

Subject: Application to alter the former Hintonburg Pumping Station, 5 Onigam Street, a property designated under Part IV of the *Ontario Heritage Act*

File Number: ACS2023-PRE-RHU-0041

Report to Built Heritage Committee on 6 November 2023

and Council 22 November 2023

Submitted on October 25, 2023 by Court Curry, Manager, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department

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Ward: Kitchissippi (15)

Objet: Demande de transformation de l'ancienne station de pompage d'Hintonburg, au 5, rue Onigam, un bien désigné en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*

Dossier : ACS2023-PRE-RHU-0041

Rapport au Comité du patrimoine bâti

le 6 novembre 2023

et au Conseil le 22 novembre 2023

Soumis le 25 octobre 2023 par Court Curry, Gestionnaire, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'immobilier et du développement économique

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REPORT RECOMMENDATIONS

That the Built Heritage Committee recommend that Council:

- 1. Approve the application to alter the former Hintonburg Pumping Station at 5 Onigam Street, according to plans submitted by CSW dated August 2023, conditional upon:

 - a. Development and implementation of an interpretation strategy as part of the overall project****
- 2. Direct staff to prepare an amendment to the designation by-law (280-87) to reflect the current heritage value of the Hintonburg Pumping Station.**
- 3. Delegate the authority for minor design changes to the General Manager, Planning, Real Estate and Economic Development Department.**
- 4. Approve the issuance of the heritage permits for each application with a three-year expiry date from the date of issuance unless otherwise extended by Council.**

RECOMMANDATIONS DU RAPPORT

Que le Comité du patrimoine bâti recommande ce qui suit au Conseil:

- 1. Approuver la demande de transformation de l'ancienne station de pompage d'Hintonburg, située au 5, rue Onigam, conformément aux plans remis pas CSW et datés d'août 2023, sous réserve des conditions suivantes :

 - a. Élaboration et mise en œuvre d'une stratégie d'interprétation dans le cadre général du projet****
- 2. Enjoindre au personnel de préparer une modification du règlement de désignation (280-87) afin de tenir compte de la valeur patrimoniale de la station de pompage d'Hintonburg.**
- 3. Déléguer au directeur général de Planification, Immobilier et Développement économique le pouvoir d'apporter des changements mineurs de conception.**
- 4. Approuver les demandes de permis en matière de patrimoine, valide pendant trois ans à compter de la date de délivrance, sauf si la période de validité du permis est prolongée par le Conseil municipal.**

EXECUTIVE SUMMARY

This report recommends the approval to alter 5 Onigam Street, the former Hintonburg Pumping Station, a property designated under Part IV of the *Ontario Heritage Act*. The proposed alterations considered in this report are for the conservation of the Hintonburg Pumping Station ruins and the redevelopment of its grounds into a park-like amenity.

This report has been prepared because the alteration of a property designated under Part IV of the *Ontario Heritage Act* requires the approval of City Council after consultation with the Built Heritage Committee.

Staff recommend approval as the application meets the Standards and Guidelines for the Conservation of Historic Places in Canada, maintains the property's cultural heritage value as described in its Statement of Cultural Heritage Value and will transform the long vacant ruins into a public amenity space.

RÉSUMÉ

Il est recommandé dans le présent rapport d'approuver la transformation du 5, rue Onigam, l'ancienne station de pompage d'Hintonburg, un bien désigné en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*. Les modifications proposées et prises en compte dans le présent rapport concernent la conservation des ruines de la station de pompage d'Hintonburg et le réaménagement de son terrain en parc.

Le présent rapport a été élaboré parce que les modifications d'un bien désigné en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario* doivent être approuvées par le Conseil municipal, après consultation du Comité du patrimoine bâti.

Le personnel recommande son approbation au motif qu'elle respecte les Normes et lignes directrices pour la conservation des lieux patrimoniaux au Canada, qu'elle préserve la valeur sur le plan du patrimoine culturel de la propriété telle que le décrit la déclaration de valeur de patrimoine culturel et qu'elle permettra de transformer des ruines abandonnées de longue date en espace public d'agrément.

BACKGROUND

Context

This report has been prepared because the alteration of a property designated under Part IV of the *Ontario Heritage Act* requires the approval of City Council after consultation with the Built Heritage Committee.

Description of site and surroundings

The former Hintonburg Pumping Station (5 Onigam Street) is located on the east side of Onigam Street, south of Lemieux Island, and north of the Kichi Zibi Mikan (former SJAM Parkway) and the Ottawa River Pathway in Ward 15. It is situated along the Ottawa River shoreline, with its east elevation facing the newly re-opened Chief William Commanda Bridge.

