

**Subject: Designation of former W.C. Edwards and Company building, 290 City Centre Avenue, under Part IV of the *Ontario Heritage Act***

**File Number: ACS2024-PRE-RHU-0002**

**Report to Built Heritage Committee on 16 January 2024**

**and Council 24 January 2024**

**Submitted on January 2, 2024 by Court Curry, Manager, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department**

**Contact Person: Anne Fitzpatrick, Planner III, Heritage Planning Branch**

**613-580-2424 ext.25651, Anne.Fitzpatrick@ottawa.ca**

**Ward: SOMERSET (14)**

**Objet: Désignation de l'ancien bâtiment de la W.C. Edwards and Company, situé au 290, avenue City Centre, en vertu de la partie IV de la Loi sur le patrimoine de l'Ontario**

**Dossier : ACS2024-PRE-RHU-0002**

**Rapport au Comité du patrimoine bâti**

**le 16 janvier 2024**

**et au Conseil le 24 janvier 2024**

**Soumis le 2 janvier 2024 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**

**Personne ressource : Anne Fitzpatrick, Urbaniste III, Planification du Patrimoine**

**613-580-2424 ext.25651, Anne.Fitzpatrick@ottawa.ca**

**Quartier: Somerset (14)**

## **REPORT RECOMMENDATIONS**

**That the Built Heritage Committee recommend that Council issue a Notice of Intention to Designate the former W.C. Edwards and Company building, 290 City Centre Avenue, under Part IV of the *Ontario Heritage Act*, according to the Statement of Cultural Heritage Value, attached as Document 5.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité du Patrimoine bâti recommande au Conseil d'émettre un avis d'intention de désigner l'ancien bâtiment de la W.C. Edwards and Company, situé au 290, avenue City Centre, en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*, conformément à la Déclaration de la valeur du patrimoine culturel jointe en tant que document 5.**

## **BACKGROUND**

This report has been prepared because designation under Part IV of the *Ontario Heritage Act* must be approved by City Council.

The former W.C. Edwards and Company building is located at 290 City Centre Avenue, on the west side of City Centre Avenue, east of the Trillium Line rail tracks. The building is situated at the southeast corner of the property. Its main entrance faces Somerset Street West, below the Somerset railway overpass.

The building was originally constructed in 1925 as the offices for the W.C. Edwards Company, a large, early eastern Ontario lumber establishment, and held this use until 1962. The building's designer is unknown; however, it exhibits elements of Ottawa's vernacular Spanish Colonial Revival style such as a decorative gabled dormer with a curvilinear parapet above its central entrance, and its steeply pitched hipped roof with exposed wooden rafter tails. The former W.C. Edwards and Company building is directly associated with W.C. Edwards and Company, and the industrialization of West Centretown, which grew with the establishment of the Ottawa, Arnprior, and Parry Sound Railway and the presence of the Canadian Pacific Railway.

The W.C. Edwards and Company administrative offices are important in supporting the historic character of the railway dependent industries and their associated residential neighbourhoods that flourished in West Centretown and Hintonburg in the early twentieth century. Further, the property is historically, physically and visually linked to the adjacent railway, which W.C. Edwards depended on to support its industrial activities. As one of the only remaining structures in West Centretown associated with the industrial rail era, the building is a landmark in the vicinity.

The property was listed on the City's Heritage Register in June 2019 as part of the Heritage Inventory Project. Changes to the *Ontario Heritage Act* through Bill 23 will result in the removal of the property from the City's Heritage Register if Council does not issue a Notice of Intention to Designate the property by December 31, 2024. Further, Council will not be able to re-list the property for five years after this date.

## **DISCUSSION**

### **Recommendation 1: Issue a Notice of Intention to Designate**

The Official Plan, the Provincial Policy Statement and the *Ontario Heritage Act* all provide policy direction related to the designation of individual properties under Part IV of the *Ontario Heritage Act*.

#### **Official Plan**

The Official Plan has policies related to cultural heritage in Section 4.5, Cultural Heritage and Archaeology. Section 4.5.1(3) states: "Individual buildings, structures, and sites shall be designated as properties of cultural heritage value under Part IV of the *Ontario Heritage Act*."

#### **Provincial Policy Statement (2020)**

Section 2.6.1 of the Provincial Policy Statement (2020) contains the following policy regarding the protection of cultural heritage resources: "Significant built heritage resources and significant cultural heritage landscapes shall be conserved."

#### **Ontario Heritage Act**

Part IV of the *Ontario Heritage Act* provides municipalities with the authority to designate properties of cultural heritage value. Section 29 of the *Ontario Heritage Act* sets out the process for the designation of individual buildings. It requires:

- that Council consult with its municipal heritage committee, and
- that the official Notice of Intention to Designate served on the owner and the Ontario Heritage Trust contain a description of the property and its heritage attributes, as well as a statement explaining the cultural heritage value or interest of the property and a statement that a notice of objection may be served on the clerk within 30 days after the date of publication of the notice of intention in a newspaper.

