ville à l'est du canal Rideau. Il n'existe pas de vue protégée du Château Laurier dans le Plan officiel de la Ville et l'annexe est conforme au Plan secondaire de l'Aire centrale en ce qui a trait aux perspectives d'avant-plan et d'arrière-plan.

#### **Répercussions financières**

Il n'y a pas de répercussions financières associées à ce projet.

#### **Consultation publique/Suggestions**

Une consultation publique sur l'annexe proposée a été entreprise en commençant par une demande d'implantation en décembre 2016.

Le personnel du service de l'urbanisme a créé une page Web ([ottawa.ca/chateaulaurier](http://ottawa.ca/chateaulaurier)) pour informer la population sur la proposition. Le personnel a invité la population à s'exprimer sur le projet au moyen de deux périodes de circulation de 28 jours. La réaction initiale de la population à la version de 2016 n'était pas positive et bien que la proposition ait gagné des appuis, la collectivité s'interroge encore à savoir si l'annexe est compatible avec l'édifice historique et si elle respecte son emplacement dans la capitale. Au total, au moment de rédiger ce rapport, 2370 personnes avaient exprimé leurs commentaires et/ou transmis leurs coordonnées à la Ville.

Le conseiller du quartier est au courant de ce rapport, et ses commentaires sont inclus dans ce rapport. Patrimoine Ottawa est au courant de la proposition et est opposé aux recommandations de ce rapport. Parcs Canada a répondu ce qui suit : « Dans l'ensemble, nous sommes satisfaits de la conception de l'annexe proposée et de l'attention apportée à son impact visuel sur le canal Rideau et son environnement

historique unique. » La Commission de la capitale nationale a travaillé étroitement avec la Ville durant le processus et n'a pas d'autres commentaires à formuler. De plus, l'Association communautaire de la Basse-Ville et les voisins situés à l'intérieur de 30 mètres de la propriété ont aussi été informés de cette proposition.

## **BACKGROUND**

### Context

Larco Investments Ltd. has submitted an application to alter the Château Laurier, 1 Rideau Street, a property designated under Part IV of the *Ontario Heritage Act*. The Château Laurier is bounded by the Rideau Canal, a UNESCO World Heritage Site, Major's Hill Park and Mackenzie Avenue, which is part of the Ceremonial Route (see Location Map, Document 1).

Larco first released its designs for an addition to the building in fall 2016. Since then, there has been extensive consultation between the applicant and City of Ottawa heritage and planning staff and the City and the public. During the past two years, the project has been circulated and comments solicited on a dedicated page on the City of Ottawa website, there have been two public meetings, the project has been the subject of discussion of a Heritage Working Group (HWG) co-chaired by the National Capital Commission (NCC) and the City of Ottawa, and it has been reviewed by the City of Ottawa Urban Design Review Panel (UDRP). These discussions resulted in the latest submission on May 9, 2018 (additional materials were received on May 29).

In addition, a Site Plan Control application was submitted and posted on the City's Development Application Search Tool (DevApps) website in early 2017 and was subsequently revised in 2018. In addition to Site Plan Control approval, minor variances for the relief from the provisions of the Heritage Overlay are also required.

### Building History

The Château Laurier was constructed on Rideau Street at the southern edge of Major's Hill Park on land that had been part of the park in two phases, 1908 and 1912, and 1927 to 1929. It now forms the northeastern boundary of Confederation Square, which was created in the 1930s with the War Memorial at its centre (see Historic photographs, Documents 2 to 7).

Designed by the Montreal architectural firm of Ross and McFarlane, the Château Laurier is an excellent example of the Château style used for railway hotels across Canada, initially by the Canadian Pacific Railway and later by the Grand Trunk Railway

in the early decades of the 20<sup>th</sup> century. Bradford Gilbert of New York was initially engaged to design the new hotel in 1907 but was replaced by Ross and MacFarlane. The original plan was for an L-shaped building, with the long side of the L running roughly parallel to the Rideau Canal. In 1927, construction began on the second phase, designed by Montreal architect John S. Archibald, which turned the L-shaped building into a U-shaped building. The building's original Châteauesque details, such as the steeply pitched copper roof, irregular roofline, Indiana limestone cladding, detailed dormers, towers and turrets, finialled and crocketed gables, machiolations and the vertical alignment of windows, were repeated in the second phase. In the 1960s, a five-storey parking garage was added to the rear of the building. The existing hotel's massive size is emphasized by the verticality of its oriel windows, and slightly projecting pavilions.

The proposed addition replaces the garage; permission to demolish it was granted by City Council on January 31, 2018 and the demolition is currently underway.

#### Part IV Designation / Statement of Significance

The Château Laurier was designated under Part IV of the *Ontario Heritage Act* in 1978 by the former City of Ottawa for historical and architectural reasons. The Statement of Significance for the building was very brief and provided little insight into the building's character-defining elements; however, as the building is also federally designated, City heritage staff have used the Château Laurier National Historic Site Statement of Significance to assist in the analysis of this project. Key character-defining elements of the building that make it an excellent example of the Château style include its:

- Romantic setting
- Proximity to Parliament Hill
- Irregular L-shaped plan
- Massive scale, irregular silhouette, steeply-pitched copper roofs, ornate gables and dormers, towers and turrets, high quality materials and dramatic setting
- Smooth finish and pale tone of the exterior Indiana limestone walls, contrasting sharply with the ornate detailing above the eave-line
- Symmetrical front façade, defined by two octagonal pavilions, vertically accented by a strip of oriel windows

- Picturesque silhouette
- Whimsical and delicate corner tower
- Arcaded entrance loggia
- Close physical relationship with the former Ottawa Union Station and its proximity and relationship with the Confederation Square National Historic Site

(See Document 8 for the Statement of Cultural Heritage Value (By-law 265-78) and Document 9 for the complete Parks Canada Statement of Significance.)

#### Description of Project

##### Addition

The current application is to construct a roughly rectangular addition to the rear of the Château Laurier to accommodate 164 additional rooms and four conference rooms. The addition will be located to the north of the existing hotel, roughly in the former location of the parking garage, which is currently being demolished. The addition will be seven storeys, with the seventh set back from the lower six. At seven storeys, the addition will be significantly lower than the eaves line of the roof of the existing hotel. There will be five levels of underground parking. The addition will be clad in a combination of dressed Indiana limestone, glass and bronze.

The addition will be joined to the existing hotel's east façade by an enclosed, one-storey loading bay, set back from the façade, and separated from Mackenzie Avenue by a paved forecourt and new landscaping. The main seven-storey part of the addition will be set back 0.6 metres from the Mackenzie Avenue right of way, above the access to the underground parking lot. Pedestrian access to the addition will be to the north of the parking access, separated from it by a stone wall. For details of the east façade, please see Document 10.

The north façade of the addition facing Major's Hill Park will be clad in a combination of bronze, glass and stone fins, 0.6 metres in depth and arranged in a tripartite, undulating pattern, which will reduce the visual impact of the north façade and echo the strong verticality of the historic hotel created by its bands of windows. The fins will create different levels of opacity depending upon the angle from which they are viewed. For example, the view from Major's Hill Park will show the interplay of the fins, whereas an oblique view will make the north façade appear more solid. A glazed corridor facing Major's Hill Park will extend the entire width of the addition at grade. This corridor will

provide a visual connection between the ground floor and its surroundings and its interior walls will be limestone-clad to echo the limestone exterior walls. The fundamental architectural approach to the addition is that it is viewed as a separate, and background building, placed beside the hotel rather than seen as an addition (see Document 11).

The west, canal-facing façade will resemble the east above grade; however, the treatment at grade will be different because of the conditions created by the proposed courtyard, the existing terraces of the hotel, the change in grade towards the Rideau Canal and the connection to Major's Hill Park. The one-storey glazed corridor will open to two-storey glazed volume facing the canal at the level of the lower terrace. An exterior flight of stairs to the south will extend from the terrace to the new courtyard, which will be located between the existing ballroom and the addition. The proposed connection to the hotel, five storeys in height, will be set back from the façades of both the new addition and the hotel. It will be made of glass and will feature horizontal bronze bands that will alternate with the link's transparent glazing (Document 12).

The proposed addition is approximately 17 metres from the existing north façade of the Château Laurier. It will create a courtyard that is open to the west and linked to the hotel to the east by a glazed corridor that will continue the current north-south interior corridor. The large windows of the ballroom that face north will be converted to doors to provide access to the newly created exterior space. The south façade of the addition, facing the courtyard, will repeat the bronze, stone and glass treatment of the primary façades. (Document 13)

### Landscape

There is a small amount of on-site landscaping, as the hotel is built virtually to its lot lines. The proposed landscape plan for the new addition includes the treatment of the forecourt facing Mackenzie Avenue, the creation of three-metre buffer along the north façade, the development of the interior courtyard with a limestone parterre, and the staircase leading from it to the terrace. In addition the landscape plan involves greening the hotel roofs for ecological benefit and food production (Document 14).

The Mackenzie forecourt will be the most public face of the project, and has been designed to reflect the character of the adjoining parts of Confederation Boulevard. All works within the Mackenzie right of way on lands owned by the NCC will be coordinated with them through the site plan process.

## DISCUSSION

### Design Considerations / Policy Documents

The Château Laurier has a unique role within the city because of its prominent location, iconic design and place in the collective memory of Ottawans. The hotel is privately held, and responsibility for the design of the addition to the Château Laurier and its grounds rests with the architect and landscape architect and is determined by the aspirations of Larco, the property owner. The City cannot require a building to be built in a particular style, or by a particular architect – that is the choice of the applicant. The City provides an assessment of an application's merits against relevant policy documents. In this instance, the building owner has opted to pursue a contemporary design. Throughout the review of this application, many residents expressed a preference for a historicist Château-style building. If such an application had been submitted, the City would have worked with the applicant to ensure that the addition met policy documents such as the “Venice Charter” and the “Standards and Guidelines.” A building of another style would also have been assessed in the same manner.

