

## EXECUTIVE SUMMARY

An Assessment of the Effectiveness of the Byward Market Heritage Conservation District Designation, 1990 to 1999

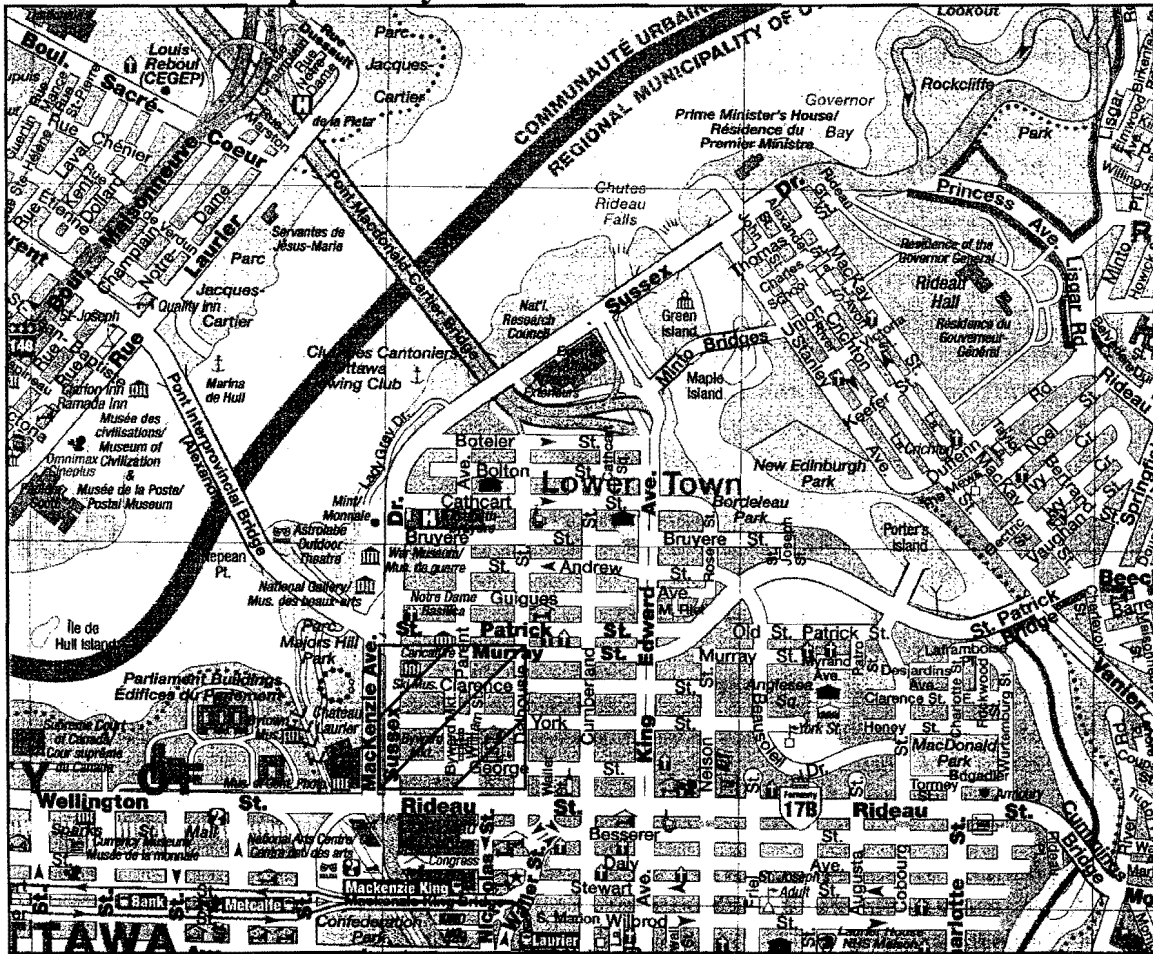
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Ottawa's Byward Market heritage conservation district is experiencing considerable growth and change in its building fabric. This presents challenges to heritage planning and to the effectiveness of heritage conservation district designation.