Building history and cultural heritage value

5 Onigam Street was originally a one- and one-half storey cut limestone structure constructed in 1899 by waterworks engineer Charles Henry Keefer. It was purpose-built as a water pumping station for the Village of Hintonburg and served that purpose until the village was annexed by the City of Ottawa in 1907, and the pumping station became redundant. It was subsequently decommissioned in 1912, and in 1932, converted into a residence and gatehouse to serve the city's new water purification plant constructed on Lemieux Island. In August 1987, the Regional Municipality of Ottawa-Carleton completed restoration work to the property, and it was designated under Part IV of the *Ontario Heritage Act* with the intention of adaptively reusing the structure.

The designation by-law lists the building's pitched roof and open verandah, circular turret with conical roof, and large half-round windows as character defining elements. In 1989, the building was severely damaged by a fire, damaging most of these attributes beyond repair. Exposure to the elements has worsened the stability of the structure (see Site Photos, Document 2). Notwithstanding that the structure is fenced off from public access, the ruins are subject to ongoing vandalism and land management costs, and do not currently contribute to any public benefit along the Ottawa River shoreline. The property was added to the City's Heritage Watch List in 2022.

Project context

Section 4.5 of the City of Ottawa's Official Plan provides policy direction related to the protection, improvement, and management of municipally owned cultural heritage assets. As such, Right of Way, Heritage, and Urban Design (ROWHUD) has selected a preferred design concept that seeks to stabilize and conserve the Hintonburg Pumping Station for public use. The project will enhance the public realm and allow for public enjoyment of the site with access to the Ottawa River and views towards downtown.

The final project cost will be determined at the detailed design and construction stage. Preliminary construction funds were secured in the 2023 Capital Budget with the balance brought forward for City Council consideration as part of the 2024 Capital Budget. Associated technical studies including but not limited to a Structural Condition

Assessment and a Stage I Archaeological Assessment were previously received as information under report [ACS2023-PRE-RHU-0011](#).

The Infrastructure and Water Services Department (IWSD) is the current custodian of this property due to its proximity to the Lemieux Island Water Filtration Plant, however the intention is to transfer the custodianship of the completed amenity to the Recreation Culture and Facilities Services Department (RCFS) after the project is complete.

DISCUSSION

Project Description

The City is ultimately proposing to stabilize remaining elements of the ruin that can be preserved and create a public amenity space on the grounds. The concept being recommended in this report was prepared by staff in Right of Way, Heritage and Urban Design and a team of consultants including CSW Landscape Architects, J.G. Cooke and Associates structural engineers, and MH Stoneworks masonry conservators. The preferred concept was developed based on feedback received from the Built Heritage Committee in April 2023, and an engagement strategy that included internal, external, and Indigenous stakeholder groups. The proposal features the following elements:

- The conservation of the Hintonburg Pumping Station ruins. This work includes the stabilization, consolidation and preservation of the remaining masonry, and rehabilitation works such as the addition of discrete structural elements where required (i.e. buttresses), the capping the masonry walls, and insertion of metal grills in existing openings to stabilize the ruins.
- The removal of the cinder block addition on the north façade, which is not part of the original construction.
- The stabilization of the basement space by filling it and topping it with an accessible concrete interior floor surface.
- The introduction of a wooden deck feature that wraps around the ruins, providing accessible views to the Ottawa River. This feature is a contemporary interpretation of the original wrap-around verandah on the building, a character defining element.
- The redevelopment of the site with a park-like open space on the grounds surrounding the ruins. Features will include shade trees, naturalized plantings along the river to mitigate shoreline erosion, public art, picnic tables, bike racks, benches, and waste receptacles.

- Improved pedestrian access to the ruins and shoreline, consisting of an accessible pathway from the existing parking lot to the ruins and stairs from a new accessibility vehicle/bus layby area to the grounds.
- Improved vehicular access to the ruins and shoreline, consisting of new accessibility vehicle/bus parking adjacent to the site entrance, and controlled access to a modified vehicle access loop south of the ruins to facilitate the ongoing water access for shoreline users.
- Identification of potential toilet/change room facilities, food service locations, and interpretative panels.

The site plan, elevations, and renderings of the proposed building are attached to this report as Document 4.