#### Venice Charter

The Venice Charter is a document that the City has regard for in assessing heritage applications. It was developed by the International Council on Monuments and Sites (ICOMOS) in 1964 and has served as a guiding document for the conservation of historic buildings since then. The Charter consists of 16 articles, divided into the categories Definitions, Conservation, Restoration, Historic Sites, Excavations and Publications. Article 13 is applicable to the Château Laurier. It states:

#### **Article 13.**

Additions cannot be allowed except in so far as they do not detract from the interesting parts of the building, its traditional setting, the balance of its composition and its relation with its surroundings.

The current proposal is consistent with Article 13. The addition, with its simple design, materials and expression as a separate building does not detract from the lively, exuberant and assertive details of the Château Laurier such as its roofline, ornate gables and dormers, and towers and turrets, that together make it an interesting building. Located to the rear of the hotel, the addition does not affect the close traditional relationship of the historic railway hotel and the former railway station across

the street, which was designed at the same time, but abandoned in the late 1960s with the removal of all rail lines from the downtown core.

The first phases of the Château Laurier had a direct relationship with Major's Hill Park to the north as they were built on lands annexed from the park. This relationship eroded over time, however, as the lands to the north were first used as a surface parking lot, and then as the location of a 1960s multi-storey parking garage. The removal of the parking and the construction of the addition, with its glass gallery facing the park, will re-establish the Château Laurier as the southern terminus of the park and create a link with it, lost when the area was used for parking. Finally, the balance of the composition of the Château Laurier will remain, as the addition is lower than the hotel, and is separated from it, allowing the historic building to remain the dominant physical element on the lot.

### Standards and Guidelines

City Council adopted Parks Canada's "Standards and Guidelines for the Conservation of Historic Places in Canada" in 2008. Now in its second edition, the "Standards and Guidelines" offer "a framework for making essential decision about which *character-defining elements* of an historic place should be preserved and which ones can be altered while protecting *heritage value*." There are a number of Standards and Guidelines relevant to this project. These include:

#### Standards

##### Standard 1

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

The proposed development replaces a parking garage, constructed in 1960 that had little historic or aesthetic value. The addition will re-establish a relationship between the hotel and Major's Hill Park, and conserve and improve the heritage value of the historic place through the removal of an unsympathetic parking garage addition that diminished the value of the hotel. Finally, the location of the addition, behind the large hotel and connected to it at the east and west ends, conserves the value of the Château Laurier

as a large Châteauesque hotel. None of its character-defining elements as listed in either the City's Statement of Significance or the federal Statement of Cultural Heritage Value will be removed, replaced or altered to complete the addition.

#### Standard 11

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

Part (b) also requires an addition to be subordinate to the historic place. This is best understood to mean that an addition must not detract from the historic place or impair its heritage value. Subordination is not a question of size; a small, ill-conceived addition could adversely affect an historic place more than a large, well-designed addition.

The goal of any major project to enlarge a heritage building is to preserve those portions of the building that convey its historical, cultural or architectural values. In this instance, the entire hotel, viewed from all sides, conveys its heritage value. Thus, it was paramount that any addition not compete in style, scale or massing or details with the original. For this project, City staff, the Heritage Working Group, the Urban Design Review Panel and NCC worked with the applicant to ensure that the value of the hotel as a Châteauesque railway hotel, distinguished by its smooth stone constriction, copper-clad roof, pierced by towers and turrets, and its ornate gables and dormers was preserved.

This was accomplished by:

- Lowering the height of the addition from its original 12 and 11 storeys, to seven storeys, well below the eaves line of the roof
- Designing the building to appear as a separate background building when viewed from Major's Hill Park rather than as an addition to the hotel
- Removing any roof treatment on the addition that competed with the existing roofline of the hotel
- Using the same smooth Indiana limestone stone as the original building to complement the existing building

- Ensuring all materials complement and echo the building materials of the original
- Introducing stone fins in an undulating pattern to reduce the visual impact of the length of the north façade
- Separating the addition from the hotel by a courtyard, open at grade on its west towards Parliament Hill
- Limiting the connections to the hotel to two locations. In the case of the west connection, linking it to a later intervention to the building that has no heritage value
- Designing loading and parking to be located inside the building, thereby improving the Mackenzie Avenue portion of Confederation Boulevard
- Extending the glazing down to the terrace level in the northwest corner to lighten the appearance of the building in this location and to provide views towards Major's Hill Park from the addition and from the park towards the building. These views will be filtered through the existing trees and shrubs of Major's Hill Park
- Ensuring that the addition is deferential to the Château style of the hotel by not attempting to mimic that style or repeat its early 20<sup>th</sup> century motifs

The lowered height of the addition, and its simple contemporary design do not attempt to replicate the exuberance of the original building or to become the primary focus of the property, but rather to provide an understated counterpoint to the historic building, which will ensure that the addition, although large, acts as a background building and is subordinate to the existing hotel.

#### Guidelines

The Guidelines section of the “Standards and Guidelines” cover a wide range of subjects, including archaeology, cultural landscapes, buildings and materials. The applicable Guidelines for this proposal are in Section 4.3.1, Guidelines for Buildings, Additions or Alterations to the Exterior Form, 13-15, below:

13. Selecting the location of a new addition that ensures that the heritage value of the place is maintained.
14. Designing a new addition in a manner that draws a clear distinction between what is historic and what is new.

15. Designing an addition that is compatible in terms of materials and massing with the exterior form of the historic building and its setting.

The addition to the Château Laurier is consistent with these Guidelines because it is located to the rear of the hotel on the site of a former garage and set back from the rear façade and joined at two locations, leaving the front and side façades intact.

The proposed addition replaces a 1960s parking garage (currently being demolished), and will be joined to the historic hotel in two places, leaving most of the structure untouched. Most of the addition itself will be at least 16 metres from north wall of the existing hotel and its top (seventh) storey will be located below the eaves line of the hotel's Châteauesque roof, and set back from the building edge on all our sides. This plan conserves the cultural heritage value of the designated building.

The addition is designed to be deferential to the hotel, and to complement its materials and architectural details. It can be viewed from vantage points on Parliament Hill, Confederation Square, the Alexandra Bridge and the north side of the Ottawa River, and its lower massing and complementary materials and design complement the associated cultural heritage landscape.

#### Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014 (PPS). Section 2.6.1 of the PPS states that *“Significant built heritage resources and significant cultural heritage landscapes shall be conserved.”*

#### Views

The Official Plan (OP) contains protected views of Parliament Hill and national symbols (Annex 8). There are no protected views of the Château Laurier in the Official Plan. The proposed addition to the Château Laurier conforms to the OP policies regarding the Central Area with regard to foreground and background views.

During the almost two year period that the project was being developed, the impact of the views of the existing Château Laurier were an ongoing topic, given the Château Laurier's location in the historic core of the nation's capital. Heritage and planning staff, the Heritage Working Group, the applicant and their heritage consultants and staff from the National Capital Commission (NCC) consulted a 2008 NCC document, “Château Laurier, Urban Design Guidance,” throughout the design process. This document has no legal authority, but it provided direction and analysis that were helpful in assessing

the application, particularly in terms of the impact that the new addition may have on views of the Château Laurier from a series of vantage points. This document was also posted on the City's DevApps website with the other material related to the Site Plan application.

The key views identified in the NCC document that were used as tools in the analysis of the project from its inception. Each view was modelled for the successive version of the project. The views were from:

- The Alexandra Bridge (Viewpoint 6)
- Major's Hill Park (Viewpoint A)
- Confederation Square (Viewpoint B)
- Plaza Bridge (Viewpoint C)
- Parliament Hill (Viewpoint D)

As the project evolved, there was interest in assessing the application from two additional view points: from the north shore of the Ottawa River and from the Colonel By Memorial within Major's Hill Park.

City staff considered how the iconic views of the Château Laurier would remain a part of the associated cultural heritage landscape with the introduction of the addition to the north. Staff deemed the impact on the views of the earlier, higher versions, with their elaborate roof treatments above the eaves, to be adverse as these rooflines competed with and blocked the existing, much admired, castle-like roof of the historic building. Staff found the simpler, flat-roofed version first presented in early 2018, and further refined for the final submission, to have less impact. Through the view analysis, City planning staff concluded that the development of the addition as a simple background building that acts as a counterpoint to the historic hotel, was the appropriate approach. Staff acknowledge that the view of the northern façade of the existing hotel is altered. As the CHIS sets out with respect to views, these impacts are mitigated by design measures, including high-quality contemporary design, reduced height, active frontages and complementary material palette. Please see Documents 24 to 27, and Documents 28 and 29, for additional views from Major's Hill Park and the north side of the Ottawa River.

## Cultural Heritage Impact Statement

There have been two Cultural Heritage Impact Statements since the initiation of the project to enlarge the Château Laurier; one by MTBA (January 2017) based upon the original submission, and a second by E.R.A. Architects (January 2018, updated May 9, and May 29, 2018), based on revisions to the project undertaken in 2018. The second CHIS is intended to be read in conjunction with the first, particularly the detailed history of the building. Both are available on the City of Ottawa's [development application search tool](#).

