

Subject: Application for demolition at 7 Crescent Road, A property designated under part V of the *Ontario Heritage Act* as part of the Rockcliffe Park Heritage Conservation district

File Number: ACS2024-PDB-RHU-0046

Report to Built Heritage Committee on 10 September 2024

and Council 18 September 2024

Submitted on August 29, 2024 by Court Curry, Manager, Right of Way, Heritage, and Urban Design Services, Planning, Development and Building Services

Contact Person: Ashley Kotarba, Heritage Planner II, Heritage Planning Branch

613-580-2424 ext.23582, Ashley.Kotarba@ottawa.ca

Ward: Rideau-Rockcliffe (13)

Objet: Demande de démolition de la propriété du 7, chemin Crescent, désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario* dans le district de conservation du patrimoine (DCP) de Rockcliffe Park

Dossier: ACS2024-PDB-RHU-0046

Rapport au Comité du patrimoine bâti

le 10 septembre 2024

et au Conseil le 18 septembre 2024

Soumis le 29 août, 2024 par Court Curry, Gestionnaire, Services des emprises, du patrimoine, et du design urbain, Direction générale des services de la planification, de l'aménagement et du bâtiment

Personne ressource: Ashley Kotarba, Planificatrice de patrimoine II, Planification du patrimoine

613-580-2424 poste.23582, Ashley.Kotarba@ottawa.ca

Quartier: Rideau-Rockcliffe (13)

REPORT RECOMMENDATIONS

That the Built Heritage Committee recommend that Council:

1. Approve the application to demolish the house and garage at 7 Crescent Road, conditional upon:
 - a) The registered owner(s) of the properties entering into an agreement with the City, to be registered on title, that until the time of the construction of replacement buildings, the registered Owner shall:
 - i. Landscape the properties to the satisfaction of the General Manager Planning, Development and Building Services Department.
 - ii. Prohibit the use of the property for other interim uses.
 - iii. Maintain the property in accordance with the Property Standards By-law.
2. Exempt the subject property from the requirements of the *Demolition Control By-law, 2012 (2012-377)*.

RECOMMANDATIONS DU RAPPORT

Que le Comité du patrimoine bâti recommande au Conseil municipal :

1. D'approuver la demande de démolition de l'habitation et du garage du 7, chemin Crescent à la condition que :
 - a) Que le ou les propriétaires enregistrés des biens-fonds concluent une entente avec la Ville, qui sera enregistrée sur le titre de propriété, stipulant que le ou les propriétaires enregistrés doivent respecter les points suivants jusqu'à ce que les bâtiments de remplacement soient construits :
 - i. Assurer l'aménagement paysager des propriétés à la satisfaction de la directrice générale, Services de la planification, de l'aménagement et du bâtiment;
 - ii. Ne pas utiliser les propriétés à d'autres usages intérimaires.
 - iii. Entretenir les propriétés conformément au *Règlement sur les normes d'entretien des biens*.

2. D'exempter les propriétés en question des exigences du *Règlement sur le contrôle des démolitions* de 2012 (2012-377);

BACKGROUND

The house at 7 Crescent Road was constructed in 1970 and is located in the Rockcliffe Park Heritage Conservation District (HCD), designated under Part V of the *Ontario Heritage Act*. The subject property is located at the north end of the HCD, backing on to a pathway that leads to the Rockeries. See documents 1 and 2 for location map and site photos.

The property contains a house and detached garage, both constructed in a Modern style with irregular plan, hexagonal forms, and low roofs. The buildings are wood frame structures clad in diagonal red cedar siding. The house is built into the landscape, with limited views of the building from Crescent Road, however, opens up in the rear with expansive views over the Rockeries towards the Gatineau Hills. An addition was constructed in 1988 on the northwest side. The original owner and designer was William Teron, well-known local developer attributed with designing parts of Kanata, earning him awards and accolades including the Order of Canada.

The Rockcliffe Park HCD was designated in 1997 for its cultural heritage value as an early planned residential community first laid out by Thomas Keefer in 1864. The district is also important for its historical associations with Keefer and his father-in-law, Thomas MacKay, the founder of New Edinburgh and the original owner of Rideau Hall. The picturesque nature of the village also contributes significantly to its cultural heritage value. The Statement of Cultural Heritage Value notes that today, the Village of Rockcliffe Park is a distinctive community of private homes and related institutional properties within a park setting. Additionally, Rockcliffe Park features many diplomatic residences, the concentration of which expresses an important trend in Canada's history in international relations.