As per the Ontario Heritage Act Alternative Notice Policy, the Notice of Intention to Designate will be published on the City's website in both official languages. Document 5 contains the Statement of Cultural Heritage Value for this property.

### **Ontario Regulation 09/06**

Regulation 09/06 (see Document 3), establishes criteria to determine if a property is of cultural heritage value or interest. A property may be designated under Section 29 of the *Ontario Heritage Act* if it meets two or more of the nine criteria set out in the regulation.

Through research and evaluation, staff have determined that former W.C. Edwards and Company building, 290 City Centre Avenue, meets five of the nine criteria. Detailed research and analysis are outlined in the Cultural Heritage Evaluation Report (see Document 4). A brief analysis of each of the applicable criteria is provided below:

**The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.**

The former W.C. Edwards and Company building has design value as a representative example of a vernacular interpretation of the Spanish Colonial Revival style. Constructed in 1925, the architectural features of the building that are characteristic of the style include its wooden door with sidelites and semi-circular transom, its decorative gabled dormer with a curvilinear parapet above the central entrance, and its steeply pitched hipped roof with exposed wooden rafter tails. The Spanish Colonial Revival style was most common in Canada from the 1910s to the 1940s and was often used for institutional and commercial buildings. Other vernacular examples of the Spanish Colonial Revival Style in Ottawa include the Rideau Street Library, 377 Rideau Street (1933), Champagne Bath, 321 King Edward Avenue (1924), and the Ottawa South Community Centre, 260 Sunnyside Avenue (1921).

The former W.C. Edwards and Company building's architecture is reflective of the importance associated with the company at the time of its construction. Further, its former function as the administrative offices for an industrial company, illustrated through its interior fireproof safe.

**The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.**

The building has direct associations with W.C. Edwards and Company, one of the largest early lumber establishments in eastern Ontario. The company was established

in 1868 in Rockland, Ontario, and expanded into Ottawa in 1894 with the purchase of the sawmill at the Rideau Falls from the estate of James MacLaren. In 1912, the company established the Somerset Street sawmill on the land surrounding 290 City Centre Avenue. The W.C. Edwards and Company building was constructed as the company's administrative offices in 1925 and remained in use until the sawmill's closure in 1962. The company's namesake, William Cameron Edwards, was appointed to the Senate of Canada in 1903 by Sir Wilfrid Laurier and became one of the founding directors of the Canadian Forestry Association.

The building also has historical associations with the industrialization of the area surrounded the property, which grew with the establishment of the Ottawa, Arnprior, and Parry Sound Railway and the presence of the Canadian Pacific Railway which acted as catalysts for the growth of railway dependent industries such as sawmills, lumberyards, and railway yards in the area.

**The property has contextual value because it is important in defining, maintaining, or supporting the character of an area.**

The W.C. Edwards and Company building is important in supporting the area's historic character that flourished as railway dependent industries and their associated residential neighborhoods were established in the early twentieth century. The neighbourhoods in West Centretown, including LeBreton Flats, Little Italy, Chinatown, the Glebe Annex, and Chaudière and Victoria Islands, developed around LeBreton Flats as an industrial centre in the mid 1870s. Several sawmills, lumberyards, and railway yards defined the area and created working class neighbourhoods. The early development of Hintonburg, the neighbourhood adjacent to West Centretown, is also tied to the presence of these industries.

In the late twentieth century, these areas were deindustrialized and became spots for commercial, recreational, and residential developments. The W.C. Edwards and Company building's use subsequently changed from an industrial office to a retail commercial space, mirroring the area's evolution. Through its different iterations, the building has maintained its original form which compliments the neighbourhood's early twentieth century industrial character.

**The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.**

The property is physically and visually linked to the adjacent railway that is situated to the west, below Somerset Street. The railway is now known as the Trillium Line tracks, and was historically part of the Canadian Pacific Railway's network, which had a roundhouse north of the location of the W.C. Edwards Somerset Branch from 1883 until

it was demolished in 1968. The network was historically part of a larger system of rail that linked to segments of the Canada Atlantic Railway, which supported railway dependent industries such as sawmills, lumberyards, and railway yards in the area. As the administrative offices for W.C. Edwards and Company, which relied on rail to support its industrial functions, the building is also historically linked to the railway.