The E.R.A. documents are attached as part of this report. The E.R.A. CHIS analysed the proposed addition in terms of its impact on both the Château Laurier Hotel and its associated cultural heritage landscape, concluding that the current option for the addition, Option 4, represents a “sensitive response to the Château Laurier and its surrounding cultural heritage landscape.” This was accomplished, in the opinion of the E.R.A. CHIS, as a result of a series of previously made decisions and recent strategies to mitigate the impact of the building since the first version of the project in 2016. These include:

- The removal of the unsafe and unsightly parking garage (approved by City Council in January 2018 and currently underway)
- The design of the building as a separate “bar” building that reduces the areas where the new addition will physically abut the original hotel and creates a new courtyard
- The reduction in height of the addition to seven storeys to sit below the eaves line of the hotel, with the seventh storey set back on all sides
- The use of high quality materials (stone, bronze and glass) to reflect and complement the heritage building
- The introduction of a new Indiana limestone stairway from the public terrace at the west side of the building
- The creation of new publicly-accessible interior spaces that will provide new views of Parliament Hill and Major’s Hill Park, and reinforce visual connections between the various elements of the associated cultural heritage landscape
- The reduction of the impact of the building on the views of Parliament Hill through use of complementary materials

Staff concur with the findings of the CHIS.

## Design Evolution

At the time of the site plan control application in 2016, there was concern on the part of the public and City staff regarding the massing, expression, prominence within the landscape and character of the addition. It was acknowledged that the existing hotel is a pavilion-style building, designed to be viewed from all four sides, and that the rear yard of the property is in fact a highly visible location within the Capital. Staff believed that attempts to mimic the exuberant style of the Château Laurier through material expressions or roof treatments had the potential to negatively impact the cultural heritage value of the hotel.

Given these concerns, heritage, planning and urban design staff have worked closely with the applicant to provide the City's professional opinion on the design since the first of the four options considered were developed.

The four designs are discussed below.

### Option 1 (See Document 17)

The first option, of which there were two closely-related versions, featured two wings, eleven and twelve storeys high, with the top two storeys expressed as dormer-like windows. The two wings were separated by a three storey pavilion, and the building was clad in limestone and glass. The additions featured the base, middle, top treatment of the hotel, although the base appeared elongated as it extended further down. City comments on Option 1 included:

- Limit the height of the addition to below the line of the existing copper roof; alter the shape of the addition's roof to be more sympathetic to the Châteauesque character of existing hotel and reduce the size and scale of the proposed dormers;
- Consider a fenestration pattern more clearly informed by the historic building's windows and avoid the complexity of patterns in the limestone fins, as it competes with the regularity of the existing hotel facades;
- Design the base of the addition in a way that more closely relates to that of the hotel and also introduces active uses adjacent the Canal terrace and park, and
- Improve the landscaping along the park face as it relates to the individual units.

### Option 2, Summer 2017 (See Document 18)

After the initial exchanges between city's urban design, heritage and land use planners and the applicant's team in 2016, and the establishment of the Heritage Working Group, the applicant and staff continued to work together. The version presented in 2017, also a two wing version, included internal improvements to create visual connections and pedestrian circulation at grade with the introduction of the long north-facing gallery facing Major's Hill Park, in place of the previous individual rooms, and the corridor connection between the central circulation axis of the existing hotel and the addition. The increased separation distance between the existing hotel and the addition was also an improvement, as was the increased setbacks from the west wall of the hotel, which revealed a band of windows. The copper roof expression on the roof was not supported by staff, as its assertive design competed the Château's roofline. The summer 2017 version was not circulated for public or technical comments.

#### Option 3, January 2018 (See Document 19)

As a result of ongoing dialogue, the first bar building version of the addition was received. Expressed in glass with white metal details, and a simple flat roof, this version was made public in the early winter of 2018 through posting on the City's DevApps website and a public Open House. In response to concerns about the heights of the wings of the earlier version, the addition was eight storeys in height with no lower central pavilion. The addition created a courtyard to the north of the existing ballroom that was open to the east. City staff comments on this version included:

- The glass version may be too distinct, and efforts should be made to take cues from the hotel in terms of design and materials;
- The extent of the glass raises concerns for bird safety;
- Consider increased porosity on the west façade;
- Continue to study the Mackenzie Avenue frontage for more street-level activity;
- Improve the west façade at the lower terrace level;
- Examine ways to break up the long north façade; and
- Reduce the institutional character of the building.

The applicant went to the Urban Design Review with the January 2018 plans. The UDRP's comments on these plans, together with additional comments from City staff resulted in the final submission.

#### Option 4 Current option (See Documents 10 to 16, and detailed description above)

As a result of staff comments and a productive session of the UDRP, the design of the addition continued to change. The height of the final version was lowered from eight to seven storeys, Indiana limestone was added resulting in a mixed palette of materials consisting of the stone, transparent glass and bronze accents. A May 9 version, designed in response to ongoing questions was confirmed through additional dialogue with staff and the UDRP focussed review group. The treatment of the north, south and west wings of the building was further refined, which is reflected in the current design.

#### Design Review

#### Heritage Working Group

City staff, the City of Ottawa and the National Capital Commission established a Heritage Working Group comprised of experts in the field of heritage conservation to look at the project. The experts included on the committee were Michael McClelland, Architect, E.R.A. Architects, Robert Allsopp, DuToit, Allsopp, Hillier, John Zvonar, Landscape Architect, Public Works and Government Services Canada, and Robert Martin, Architect, Robertson Martin Architects, representing Heritage Ottawa. Strictly advisory in nature, with no approval authority, the goal of the Heritage Working Group (HWG) was to encourage excellence in heritage conservation and design and to raise questions that would deepen the understanding of the building and its setting, and lead to a design that met the aspirations of the client while respecting the cultural heritage value of the Château Laurier within its historic setting. Three meetings were held in the winter of 2017.

Members of the project team, including the architect, planning firm, landscape architects, heritage consultant and Larco (the applicant) were present at each meeting and were full participants. The discussions at the meetings were wide-ranging, and certain issues dominated, including the roofscape, fenestration, and the treatment of the public realm and landscaping.

Key outcomes of the HWG sessions were:

- A greater understanding of the importance of the hierarchy of views, including those in the 2008 NCC Château Laurier Urban Design Guidance
- The discussion about options for the expression of the roof and how it relates to the romantic character of the existing roofline

- The importance of creating a courtyard between the addition and the hotel to distinguish between new and old
- Consideration of different materials, including the use of glass
- The Mackenzie Avenue forecourt and the continuation of the Confederation Boulevard furniture along Mackenzie Boulevard
- The interface between the addition, Major's Hill Park and the Rideau Canal terraces

The work of the HWG created the opportunity for the design team, City and NCC staff to deepen their understanding of the building, and its setting, which helped to inform the final design. At the final meeting, the HWG advised that it had concluded its work and felt that it had provided sufficient direction to the architect to continue the design process. For complete minutes of the Heritage Working Group, see Documents 31 to 33.

#### Urban Design Review Panel (UDRP)

The property is within a Design Priority Area and the Site Plan Control application was subject to the UDRP process. Revised plans for the Château Laurier addition were released at a public meeting on February 28, 2018 and the UDRP formal review of these plans was held on March 1, 2018. The architect and the Larco Investments Ltd. team presented their proposal at these meetings, which were open to the public, and at a focused design review session on April 10 with City staff and three panel members. A further conference call on the project was held on April 27, 2018 at which the ongoing refinements to the addition continued to be discussed. Many of the suggestions by the UDRP resulted in final changes to the design.

For the UDRP's full recommendations from both sessions and the conference call, see Documents 21 to 23. In summary, the comments and recommendations from March 1, April 10 and April 27 achieved:

- Visual elements to break up the uniformity of the bar form
- A lower height to ensure that key architectural elements of the original hotel (particularly the iconic silhouette of the roof) are not obstructed in the long view
- More compatibility in materials, including more stone and warm metal (bronze) elements
- The new connector at the west façade

- A clearly articulated Mackenzie Avenue entrance and forecourt
- A publicly-accessible walkway linking Mackenzie Avenue to the lower Rideau Canal terrace

The meetings at which the UDRP, the applicant and City staff were present were productive and all parties worked collaboratively to achieve the final results. Although not all recommendations were implemented, City staff supports the direction that the UDRP provided and the resulting final design.

#### National Capital Commission

City staff have reviewed the proposal in collaboration with colleagues from the National Capital Commission (NCC). City staff attended Advisory Committee on Planning, Design, and Realty (ACPDR) meetings in 2016. NCC planning and heritage staff attended numerous City-initiated meetings with the applicants, co-chaired the Heritage Working Group, observed the Urban Design Review Panel sessions and provided feedback on all iterations.

Land use and heritage permit approvals are under the jurisdiction of the City of Ottawa as the Château Laurier is not on federal land. However, federal land use approvals are required for works on federal lands abutting the site, including new landscaping or staging within the Mackenzie Avenue right-of-way, subsurface works and easements for servicing within Major's Hill Park, and the removal of a portion of the upper Rideau Canal terrace and reconstruction. No works are proposed at the current time affecting landscaping or pathways within Major's Hill Park. Federal land use approvals will follow a separate process, including a return to ACPDR for comments on the matters on abutting lands noted above, and will require a decision of the NCC Board of Directors.

This collaborative review process will continue, so that the timing of future City and NCC approvals are coordinated.

#### Conclusion

The proposed addition to the Château Laurier hotel has been the subject of much public discussion and concern since the first images of it were released in late 2016. The extensive public discourse and consultation process resulted in the receipt of more than 2000 emails, discussions with the Heritage Working Group, the Urban Design Review Panel and its focussed review, community associations, and members of Council. These discussions were fruitful and assisted City staff in forming its recommendations. Close analysis of the project, review of the two Cultural Heritage Impact Statements

prepared on the various iterations of the project and conversations with the applicant, the project architect and the heritage consultants also contributed to the conclusions of this report.

These informative exchanges have resulted in a design that the department supports. The proposed addition respects and is deferential to the historic Château Laurier hotel, allowing it, as one of Canada's most important Château style railway hotels, to continue to be viewed and appreciated as a landmark building within the cultural heritage landscape. The addition, through its character as a background building, also fits within the associated cultural heritage landscape. In addition, its construction materials reflect the stone and copper details of the hotel. Finally, the addition creates a new connection between the hotel and Major's Hill Park in place of the former parking garage, creating a southern terminal view to the park, while permitting views of the hotel's iconic silhouette to continue to define the skyline.