The Rockcliffe Park HCD Plan was approved by City Council in 2016 and came into effect in 2019. The overarching objective of the Rockcliffe Park HCD Plan is to provide direction in managing change and conserving the HCD in a manner that respects its values.

In February 2021, the property was added to the Heritage Watch List, which monitors designated heritage buildings that are vacant or at risk. The property has been vacant for several years; however, the building was maintained in a good state of repair. The only Property Standards Order for this property was related to long grass in 2021. In June 2024, the building suffered extensive damage from a fire. The cause of the fire remains unknown.

This report has been prepared because demolition in a heritage conservation district designated under Part V of the *Ontario Heritage Act* requires the approval of City Council.

DISCUSSION

The application is to demolish the buildings at 7 Crescent Road, including the principal house and detached garage.

On June 23, 2024, a fire broke out in the house, severely damaging the building. Ottawa Fire Services were able to contain the fire, preventing any damage to the detached garage, neighbouring houses, or landscape. The cause of the fire remains undetermined.

Rockcliffe Park HCD Plan

Any application for demolition within the Rockcliffe Park HCD is reviewed for consistency with the Plan's Statement of Objectives, the Statement of Cultural Heritage Value, and the identified heritage attributes. All proposed demolitions must meet the policies and guidelines established in the plan. The following section sets out the policies and guidelines specifically relevant to the subject proposal.

- Section 7.3.1 – Demolition and Relocation

The HCD plan categorizes all properties as Grade I or Grade II. Based on the Heritage Survey Forms for the property, the property is considered a Grade I (Document 3). As such, policies and guidelines in the HCD Plan specific to the demolition of Grade I buildings also applies.

Recommendation 1 – Demolition

According to guideline 7.3.1 of the Rockcliffe Park HCD Plan, the demolition of a Grade I building is only permitted in extraordinary circumstances, such as fire or natural disaster. Property owners must provide a rationale as to why retention is not possible and may be asked for a report prepared by a structural engineer with experience in heritage buildings to supplement their request.

Due to its condition, the property owner of 7 Crescent Road is requesting demolition of the Grade I house and garage. The property is very dangerous a result of the recent fire. As per the engineering report provided by Roar Engineering, dated July 26, 2024, the engineer requests demolition of the house and states:

We wish to demolish this structure as soon as possible, I believe it is dangerous to leave the building in its current state for all the risk reasons cited within this report.

- The structure as it currently stands is teetering in locations, large steel beams are teetering within with the potential to fall down stories below, roof systems are hanging suspended in place, no longer able to support intended live and or dead loading conditions.
- The superstructure materials have sustained smoke, and water damages, those materials will also be assumed to be covered within asbestos fibres, approximately 65 per cent of the superstructure was consumed during the course of the fire, partial wall structures remain standing at isolated locations.
- The current structure poses a significant risk of further spread of mold, asbestos fibres, and potential flying building debris due to the substantial and total fire loss that occurred.
- All of the floor systems are substantially compromised.
- Cedar façade treatments are smoke, and water damaged or damaged by fire itself, those remaining materials are beyond salvage due to the risk of contamination, bacteria, asbestos fibres, etc. covering those materials.
- All windows have either been melted/consumed or have warped, deflected and or have been damaged due to overheating and smoke effects. No windows can be saved.

For the full report, please see Document 4.

While the garage was not damaged in the fire, the positioning of the garage in front of the house, with a narrow front yard makes accessing the house impossible. A large tree also sits in the middle of this courtyard, situated between the two buildings. In order to protect the tree, the garage will be demolished in order to provide access for equipment to dismantle the house. See document 5 for demolition details and site plan.

As part of this application, no trees are expected to be removed, ensuring the heavily landscaped character of the lot prevails.

At this time, no new construction is being proposed, as demolition is required in a timely manner.

This proposal has been reviewed against the policies and guidelines for demolition in

the Rockcliffe Park HCD Plan. Heritage staff have determined that the proposal is compliant and consistent with the policies and guidelines of the HCD Plan for the following reason:

- The building's condition is severe enough that retention is not feasible as evidenced by the engineering report and photos in Documents 4 and 6.

Condition

Heritage staff recommend a condition of approval for this permit to ensure that the site is maintained in good condition following the demolition of the building.