This report evaluates the compliance of building projects with the urban design guidelines for the Byward Market heritage conservation district, located in downtown Ottawa (see Map E-1). Eight building projects, built or proposed since 1990, were identified (see Table E-1). The Byward Market heritage conservation study district and the associated urban design guidelines, used in this report for evaluation purposes, were written as part of the 1990 study.

This report's intent is to evaluate the compliance of building projects and, based on the results, assess the effectiveness of the heritage conservation district designation.

Map E-1: Byward Market District Location



▨ Approximate Byward Market heritage conservation district boundaries

**Table E-1: Building Projects**

<b>Rehabilitation and Adaptive Re-Use:</b>
1) 10 George Street, Old Woolworth Building
2) 55 Byward Market Square, Byward Market Building
3) 87 George Street
<b>New Infill: Commercial and Mixed Use:</b>
4) 490 Sussex Drive, U.S. Embassy (nearing completion)
5) 33 George Street (complete)
<b>3.5 New Infill: Residential:</b>
6) 22 Murray Street/17-31 Clarence Street (complete)
<b>Combination Projects (Rehabilitation and Re-use and New Infill)</b>
7) 489 Sussex Drive (complete)
8) 71-73 William Street (complete)

For the evaluation of building project compliance, the following criteria were developed using the 1990 urban design guidelines (see table E-2) as a base.

**Table E-2: Evaluation Criteria**

<b>Block Development Pattern</b>
<ul style="list-style-type: none"> <li>▪ <i>existing lot pattern</i></li> <li>▪ <i>traditional development pattern</i></li> <li>▪ <i>pedestrian access pattern</i></li> <li>▪ <i>interior space use</i></li> </ul>
<b>Protection of Existing Views</b>
<ul style="list-style-type: none"> <li>▪ <i>building height</i></li> <li>▪ <i>significant views</i></li> </ul>
<b>Restoration</b>
<ul style="list-style-type: none"> <li>▪ <i>material restoration and/or duplication</i></li> <li>▪ <i>evolution of the building</i></li> <li>▪ <i>contribution of all periods of history</i></li> <li>▪ <i>compatible with the building's setting</i></li> </ul>
<b>Rehabilitation and Adaptive Re-Use</b>
<ul style="list-style-type: none"> <li>▪ <i>adaptive re-use contained</i></li> <li>▪ <i>architectural layout and finishes</i></li> <li>▪ <i>distinctive features</i></li> <li>▪ <i>new work of its own time and subservient</i></li> </ul>
<b>Infill: Commercial and Mixed Use</b>
<ul style="list-style-type: none"> <li>▪ <i>scale and character</i></li> <li>▪ <i>floor separation of uses</i></li> <li>▪ <i>horizontal scale and store width</i></li> <li>▪ <i>historic storefront pattern</i></li> <li>▪ <i>height of adjacent &amp; setbacks</i></li> <li>▪ <i>carriageways and rear courtyards</i></li> <li>▪ <i>distinctive features</i></li> </ul>

**Effectiveness of the Byward Market Heritage Conservation District Designation**

<b>Residential</b>
<ul style="list-style-type: none"> <li>▪ <i>character</i></li> <li>▪ <i>open space, access, front-yard setback</i></li> <li>▪ <i>small lot development</i></li> <li>▪ <i>respect the massing</i></li> <li>▪ <i>traditional roof forms</i></li> <li>▪ <i>mixed-use development</i></li> </ul>