#### Recommendation 1

City staff support the proposed addition to the Château Laurier Hotel for the following reasons:

- The addition respects the “Standards and Guidelines for the Conservation of Historic Places in Canada” as its seven-storey height, below the eaves line, permits the iconic roofline of the hotel to continue dominant the capital’s skyline when viewed from many vantage points. Furthermore, it conserves the heritage value of the historic place, does not require the removal or obstruction of character-defining elements, conserves those character-defining elements, is distinguishable from the original buildings and in its smaller scale and simple, contemporary design is clearly subordinate to the Château Laurier in terms of size and expression.
- Its system of fins in an undulating pattern along the north façade provides visual relief and interest along the north façade, creating a simple building that serves as a backdrop to the robust Châteauesque building, with its distinctive high roofline and elaborate architectural elements.
- Its use of stone, bronze and glass complements the materials of the hotel.
- Its long glass corridor and eastern atrium provide a light, transparent treatment at grade, reducing the impact of the building to visitors to the park.

- View analysis has demonstrated that the character-defining elements of the hotel, when viewed from a range of vantage points will not have a deleterious effect on either the historic building or the cultural landscape in which it sits.
- The Cultural Heritage Impact Statement concurs with the project, and the mitigations strategies already put into place to reduce its impact.
- Many of the recommendations of the UDRP and the UDRP-focussed review group were implemented in the latest design.

#### Recommendation 2

Minor design changes to a building may emerge during the working drawing phase of the project and through the site plan process. As is common practice for heritage applications, this recommendation is included to delegate the authority to the General Manager, Planning, Infrastructure and Economic Development to undertake these changes. Due to the significant interest in this application it is further recommended that the use of this delegated authority be outlined to Built Heritage Subcommittee in the form of an information report prior to the registration of the Site Plan Agreement for this project.

#### Recommendation 3

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A three-year expiry date is recommended to ensure that this project is completed in a timely fashion.

#### Recommendation 4

Staff recommend that the notice required under Subsections 29 (3) and 34 (a) of the Procedure By-law be suspended.

### **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## CONSULTATION

For a synopsis of the City's consultation on this file, please see Document 36.

### Notification

Parks Canada, as the owner of the Rideau Canal, was informed of the application. Parks had no objection to the proposal. For Parks' complete comment, please see Document 34.

The National Capital Commission was circulated the current application under the *Ontario Heritage Act* and no comments were received.

Heritage Ottawa does not support the proposal. For comments on the final version, see Document 35.

The Lowertown Community Association was advised of the revisions to the project, asked for comments and none were received.

Property owners within 30 metres of the site were notified by letter and offered the opportunity to provide comments on the heritage application to the Built Heritage Sub-Committee or Planning Committee.

### COMMENTS BY THE WARD COUNCILLOR(S)

This National Historic Site, designated in 1980, has been a distinctive landmark for the City of Ottawa, and Canada. It has been used on postage stamps, currency, and is one of the most photographed locations in our capital city. Even if you are not from Ottawa, you have are aware of the "castle hotel" and its deep-rooted relationship with our parliamentary precinct. This was made evident by the over [2300] comments received by the City of Ottawa's planning department.

As one of the historic Canadian Pacific Rail Hotels it is interesting to consider that this could be the first to have an addition added to the building that was not a replica of the original design. Materials such as granite walls, copper roofs, and limestone were common elements of these iconic rail hotels and as such it would be ideal that these features be carried forward to such that new construction would look somewhat similar to European castles that these hotels were meant to resemble.

Compared to the initial proposal, the most recent resubmission shows some improvements. Specifically,

- The addition of limestone and bronze elements
- A lowered roof line to better protect the sightlines of the roof of the Château
- The addition of a staircase that integrates the upper balcony to the lower balcony for increased pedestrian access on the site.

Concerns still remain around the elevator projections on the roof of the addition as they are unsightly and distract from the iconic roof line of the Château. It would be ideal if there could be a way to integrate them inside the building within existing floors.

Additionally, there are some concerns with the views from Mackenzie as it relates to the porte-cochere visibility, from the park eastern edge to the existing Château Laurier. Easterly facing wall appears to be obstructed by the lack of set backs.

Lastly, understanding that there needs to be some openness and collaboration on the part of the NCC to enable better at grade integration of the pedestrian access on the north side of the building with Major Hill Park. I understand that Larco has kept the design in such a way that should the opportunity arise that it would be possible to integrate such a design into the project.

We have heard from the community that the proposed addition does not adequately complement the architectural language of the historic Château Laurier.

Improvements aside, the shape and structure of the modern building clashes with the original vision for this iconic landmark.

### **ADVISORY COMMITTEE(S) COMMENTS**

Not applicable.

### **LEGAL IMPLICATIONS**

There are no legal impediments to approving the recommendations in this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with the recommendations of this report.

### **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with the recommendations of this report.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will be reviewed through the application for Site Plan Control.

## **ENVIRONMENTAL IMPLICATIONS**

There are no environmental implications associated with this report.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priority:

Economic Prosperity: Planning and Decision-Making.

## **APPLICATION PROCESS TIMELINE STATUS**

The application was processed within the 90-day statutory requirement under the *Ontario Heritage Act*.

**SUPPORTING DOCUMENTATION**

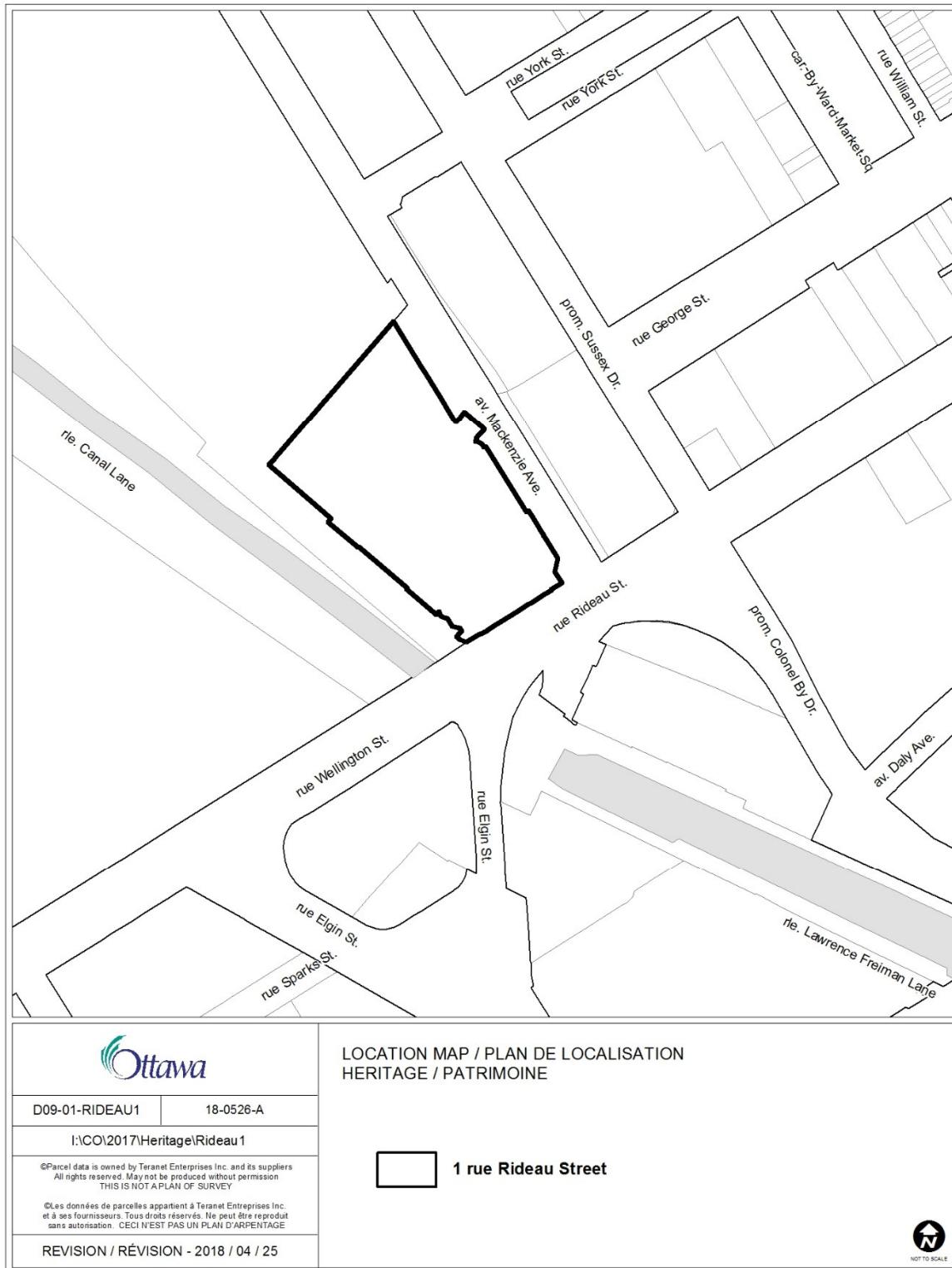
Document 1	Location Map
Documents 2 to 7	Château Laurier, historic photographs
Document 8	Statement of Cultural Heritage Value (By-law 265-78)
Document 9	Parks Canada Statement of Significance
Document 10	East Elevation
Document 11	North Elevation
Document 12	West Elevation
Document 13	South Elevation
Document 14	Landscape Plan
Document 15	CHIS, E.R.A., May 9, 2018
Document 16	CHIS, E.R.A., May 30, 2018
Document 17	Option 1
Document 18	Option 2
Document 19	Option 3
Document 20	Option 4
Document 21	UDRP, March 1
Document 22	UDRP, April 10
Document 23	UDRP, April 27
Document 24	Viewpoint 6, Alexandra Bridge
Document 25	Viewpoint A, Major's Hill Park
Document 26	Viewpoints B, C Views from Confederation Square, Plaza Bridge
Document 27	Viewpoint D, View from Parliament Hill
Document 28	View From Colonel By Statue