**The property has contextual value because it is a landmark.**

The W.C. Edwards and Company building at 290 City Centre is visible from the Somerset Street bridge, both by car and as a pedestrian. It is highly visible and its presence informally marks the transition from West Centretown to Hintonburg, both of which historically straddled the former railways. When the W.C. Edwards and Company building at 290 City Centre was constructed, it sat in the middle of west Ottawa's industrial hub. With the removal of much of the railway tracks from the area in the early 1960s, the area around 290 City Centre was deindustrialized and commercialized. As one of the only remaining structures in West Centretown associated with the industrial rail era, the building is a recognizable landmark in the vicinity.

**Conclusion**

The W.C. Edwards and Company building at 290 City Centre Avenue, meets five of nine criteria outlined in Ontario Regulation 09/06 for designation under Part IV of the *Ontario Heritage Act*. Staff recommend that Council issue a Notice of Intention to Designate the property under Part IV of the *Ontario Heritage Act*.

**Provincial Policy Statement**

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

**RURAL IMPLICATIONS**

There are no rural implications associated with this report.

**CONSULTATION**

The property owners were notified about this report and staff's intention to designate the property under Part IV of the *Ontario Heritage Act* by written correspondence on September 7, 2023. Staff also sent the written correspondence by email to the property management company responsible for the building, which contained a draft of the statement of cultural heritage value and identified heritage attributes.

The designation was originally scheduled to be brought to Built Heritage Committee in October, however, through their Legal Counsel, the property owner requested the

deferral of the designation, to which staff agreed. Given that there are several opportunities through the designation process for property owners to be involved, and considering the legislative changes that impose time limits on listed properties, staff have determined that the designation process should continue to proceed at this point. The owner and their Legal Counsel are aware that the designation will be considered at the January Built Heritage Committee.

### **COMMENTS BY THE WARD COUNCILLOR(S)**

Councillor Troster is aware of the recommendation associated with this report. Her comments state, "I'm glad to see staff recommend 290 City Centre Avenue for designation. This building is a unique and treasured part of West Centretown's history, and I commend staff for working so quickly in order to protect it."

### **LEGAL IMPLICATIONS**

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

A person who objects to the Notice of Intent to Designate may serve a notice of objection as outlined in the Ontario Heritage Act. Council must consider any objection and may decide to withdraw the Notice of Intent to designate, or maintain its position regarding the intent to designate. Such consideration must occur within 90 days following the end of the objection period. If Council intends to proceed with designation, it must pass a by-law designating the property within 120 days following the publication of the Notice of Intent to Designate. Any person who objects to the by-law has a right of appeal to the Tribunal.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **ASSET MANAGEMENT IMPLICATIONS**

There are asset management implications associated with this report.

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

### **ACCESSIBILITY IMPACTS**

There are no accessibility implications associated with this report.

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Photos

Document 3 Ontario Regulation 09/06

Document 4 Cultural Heritage Evaluation Report

Document 5 Statement of Cultural Heritage Value

## **DISPOSITION**

If Council does not approve the recommendation, no further steps are required. If Council proceeds with the issuance of a Notice of Intention to Designate for the property located at 290 City Centre Avenue, several actions must be taken:

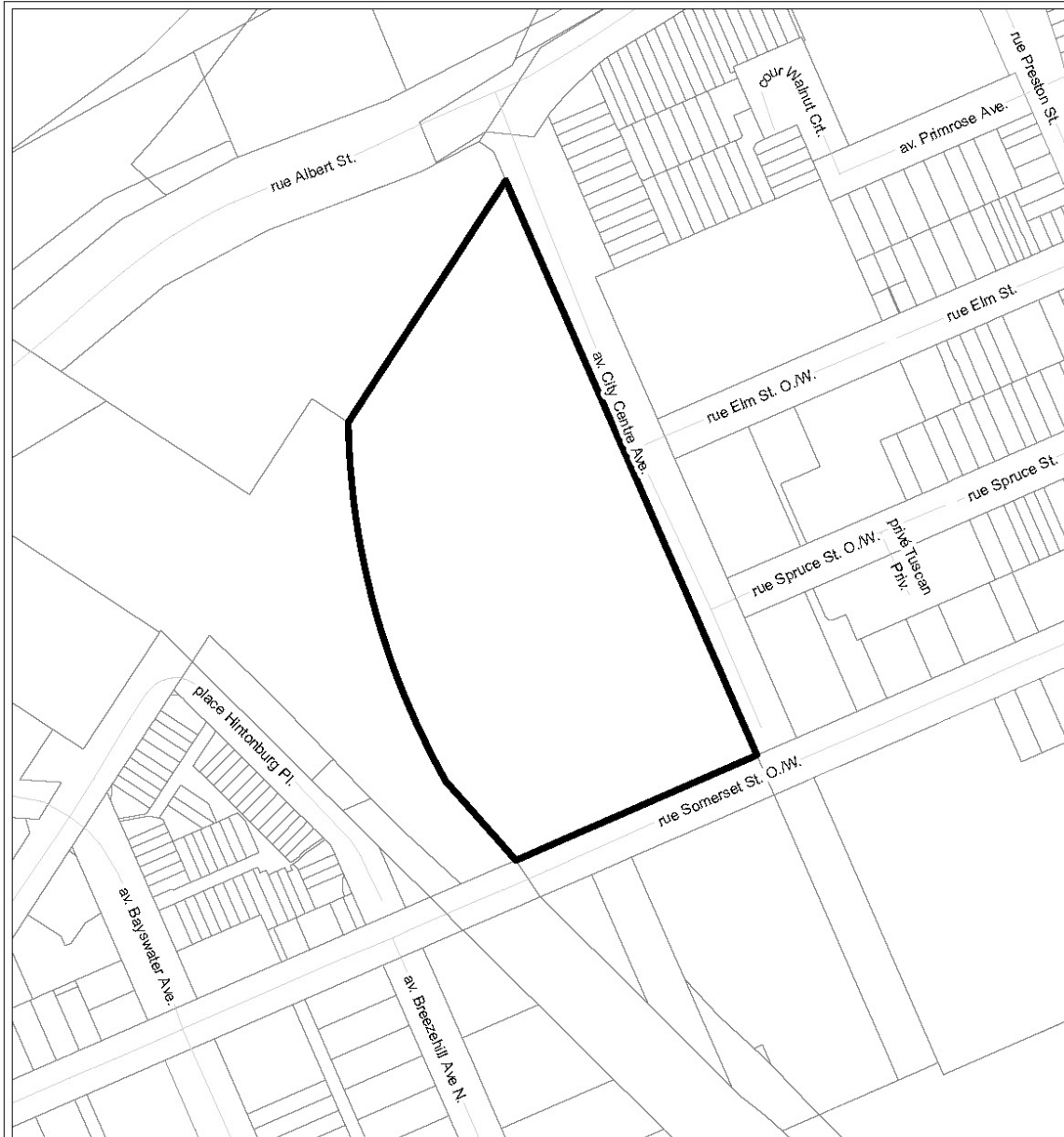
- 1) Heritage Planning Branch, Planning Real Estate and Economic Development Department, to prepare the Notice of Intention to Designate. Office of the City Clerk, Council and Committee Services to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision to issue a Notice of Intention to Designate 290 City Centre Avenue under Part IV of the Ontario Heritage Act.
- 2) Heritage Planning Branch, Planning Real Estate and Economic Development Department to ensure publication of the Notice of Intention to Designate in the newspaper according to the requirements of Section 29 the *Ontario Heritage Act*.
- 3) If the City Clerk receives a Notice of Objection under Section 29(5) of the *Ontario Heritage Act* within thirty days of the publication of the Notice of Intention to Designate, the Heritage Planning Branch, Planning, Real Estate and Economic Development Department is to prepare a report regarding the objection for consideration by Council within 90 days after conclusion of the objection period, according to Section 29(6) of the *Ontario Heritage Act*.
- 4) If the City Clerk does not receive any Notice of Objection under Section 29(5) of the *Ontario Heritage Act* within thirty days of the publication of the Notice of Intention to Designate, or if City Council decides not to withdraw the notice of intention to designate the property after an objection as been served, the Heritage Planning Branch, Planning, Real Estate and Economic Development Department, is to prepare the designation by-law, under the authority of the approval of this report and Legal Services to submit to City Council for enactment



within 120 days of the publication of the Notice of Intention to Designate as prescribed in Section 29(8) of the *Ontario Heritage Act*.

- 5) Office of the City Clerk, Council and Committee Services to cause a copy of the by-law together with a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property, to be served on the owner of the property and on the Trust according to the requirements of the *Ontario Heritage Act*. Heritage Planning Branch, Planning, Real Estate and Economic Development Department to ensure publication of the notice of the by-law in the newspaper according to the requirements Section 29(8)(4) of the *Ontario Heritage Act*.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION HERITAGE / PATRIMOINE	
D09-23-CIT290	23-0849-L		<b>290 av. City Centre Ave.</b>
I:\COI\2023\Heritage\CityCentre_290			
<small>                     ©Parcel data is owned by Terranet Enterprises Inc. and its suppliers                      All rights reserved. May not be produced without permission.                      THIS IS NOT A PLAN OF SURVEY                 </small>			
<small>                     ©Les données de parcelles appartiennent à Terranet Enterprises Inc. et                      à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans                      autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE                 </small>			
REVISION / RÉVISION - 2023 / 09 / 14			
			 <small>NOT TO SCALE</small>

## Document 2 – Photos



Top photo: Front elevation of 290 City Centre Avenue (City of Ottawa, 2017); bottom photos: Interior central hall plan and JJ Taylor vault (Gina Bielinski, 2023).