**Table E-3: Evaluation Summary**

BUILDING PROJECTS	10	55	87	490	33	22	489	71-73
	Geor	Mark	Geor	Stuss	Geor	Mur	Stuss	Will
	1	2	3	4	5	6	7	8
<b>2.0 STREETSCAPE GUIDELINES</b>								
<b>2.1 Block Development Pattern</b>								
<i>UDG 1) existing lot pattern:</i>				●	●	●	◐	◐
<i>UDG 2) traditional development pattern:</i>				◐	●	●	●	●
<i>UDG 3) pedestrian access pattern:</i>				◐	●	●	●	N/A
<i>UDG 4) interior space uses:</i>				N/A	●	●	●	N/A
<b>2.2 Protection of Existing Views</b>								
<i>UDG 1) building height:</i>			○	●	○	○	●	●
<i>UDG 3) significant views:</i>			○	◐	●	●	N/A	N/A
<b>3.0 BUILDING IMPROVEMENT AND DESIGN GUIDELINES</b>								
<b>3.3 Rehabilitation and Adaptive Re-Use</b>								
<i>UDG 2) adaptive re-use contained:</i>	◐	◐	◐				●	◐
<i>UDG 5) architectural layout and finishes:</i>	●	◐	◐				●	●
<i>UDG 6) distinctive features:</i>	N/A	●	N/A				◐	◐
<i>UDG 7) new work of its own time and subservient:</i>	●	●	●				●	◐
<b>3.4 Infill: Commercial and Mixed Use</b>								
<i>UDG 1) scale and character:</i>				◐	◐		◐	●

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<i>UDG 2) floor separation of uses:</i>				○	●		●	●
<i>UDG 3) horizontal scale and store width:</i>				◐	●		◐	●
<i>UDG 4) historic storefront pattern:</i>				○	◐		○	●
<i>UDG 5) height of adjacent buildings &amp; setback:</i>				●	◐		◐	●
<i>UDG 6) carriageways and rear courtyards:</i>				◐	●		●	N/A
<i>UDG 8) distinctive features /design and craftsmanship:</i>				N/A	N/A		N/A	N/A
<b>3.5 Infill: Residential</b>								
<i>UDG 1) character:</i>							◐	
<i>UDG 2) open space, access, front-yard setback:</i>							●	
<i>UDG 3) small lot development:</i>							N/A	
<i>UDG 4) respect the massing, traditional roof forms:</i>							◐	
<i>UDG 5) mixed-use development:</i>							●	

<b>LEGEND:</b>
<p>● (Good Compliance)    ◐ (Average Compliance)    ○ (Poor Compliance)</p>

**RESULTS**

Generally, building projects complied with the applicable urban design guidelines. Given the voluntary nature of these guidelines, this result is somewhat surprising. However, all building projects had minor deviations in compliance, and a number had major deviations in compliance with one or more of the guidelines. The analysis results are shown in Table E-3: Evaluation Summary.

**Interpretation of Compliance**

The reasons for deviations in compliance, both on a theoretical and practical level, include the pressure of growth, changes in building use, heterogeneity of the Byward

Market heritage conservation district, the meaning of heritage and, most significantly, the nature of urban design guidelines and the planning process.

### **Effectiveness of Heritage Conservation Designation**

The Byward Market heritage conservation district was determined to be effective given the general compliance of building projects and the reasons identified for compliance deviation. This conclusion was based on (and qualified by) the objectives of the Ontario Heritage Act: namely, to protect and enhance the character of heritage conservation districts, but not necessarily the restriction of non-heritage development.

### **Insight and Lessons Learnt**

Heritage importance and interpretation: different heritage interpretations can create challenges to heritage conservation district designation because people have different expectations as to the importance of heritage conservation. In addition, the diversity of heritage buildings in the Byward Market district makes heritage planning demanding.

Urban design guidelines: there are numerous issues regarding the application of guidelines, including whether full compliance is warranted or necessary and the need for flexible guidelines. Also, the use of rigid urban design guidelines was rejected -- essentially, the 1990 urban design guidelines were found to be acceptable.

### **Planning Practice Contribution**

The planning practice contribution includes acknowledging the value of heritage conservation district designation. In addition, periodic evaluations of all heritage districts were recommended. This is especially the case for heritage conservation districts that are experiencing growth, such as the Byward Market district.