Document 29	View from north shore of Ottawa River
Document 31	HWG, Meeting 1
Document 32	HWG, Meeting 2
Document 33	HWG, Meeting 3
Document 34	Parks Canada Comments
Document 35	Heritage Ottawa Comments
Document 36	Consultation details

**DISPOSITION**

City Clerk and Solicitor Department, Legislative Services, to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3<sup>rd</sup> Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

## Document 1 – Location Map



**Documents 2 to 7 – Château Laurier, historic photographs**

2. Front façade, 1916. Note parking to east of the structure, and the entrance to the terrace to the west, which has featured an covered patio since the completion of the structure to cover the railway tracks (Library and Archives Canada)



3. 1911, View from Major's Hill Park, showing fence between the hotel and park  
(Library and Archives Canada)



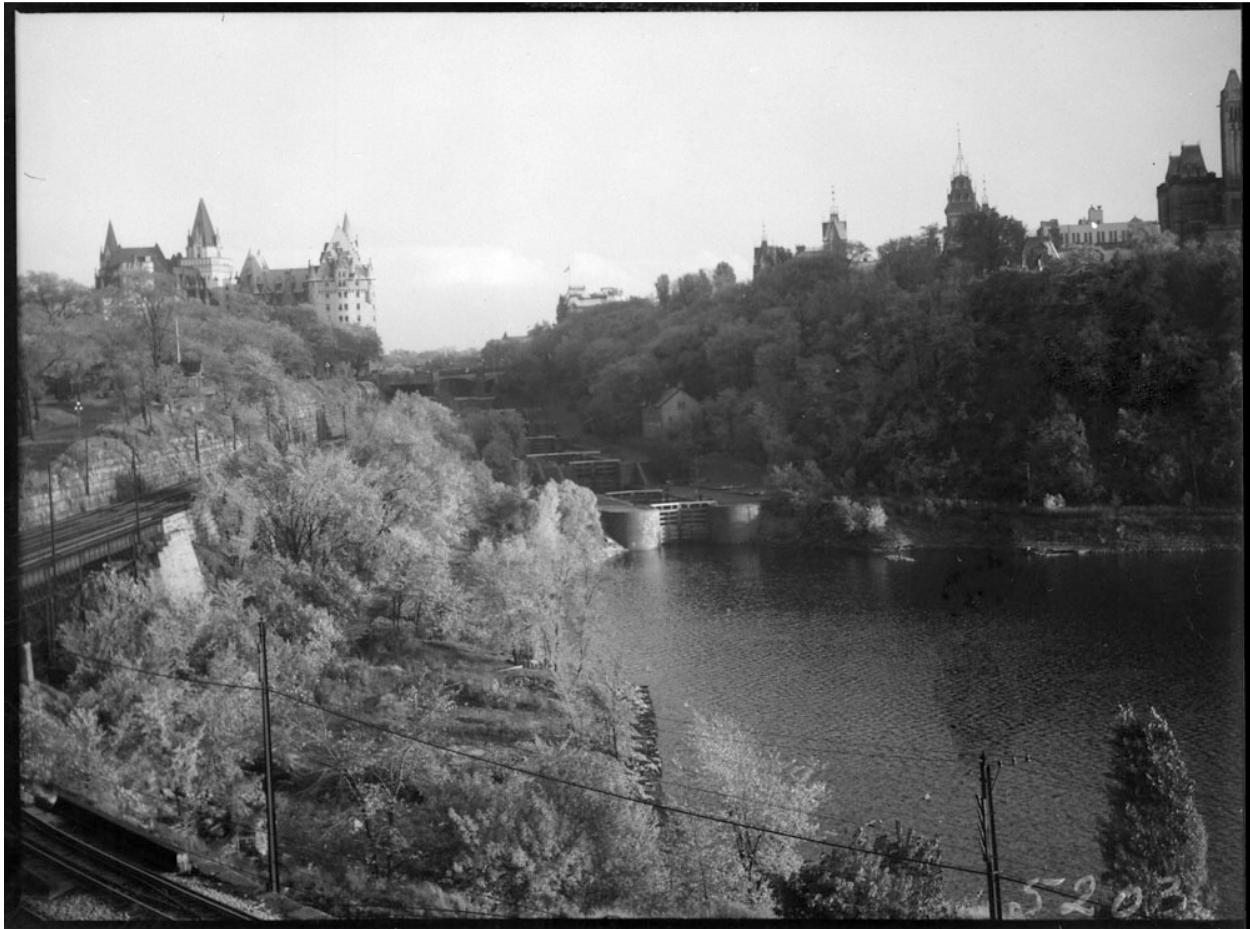
4. Second phase, shortly after completion in 1929 (Library and Archives Canada)



5. View from Peace Tower, 1930s (Library and Archives Canada)



6. Front façade, 1930s, after completion of the second phase of the project (Library and Archives Canada)



7. Circa 1930s, after completion of Phase 2. The forested cliffs, shoreline and Major's Hill Park retain this character, and the 1960s removal of the railway tracks added a softer, less industrial edge. (Library and Archives Canada)

**Document 8 – Statement of Cultural Heritage Value (By-law 265-78)**

Chateau Laurier, 1 Rideau Street

The Château Laurier at Rideau Street and MacKenzie Street, is recommended for designation as being of historical and architectural value. Erected 1908-1912 by the Grand Trunk Railway Company, and subsequently enlarged in keeping with the original architectural style, the hotel was built in the late Victorian French Chateau style, as designed by Montreal architects Ross and MacFarlane. This was in contrast to the initial Gothic Revival proposal. The romantic attractiveness of the Chateau Style became incorporated in a series of hotels across Canada. Sir Wilfred Laurier was the first to sign the register. From 1930-35 R.B. Bennett resided here. Over the years, the Chateau has served as a second home for many M.P.s and Senators, providing a dignified, hospitable and lively Ottawa residence.

## Document 9 – Parks Canada Statement of Significance

### DESCRIPTION OF HISTORIC PLACE

The Château Laurier National Historic Site of Canada is an early-20th-century hotel located across from the Former Union Railway station in downtown Ottawa, Ontario. It sits atop the banks of the Ottawa River, overlooking both the river and the Rideau Canal. This picturesque hotel, constructed in the Château style is a commanding presence in Confederation Square, a national historic site of Canada encompassing some of the most recognizable historic buildings in the downtown core of the capital. Official recognition consists of the hotel building on the legal property on which it sat at the time of recognition.

### HERITAGE VALUE

The Château Laurier was designated a national historic site of Canada in 1980 because:

- it is a Château-style hotel, which is of national significance as an architectural type.

The Château Laurier, built between 1908 and 1912, was the first in a series of hotels constructed by the Grand Trunk Pacific Railway Company (GTPR) to encourage tourists to travel its transcontinental routes. From Québec to Victoria, these Château-style hotels can be found near the railway stations in their urban environment, often in a dramatic location. The Château-style vocabulary used by the railway hotels evolved as a distinctly Canadian architectural type, and came to symbolize fine hotel accommodation. When the Château style began to evolve into a distinctly 'national' style of architecture, the physical proximity of the Château Laurier to the seat of the federal government led the hotel to serve as a model for the style. The constant reinforcement of this architectural image across the country provided a powerful visual expression of the bond that links these cities and regions of diverse cultural and geographic characters into a national unity.

The Montréal architectural firm Ross and MacFarlane designed the Château Laurier, and based their plans on designs created by New York's Bradford Lee Gilbert. The pale Indiana limestone walls of the Château Laurier harmonized with the nearby Grand Trunk railway station, and the steep roof, turrets, and gothic details of the structure ideally suited the character and climate of Canada. From 1916 to as late as the 1950s, the federal government insisted that all federal architecture in Ottawa conform in some way to this style. This is demonstrated in buildings such as the Confederation Building and the roof structure of the Supreme Court Building.

Sources: Historic Sites and Monuments Board of Canada, Minutes, June 1980, January 1981.

## **CHARACTER-DEFINING ELEMENTS**

Key elements that contribute to the heritage character of the site include:

- its romantic setting atop the banks of the Ottawa River and overlooking the Rideau Canal;
- its proximity to Parliament Hill and to other federal government buildings in the Ottawa downtown core;
- its irregular L-shaped plan;
- its elements which typify Château-style railway hotels, including its massive scale, irregular silhouette, steeply-pitched copper roofs, ornate gables and dormers, towers and turrets, high-quality materials, and dramatic setting;
- the smooth finish and pale tone of the exterior Indiana limestone walls, contrasting sharply with the ornate detailing above the eave-line;
- its symmetrical front façade, defined by two octagonal pavilions, vertically accented by a strip of oriel windows;
- its picturesque silhouette, created by a broad range of medieval detail, including turrets, machicolations, and finialed and crocketed gables;
- its whimsical and delicate corner tower, inset deep into the wall;
- its arcaded entrance loggia;
- its close physical relationship with the former Ottawa Union Station, also constructed using pale, Indiana limestone, and its proximity and relationship with the Confederation square National Historic Site of Canada and its affiliated buildings of national historic import

**Document 10 – East elevation**

East elevation facing Mackenzie Avenue



Details, east elevation, showing enclosed gallery, garage doors and glass and bronze panels

## Document 11 – North elevation



North elevation, showing glazed gallery/ corridor and undulating pattern of glass, bronze and stone fins.