Recommendation 1: Approve the application to alter the former Hintonburg Pumping Station

Heritage Planning staff recommend approval of the proposal to stabilize the Hintonburg Pumping Station ruins and develop its lands into a park-like setting for the following reasons:

1. The conservation approach for the alteration of the former Hintonburg Pumping Station structure is appropriate.

The applicant has submitted a conservation report and elevations, attached as part of the final technical report in Document 4. The approach preserves the ruined masonry building without any new elements, except where structurally required, thereby embodying principles of minimal intervention. Staff have reviewed the conservation report and agree with its approach, which generally includes the following components:

Removal of deteriorated, undesirable, or hazardous components to facilitate the work, including:

- The greenery inside or directly adjacent to the building.
- Debris, including loose wood, roofing material, and loose stone, with any stone in fair condition salvaged for reuse in masonry restoration or elsewhere on the site.
- Any loose masonry materials from walls.
- The existing floor and infill basement area, replacing it with granular fill.

- The roof structure, most of which was destroyed in the 1989 fire, and most of which presents a current fall hazard.

Masonry conservation work, including:

- Repointing foundation walls 600mm below grade.
- Restoration, preservation, and consolidation of existing masonry where required, such as rebuilding the top of deteriorated walls, reconstructing interior buttresses, stabilizing remaining portions of the half-round window opening on the south elevation, and dismantling the masonry above the west gable according to the conservation elevations, attached in Document 4.
- Reconstruction of the interior brick wythe with new heritage brick or salvaged stone.
- Capping all skyward facing joints over 1200mm with metal; capping joints under 1200mm with mortar/concrete bed or capstones (to remain tactile, eliminate heat exposure, and provide potential seating areas).

Introduction of new elements, including:

- Pouring a new accessible concrete slab on grade, leaving an approximately 300 millimetre reveal from the masonry walls to provide a vegetation buffer that will assist with drainage.
- Installation of a new, raised wrap-around deck on the east elevation to provide barrier-free entry into the ruins and provide accessible views to the Ottawa River.
- Select installation of metal grilles on existing window openings to match the original layout of windowpanes where required for structural or aesthetic reasons.

The conservation report also outlines construction scheduling instructions and masonry contractor pre-qualifications to ensure proper heritage conservation techniques can be executed. A four-to-five-month construction schedule is proposed, commencing at snow melt, to be executed by masons with experience in heritage stone and brick masonry.

2. The overall cultural heritage value of 5 Onigam Street will be conserved and/or reinterpreted where feasible.

At the time of its designation in 1987, the Hintonburg Pumping Station was said to have design value for being a unique example of a small water pumping station. It contained a pitched roof with an open verandah on the south and east elevations, a circular turret with a conical roof, and large half-round windows to help exemplify its importance given

its otherwise modest scale. Unfortunately, most of the character defining elements, including the verandah, pitched roof, and circular turret, were damaged beyond repair after the 1987 fire and subsequent exposure to the elements.

The proposed conservation approach will either conserve or reinterpret the property's remaining character defining elements where possible. The primary conservation approach proposed is the rehabilitation of the ruins to adapt them into a publicly accessible amenity, with preservation of existing masonry where feasible, and restoration of structural elements where required. The building's evolution into its ruined state can be considered a character defining element in its own right. To honour its ruined state, the proposal does not seek to restore the missing character defining elements, but rather contemporarily reinterpret some of them in a way that is visually compatible with, subordinate to, and distinguishable from remaining historic features.

Examples of this approach include the inclusion of a simple raised deck on the east elevation, which mimics the historic wrap-around verandah, and the installation of metal grillwork to reflect the historic window patterns. The building's attributes that are still recognizable, such as parts of the masonry and a part of half-round window on the south elevation, will be stabilized and preserved to help reinforce the property's initial design value.

Beyond its design value, the property was also designated for its historical value, having had direct associations with the development of the former Village of Hintonburg and with the distribution of clean drinking water to the City of Ottawa. Further, whilst the designation by-law does not explicitly list contextual reasons for designation, staff are of the opinion that the property contains contextual value for being historically linked to the Lemieux Island Water Purification Plant, and visually and physically linked to the Ottawa River, which it relied on as a water source during its time as a pumping station.

The redevelopment of the property into a park-like setting, and the introduction of a raised deck facing the Ottawa River, will reinforce the property's contextual relationship with the river.

Standards and Guidelines for the Conservation of Historic Places in Canada

City Council adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada ("Standards and Guidelines") in 2008 to assist with the conservation of heritage resources in Ottawa. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources.

The proposed conservation approach uses minimal interventions to preserve remaining masonry and stabilize remaining character defining elements, thereby maintaining the

heritage value of the historic place. Further, the sensitive incorporation of new elements where required will be physically and visually compatible with, subordinate to and distinguishable from the ruins to ensure that they do not create a false sense of historical development. The conservation approach proposes the use of physical evidence to rebuild portions of unstable elements where masonry restoration is required. Through its sensitive design and conservation approach, the proposed works are consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada.