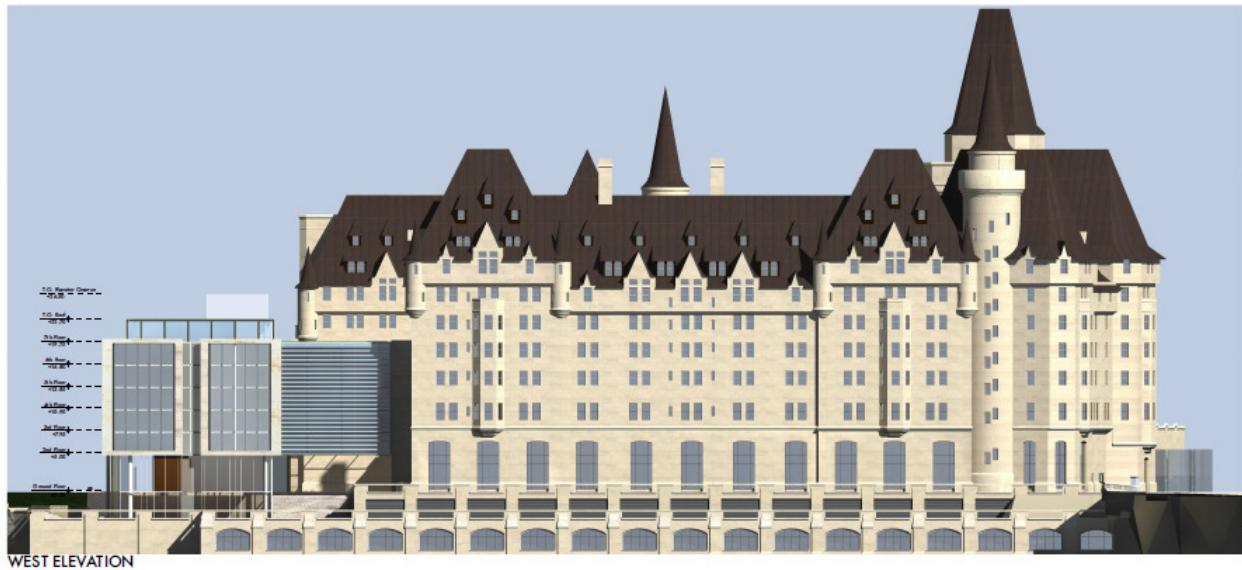


NW FACADE VIEW

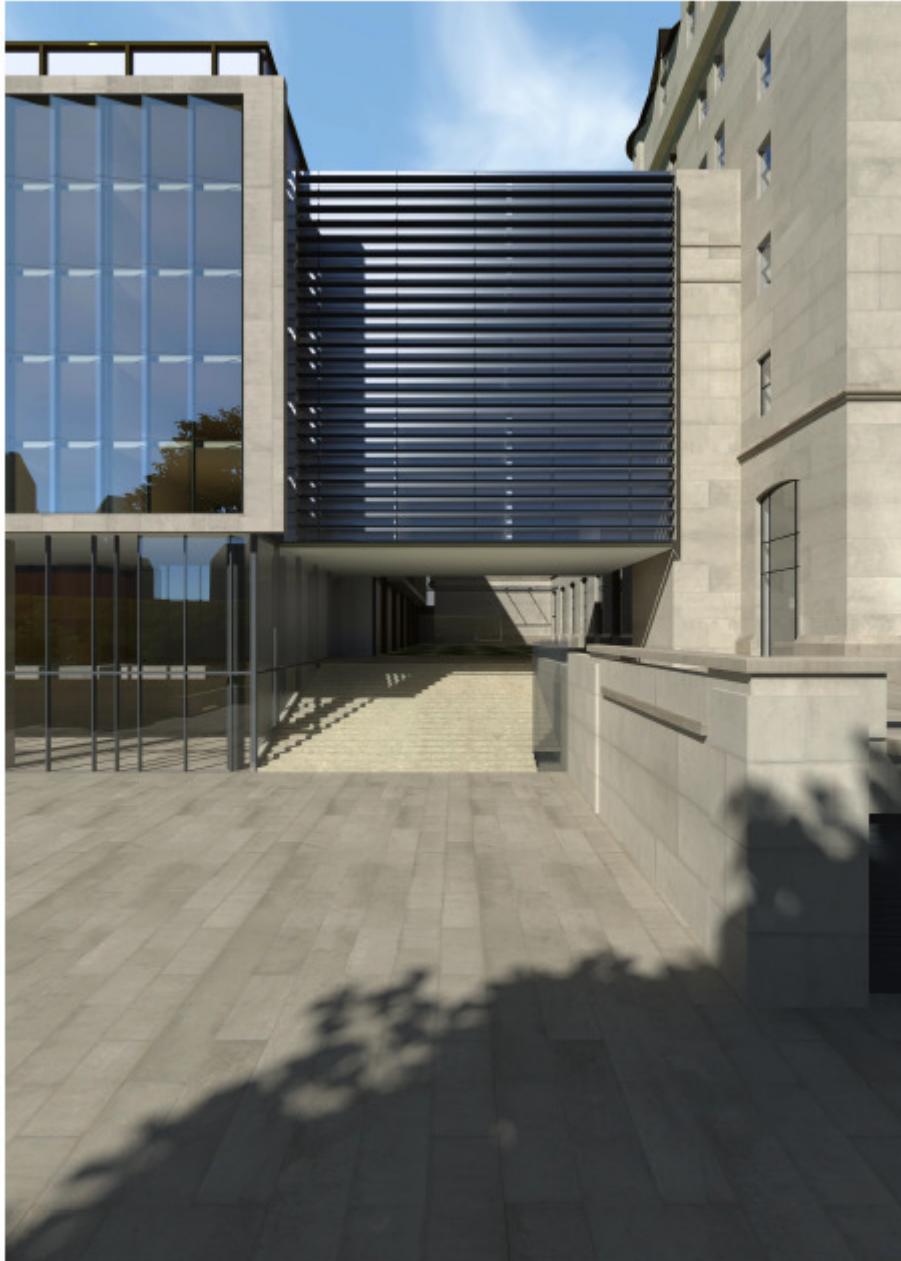


NORTH ELEVATION

Oblique view of north façade, and detail showing two storey atrium and west end of gallery

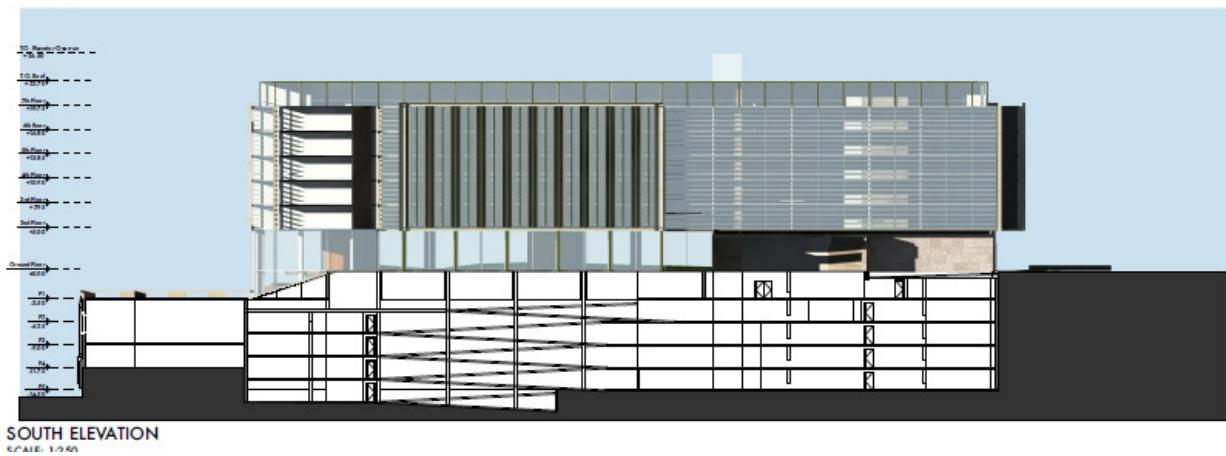
**Document 12 – West elevation**

West elevation facing the Rideau Canal

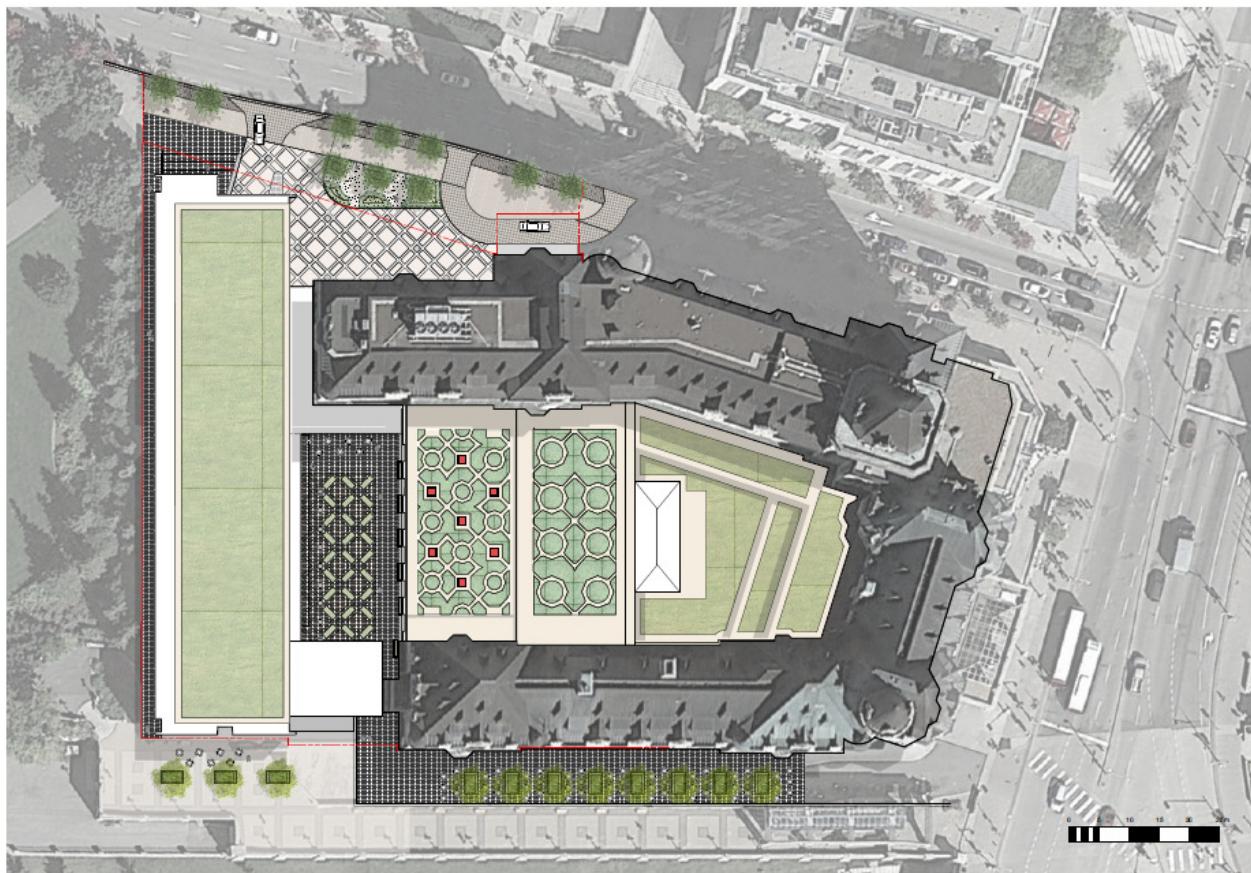


WEST ELEVATION VIEW  
NOT TO SCALE

West elevation showing recessed link to hotel, featuring horizontal bronze bars, and showing access to new courtyard to the north of the ballroom

**Document 13 – South elevation**

South elevation facing the internal courtyard and historic building showing the underground parking levels

**Document 14 – Landscape Plan**

Illustrative Plan, showing proposed green roofs, interior courtyard, Mackenzie Avenue forecourt and terraces.

**Document 17 – Option 1**

**Document 18 – Option 2**

**Document 19 – Option 3**

**Document 20 – Option 4**

**Document 24 – Alexandra Bridge**

Option 1



Option 3, 2018, view from Alexandra Bridge (Option 2, not available)



DAY VIEW '06 FROM ALEXANDRA BRIDGE

Option 4, View from Alexandra Bridge

**Document 25 – Viewpoint A, view from Major's Hill Park**

Option 1, View from Major's Hill Park



REVIEW FROM MAJOR'S HILL PARK LOOKING SOUTH. EAST PAVILION OPTION 1

### Option 2



### Option 3



Option 4

**Document 26 – Viewpoints B and C (Confederation Square and Plaza Bridge)**

Option 1



Option 1



Option 2



Option 3



DAY VIEW 'C' FROM WELLINGTON STREET

Option 4

**Document 27 – Viewpoint D, From Parliament Hill**

Option 2 (No view of Option 1)



Option 3



DAY VIEW 'D' FROM PARLIAMENT HILL

Option 4, 2018

**Document 28 – View from Colonel By Statue**

Option 4, Day view



Option 4, Night view

**Document 29 – View from north shore of the Ottawa River**

Option 4, Day view



Option 4, Night view

**Document 35 - Heritage Ottawa comments**

8 June 2018

Heritage Ottawa to City Of Ottawa

RE: APPLICATION TO ALTER THE CHÂTEAU LAURIER, 1 RIDEAU STREET, A PROPERTY DESIGNATED UNDER PART IV OF THE *ONTARIO HERITAGE ACT* BY CONSTRUCTING AN ADDITION TO THE REAR (NORTH) OF THE PROPERTY

Heritage Ottawa has reviewed the proposal for an addition to the Chateau Laurier Hotel — a property designated under Part IV of the *Ontario Heritage Act*, and a National Historic Site of Canada.

The latest design for the proposed addition differs from its predecessors in several ways, including reduced height and some use of limestone on the exterior.

Unfortunately, the design fails to solve — or even address — the underlying flaw that marred all of the previous attempts: the addition's angular, blocky massing and style are intrinsically incompatible with the historic Château's picturesque, romantic sensibility. While the design has evolved considerably since first introduced nearly eighteen months ago, it has circled around this fundamental flaw without ever fixing it. As a result, the City of Ottawa has been presented with a series of designs, each of which finds a different way to make the same mistake.

Designing an addition to an important heritage building presents unique challenges and opportunities. First and foremost, the addition must appreciate and respond constructively to the architectural sensibility of the original building. In the case of the Château Laurier, that sensibility is 'picturesque'; that is, it conveys a sense of romance, playfulness, intricacy, mystery, excitement, unpredictability and splendour. That is the 'story' the Château Laurier tells; a skillful addition could add to that story, but a poorly-conceived one will only subtract from it.

The proposed addition is a relentlessly horizontal rectangular box consisting of flat surfaces and right angles. No amount of refinement of design details or material selection can overcome this fundamental incompatibility. There is an opportunity here to add to the experience of the Château, but this design simply gets in the way.

Any addition to the Château Laurier Hotel must also take into account the unique — and uniquely important — site. The Château sits immediately across the canal from Parliament Hill, at the gateway to a UNESCO World Heritage site. The addition will be prominently visible from these and other sites of national importance, including the heritage-designated Ottawa River and historic Major's Hill Park.

A poorly conceived addition to the Château mars not only the historic hotel and its historic setting — but in doing so, it undermines the integrity and value of the culturally significant places that surround it. There is arguably no other heritage site in this country — and certainly no other in Ottawa — that demands the same degree of vigilance as this

one. Nothing less than excellence is good enough. Future generations – the *current* citizens of Ottawa – and indeed all Canadians deserve no less.

It is the position of Heritage Ottawa that this design violates the integrity of the historic building, disregards its unique historical importance, and disfigures one of the most important heritage sites in the country.

The proposed Château Laurier addition will be the most important heritage application to be considered by this term of Ottawa City Council. Heritage Ottawa calls upon the City of Ottawa – our Mayor and City Councillors – to use their authority under the *Ontario Heritage Act* to reject this design proposal.

Thank you for providing the opportunity to respond to this application.

Sincerely,

David Jeanes

President, Heritage Ottawa

### **Staff response**

City staff agrees with Heritage Ottawa's point of view that the romantic sensibility of the iconic building within its historic setting is critical to assessing any addition to the hotel. Having considered four options and undertaken extensive analysis and discussion regarding the addition with both the HWG and the UDRP, City staff are supportive of the rectangular bar building form. City staff believe that the lower and simpler structure serves as a separate and background building that allows the character-defining elements, such as the roofline, turrets, towers and materials, to continue to define the cultural heritage value of the site. The inclusion of Indiana limestone and bronze on all three façades complements the noble materials of the original historic structure. The proposed undulating design of the north façade breaks up its length and provides a sympathetic new view from Major's Hill Park.

## Document 36 – Consultation Details

### Notification and Consultation Process

Public consultation on the proposed addition was undertaken beginning with the submission of the application for Site Plan Control in December 2016.

Notification and public consultation was undertaken beyond the requirements set out in the Public Notification and Consultation Policy approved by City Council for Site Plan Control applications, which includes on-site signs and making the plans and studies available on the Development Application Search web page.

On February 14, 2017, Planning Committee received a staff report (ACS2017-PIE-PS-003) on this public engagement approach, emphasizing the use of technology in public consultation. Planning staff created a dedicated web page ([ottawa.ca/chateaulaurier](http://ottawa.ca/chateaulaurier)) to provide information on the proposal, to answer frequently asked questions and to illustrate a process timeline. The web page linked to the Development Application Search tool (“DevApps”), to other pages within the Ottawa.ca website, to external sites, such as the Ontario Municipal Board and the National Capital Commission (NCC), and to the owner’s website as well. Within the web page, in addition to a dedicated email address, staff sought comments from the public through two 28-day circulation periods during which a qualitative feedback form was used. Planning staff updated the web page as new information and dates became available.

Larco Investments Ltd. (Larco) advertised and hosted a public consultation session on November 17, 2016 at the Château Laurier. Approximately 90 people attended an evening session, which included presentations by the architect and owner.

Councillors Fleury, Harder and Nussbaum, and representatives from Heritage Ottawa, Lowertown Community Association, the National Capital Commission, and Parks Canada attended an afternoon session. Larco presented a scaled physical model.

Planning staff advertised and hosted a community meeting on February 28, 2018 at City Hall on a revised proposal. Approximately 80 people attended. There were presentations from the proposal’s architect and heritage consultant, the City planner for the Site Plan Control application and the City heritage planner. The revised model was set up at City Hall from this meeting until May 2018.

The initial public reaction to the 2016 version was not positive. Overall, there was a strong feeling expressed that the Château Laurier occupies a very special place, not only in Ottawa, but also across Canada. For some, there was a desire for no change.

Others thought that if there were to be changes, an addition should replicate the original architecture and be seamlessly integrated with the existing building. Many respondents rejected the contemporary look, and expressed the desire for something more romantic or whimsical within the picturesque natural setting. Those who said they could support a contemporary design often found the previous version not bold enough for the special site.