As a condition of approval, staff recommend that an interpretation strategy be prepared in consultation with community and Indigenous stakeholders to ensure that the property's historical and contextual value be further evaluated. Findings from the strategy may be incorporated into the property's statement of cultural heritage value and commemorated as appropriate.

Conclusion

Staff conclude that the proposed conservation approach is appropriate and feasible, and that the proposed works will conserve remaining character-defining elements, while sensitively incorporating new contemporary elements that honour the property's value as a ruin. This site will be enhanced for public use and will be a valuable amenity along the Ottawa River. For these reasons, staff have no objections to its approval subject to the submission and acceptance of an interpretation plan.

Recommendation 2: Direct staff to prepare an amendment to the designation by-law (280-87)

The property's designation by-law was adopted in 1987, and no longer accurately describes the property's cultural heritage value. Staff are seeking direction to amend the designation by-law to include a revised statement of cultural heritage value and list of attributes that reflect the property's current conditions. In general this would include:

- A revised architectural description that reflects the property's remaining architectural features.
- The addition of contextual heritage value, as it relates to the property's historical, physical, and visual connections to the Ottawa River.
- A revised property description, referencing the property's new municipal address.

As the purpose of this amendment is to clarify and correct the Statement of Cultural Heritage Value and Attributes, this amendment would be prepared according to the

process outlined in Section 30.1(2) 1 of the *Ontario Heritage Act*. The proposed by-law amendment will be listed on a future agenda of Ottawa City Council.

Recommendation 3: Delegate authority for minor design changes to the General Manager, Planning Real Estate and Economic Development Department.

Minor design changes may emerge during the working drawing phase of a project. This recommendation is included to allow Planning, Real Estate and Economic Development Department to approve these changes should they arise.

Recommendation 4: Issue the heritage permit with a three-year expiry date from the date of issuance.

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

Provincial Policy Statement

Staff have reviewed this proposal and have determined that is consistent with the Provincial Policy Statement, 2020.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Internal, external, and Indigenous stakeholder groups were established to comment on the concept options and assist in the selection of the preferred option. Application materials were posted on the City's Development Application website on September 14, 2023. An 'Engage Ottawa' project page was established in May 2023 to provide the public with information on the project. Digital and in-person public open houses were held in June 2023. Heritage Ottawa, and Councillor Leiper were also notified of this application and offered the opportunity to provide comments.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report and has provided the following comments: "I'm supportive of the proposal and appreciate the time staff to took to consult on this gem on the river".

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendation.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner.

The redevelopment of this asset has cost implications beyond the initial expenditure to upgrade this facility, as the completion of this project will result in increased expectations from the public regarding the functionality (level of service), operation, maintenance and renewal. When the City commits to redevelop assets and introduce additional services to be provided, consideration must also be given to the City's commitment to fund future operations, maintenance and renewal costs. It must also account for future depreciation when reviewing long term financial sustainability. When reviewing the long-term impacts of asset acquisition, it is useful to consider the cumulative value and lifecycle costing of the acquired assets being taken on by the City.

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with the recommendations of the report. Currently there is \$800,000 available in account 911063 Hintonburg Pumphouse Conservation & Public Space. Additional funds required will be requested through the annual budget process.

ACCESSIBILITY IMPACTS

The existing heritage resource is fenced in and can only be accessed via a steeply graded informal gravel pathway. The proposed design addresses existing accessibility issues by providing barrier-free access to the ruins. Accessible design features include the introduction of an accessible pathway to the site's front entrance, a concrete floor surface inside of the ruins, and a wrap around deck, providing accessible views of the Ottawa River. The city's Accessibility Office provided advice on the design as part of the internal stakeholder group.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Thriving Communities: Promote safety, culture, social and physical well-being for our residents.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on January 22, 2024.

SUPPORTING DOCUMENTATION

Document 1: Location Map

Document 2: Site Photos

Document 3: Designation By-law 280-87

Document 4: Final Technical Report

DISPOSITION

Office of the City Clerk, Council and Committee Services, to notify the property owner and the Ontario Heritage Trust, 10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION HERITAGE / PATRIMOINE	
D09-23-ONI5	23-0848-L	 5 rue Onigam St.	
I:\CO\2023\Heritage\Onigam_5			
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REVISION / RÉVISION - 2023 / 09 / 14		 <small>NOT TO SCALE</small>	

Document 2 – Site Photos



The Hintonburg Pumping Station as seen from Onigam Street in 1991 (Heritage Ottawa, 1991).



Existing conditions of the Hintonburg Pumping Station, as seen from Onigam Street (City of Ottawa, 2023).