The public reaction to the revised (February 2018) proposal was more supportive, particularly with respect to the lower height, although the glass exterior introduced new concerns about glare and bird strikes and the incompatibility of the new materials and design to the historic hotel. Many people responded by copying Heritage Ottawa's March 5, 2018 "Call to Action", and noting concerns about incompatibility, privatization of amenity space, and obstruction of views of the existing building. In response to these concerns, the proposal was revised again (May 2018), and the current proposal is lower still (at seven storeys) and incorporates a mix of stone, glass and bronze.

In total, at the time of writing this report, 2370 individuals have provided comments and/or their contact information to the City by answering the feedback form questions, filling in comment sheets, sending an email or signing in at the open houses. Comments on heritage matters (such as design and landscaping) are briefly summarized below. Comments related to the application for Site Plan Control (such as traffic impacts, parking and loading, public access, environmental issues, sustainability and engineering matters) will be summarized separately.

All of these individuals were notified by email of the Built Heritage Subcommittee and Planning Committee meetings at which the staff report regarding the alteration to the building will be considered. Additionally, Heritage Ottawa, the Lowertown Community Association, Parks Canada and the National Capital Commission were notified directly of the application to alter under the *Ontario Heritage Act*.

Neighbours within 30 metres of the property were notified of this application by mail and offered an opportunity to comment either at the Built Heritage Sub-Committee or Planning Committee meetings.

Comments received after the writing of this report have been forwarded directly to Built Heritage Subcommittee and Planning Committee members.

## Public Comments and Responses

### 1. No change should be permitted.

- Leave the Château Laurier alone!
- The hotel should be left as it is.
- An addition is utterly unnecessary in this location.

Staff response: No change was not a reasonable alternative. In January 2018, City Council gave permission to demolish the parking garage, which had badly deteriorated from salt infiltration and age. Repairs had been made over the years to extend the parking garage's use but engineers concluded it had reached the end of its lifespan. Demolition of the parking garage has been underway since March 2018 and is almost complete. One-storey walls have been left in place to screen the surface parking as an interim condition. The hotel's additional parking needs are currently being met within a parking garage in the ByWard Market.

Operationally, the addition of hotel rooms and meeting spaces addresses the supply issues that the hotel has faced in recent years. The hotel is often at capacity and books event space more than four years in advance. The expansion enables it to meet the growing demand for long-term stay accommodations within the City's downtown area and provides new venue space to ensure that Ottawa remains competitive for event attraction.

The physical impacts to the existing hotel structure are minimal. The development proposal retains the Château Laurier in its entirety, and modifies original ground floor window openings to provide access to the interior courtyard from the hotel ballroom and banquet room. The addition connects to the existing hotel via an enclosed glass link at grade on the east side and via a five-storey (floors 2 to 6) connector above the new limestone stairway on the west side.

### 2. An addition should match the existing architecture.

- Architectural references (conical turrets, dormer windows, arch windows, gables) to the distinctive characteristics of the original building are missing
- It uses a different architectural language that is not even remotely related to the existing structure.

- The Royal York in Toronto, the Empress Hotel in Victoria, the Château Frontenac in Quebec City and the Lord Elgon Hotel in Ottawa have been added onto in a similar style
- Borrow the château motif of stone walls with punched windows.
- Any addition should have turrets, even if they look modernized.
- why is the roof of the addition not going to be similar to the rest of the Château Laurier?

Staff Response: The *Ontario Heritage Act* does not have prescribe the style or expression of an addition to a heritage building. If the addition were built to look like the existing building, it might be difficult to distinguish the new addition from the historic section of the building, diminishing the cultural heritage value of the iconic hotel. The architectural goal of this project is to build a new addition that is subordinate to and compatible with, the existing heritage building so that the designated building continues to define that historic character of the property within its contemporary context. This is consistent with the Council-adopted "Standards and Guidelines for the Conservation of Historic Places in Canada" which state: "Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place."

### 3. The proposed design lacks compatibility.

- It detracts from the existing building and hides key features
- Views to the existing building from the north are obscured
- It creates a wall at the edge of Major's Hill Park
- This design would be fine on another site but is unacceptable here.
- To improve the overall composition, the two top floors of the addition could be treated with copper panels echoing the château roofs.

Staff response: As noted above, the "Standards and Guidelines for the Conservation of Historic Places in Canada" provides direction that new work be physically and visually compatible with the historic place.

The character-defining elements of the Château Laurier's cultural heritage value and the character-defining components of the cultural heritage landscape in which it is located are identified in the Cultural Heritage Impact Statements and addendum. Building on this, the CHIS outlines how the addition respects the existing building's Château-style design, material palette and picturesque silhouette, as well as the site's relationship with Parliament Hill, nearby federal buildings, the Ottawa River, the Rideau Canal and other buildings and public spaces of national historic significance within the capital.

City staff believe that the changes to height, materials, and architectural expression that have been made create a compatible addition, which respects the architectural character of the existing building and its associated cultural heritage landscape.

4. The design should be bolder.

- A sculpture-like design would be better
- This building lacks the kind of visual punch that a building in this setting should have

Staff response: Staff support a deferential addition, which is lower and does not attempt to compete for attention with the existing hotel's architecture. The flat roof enables views to the existing iconic roofline. Options for a more exuberant roof expression were considered unsuccessful.

5. The addition is too high and obscures views to the existing building.

- An addition should be no larger than the existing parking garage.
- The site layout forms a barrier between the park and the hotel.
- This will ruin Ottawa's signature 'postcard' view from across the river.
- Turn the building 90 degrees to mitigate the loss of the view.
- The courtyard views will be completely destroyed by a flat glass box.

Staff response: The architect has revised the proposal several times. The latest proposal is seven storeys high (reduced from 11 and 12 storeys proposed in 2016 and from eight storeys in February 2018) and the lower height means that the addition is now lower than the eaves line of the original hotel and the roofline is now more visible from key viewpoints. The view from the middle of the river (as captured on the Canadian \$1 bill), demonstrates this. City staff acknowledge the addition introduces a new layer to

the traditional view, with active uses at-grade facing west, north and east and an understated roof deferring to the existing building's turrets and towers. The layout introduces more opportunities for visual connections between the street, park and terraces. There is no courtyard currently and views from the windows of the ballroom were blocked by the parking garage (now being removed).

It is important to note that while there are protected views to Parliament Hill and national symbols within Ottawa's Official Plan, the views to and from the Château Laurier are considered private views and are not protected by planning policy. Nevertheless, they are important within the hotel's associated Cultural Heritage Landscape. City staff have used the key views as tools to evaluate impacts on the cultural heritage value of the existing building and surrounding landscape.

6. The addition will alter existing sight lines along Mackenzie Avenue.

- Blocks sight lines between Major's Hill Park and Rideau Street
- The obstructed view will seriously impair the enjoyment of my condominium at 700 Sussex as well its real estate value.
- Creates tunnel effect along Mackenzie Avenue
- Creates a visual impact along the Mackenzie Avenue ceremonial route

Staff response: The property is located within the Central Area where the Mixed Use Downtown (MD) zoning does not require setbacks and buildings constructed to the street are the norm. The intent of the Heritage Overlay is to encourage the retention of heritage buildings. Private views are not protected by zoning.

7. Glass is not an appropriate exterior material.

- Glass is dangerous for birds.
- Glass is inefficient for energy use.
- Glass creates glare.
- Glass is dark in the day.
- Glass is lit from within at night, creating a lantern effect.
- Closed blinds will create chaotic façades.

- Glass seals break down and moisture fogs the glass. Replacement is awkward and costly.
- The fritted glass pattern will become dated.
- All glass makes the building look very cold.
- The windows are too large.
- The transparency will be negative for the park because of overlook.

Staff response: Changes were made and the building is no longer an all-glass building. The exterior materials will now include a mix of Indiana limestone and glass with bronze accents, which reference and complement the material palette of the existing hotel.

#### 8. The architecture is undesirable.

- Visually jarring
- Too textured and busy
- Too rectangular and boxy
- Ugly
- Bland, plain, uninspired
- Shadows would be created that obscure heritage attributes or change the viability of the associated cultural heritage landscape
- The addition is lacking a differentiated podium and upper body

Staff response: City staff and the recommendations of the Cultural Heritage Impact Statement have found the contemporary design appropriate for an addition to the site.

#### 9. Relationship to the Park and Canal Terraces

- The oldest public park in Ottawa will be surrounded by contemporary buildings that have no relationship to the park.
- The public pedestrian access from Wellington Street through to Major's Hill Park must be maintained.

- I fear it will eventually (if not this time, then at next building extension) extend INTO park land.
- Ideally this access would be all seasons -- it is currently blocked off in winter.

Staff response: City staff find this addition makes a strong contribution to the public realm and has positive visual connections to the park and canal terraces at-grade, much more so than the blank walls of the former parking garage. The proposed addition will be set back three metres from the north property line, whereas the former garage was on the property line. Major's Hill Park and the Rideau Canal Terraces are under the jurisdiction of the NCC and there are no changes proposed to limit public access.

## 10. Landscaping

- The French-inspired châteauesque landscaping (i.e. parterre) and contemporary building design are contradictory.

Staff response: City staff support the on-site landscaping approach.

## 11. Other suggestions

- Require Larco to retain a different architect
- The City should hold an international design competition
- The City/ NCC should find Larco an alternative site, purchase the land and extend Major's Hill Park

Staff response: These suggestions are noted but do not form part of the subject application.

## Positive comments

- The hotel is a private business and should be allowed to grow.
- The site layout is perfect.
- The courtyard is attractive.
- Removing the garage and surface parking and locating it underground is positive.
- The glass exterior looks clean and classic.
- Beautiful.

- Timeless design.
- Especially support the at-grade gallery, integrated with park.
- The hallway to the park is a great idea, especially if it open to the public.
- The courtyard and green roofs give clients a view looking down from their rooms.
- Excellent idea to separate the addition from the older building.

Staff Response: Noted.