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. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources. The Rockcliffe Park HCD Plan was based on the principles included in the Standards and Guidelines. As such, applications in the HCD are reviewed using the policies and guidelines in the HCD Plan which are more contextually specific than the Standards and Guidelines.

Provincial Policy Statement

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

Conclusion

Staff have reviewed the application for demolition at 7 Crescent Road in accordance with the objectives, policies and guidelines of the RPHCDP and the Standards and Guidelines and have no objections to its approval.

Recommendation 2 – Demolition Control

The department recommends excluding this property from the Demolition Control process given the short timeline for demolition of the building to safety concerns.

Any future application for new construction on the site would be subject to an application under the *Ontario Heritage Act*.

FINANCIAL IMPLICATIONS

Recommendation 1: There are no direct financial implications.

Recommendation 2: Exempting the property from the requirements of Demolition

control By-law has an associated revenue impact of \$5,339.42 (includes \$1,028.00 Legal Fee + HST) which is the fee associated with a demolition control application.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the recommendations contained within this report. The property is designated under Part V of the *Ontario Heritage Act*, and therefore Council may approve the application, refuse the application, or approve it subject to terms and conditions. If Council refuses the application, or approves it subject to conditions, the owner has a right of appeal to the Ontario Land Tribunal.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

CONSULTATION

Plans and other material related to the proposal were posted on the City's Development Application website on August 1, 2024.

Neighbours within 30 metres of the property were notified of this application and offered an opportunity to comment at the Built Heritage Committee meeting.

Heritage Ottawa and the Rockcliffe Park Resident's Association Heritage Committee (RPRA HC) were notified of this application and offered the opportunity to provide comments.

RPRA HC provided the following comments:

7 Crescent

Rockcliffe Park Residents Association Heritage Committee (RPRA HC)

Written statement to be included in the City Heritage staff report to

Built Heritage Committee Sept. 10, 2024

The RPRA HC laments the loss to our community of this Grade I home highly scored at 69/100 especially in the area of architecture.

William Teron was the original owner and architect of this unique home. Teron's design for the community of Kanata earned him a design award from the Canadian Housing

Design Council and his subsequent work earned an honorary fellowship with the Royal Architectural Institute of Canada, and honorary membership with Ontario Association Of Architects and Officer of the Order of Canada. In the 1970s, Teron became chairman of the CMHC, and later was the secretary of the Ministry of the State for Urban Affairs. Teron focused on creating legislative programs for non-profit and co-op housing, rural and indigenous housing. By the 1980s, Teron returned to the private sector to focus on designing building materials.

His home was a modern two storey wood frame structure, with an irregular plan formed by a series of hexagonal elements intersecting on various levels with cascading light wells, and low sloping roofs. The building was clad in diagonal cedar siding and has a Masonry foundation. The destruction of this very unique design is a great loss to our heritage.

This house has long been on the Heritage Watchlist due to the state of disrepair, including the mold mentioned in the engineering report. While the obvious reason for the demolition is the fire, the neglect and the continued vacancy are an important and contributing factor to this disaster. The resulting situation is basically due to demolition by neglect. It is the third such house in Rockcliffe Park this year, an unprecedented number. If it were not for the fire, this house would not be approved for demolition.

It is difficult to consent to the demolition given that we do not know what the replacement building will look like.

We understand that the building is structurally unsound and dangerous and therefore the need for demolition. We would however prefer to be commenting on an application for an alteration or addition which, according to the HCD Plan, would relate to the original structure by having minimal intervention and which would not result in the obstruction or removal of heritage attributes of the building" 7.4.1.(5) It would be complementary to the existing building, subordinate to and distinguishable from the original, and compatible in terms of *massing, scale, facade proportion, height, rooflines, setbacks and materials*" 7.4.1 (1) and 7.4.1 (3) The reference point of the original structure will now be obliterated.

The circumstances result in a convenient situation for the owner. The owner will have a clean slate to develop the property without the constraints that would

have applied if the original structure had served as the anchor for future development.

Since this is a grade I home it should serve as the benchmark. We would want the replacement structure to be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as the original. (By-law 2014289) (By-law 2015-281).

We also ask as per section 7.4.1.4 of the HCD Plan, that the building be recorded and the information be deposited at the City of Ottawa Archives.

Thank you.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on October 16, 2024.

SUPPORTING DOCUMENTATION

Document 1 Location Maps

Document 2 Site Photos, pre-fire

Document 3 Heritage Survey Form

Document 4 Engineering Report- Risk Assessment & Discussion of Potential Salvage

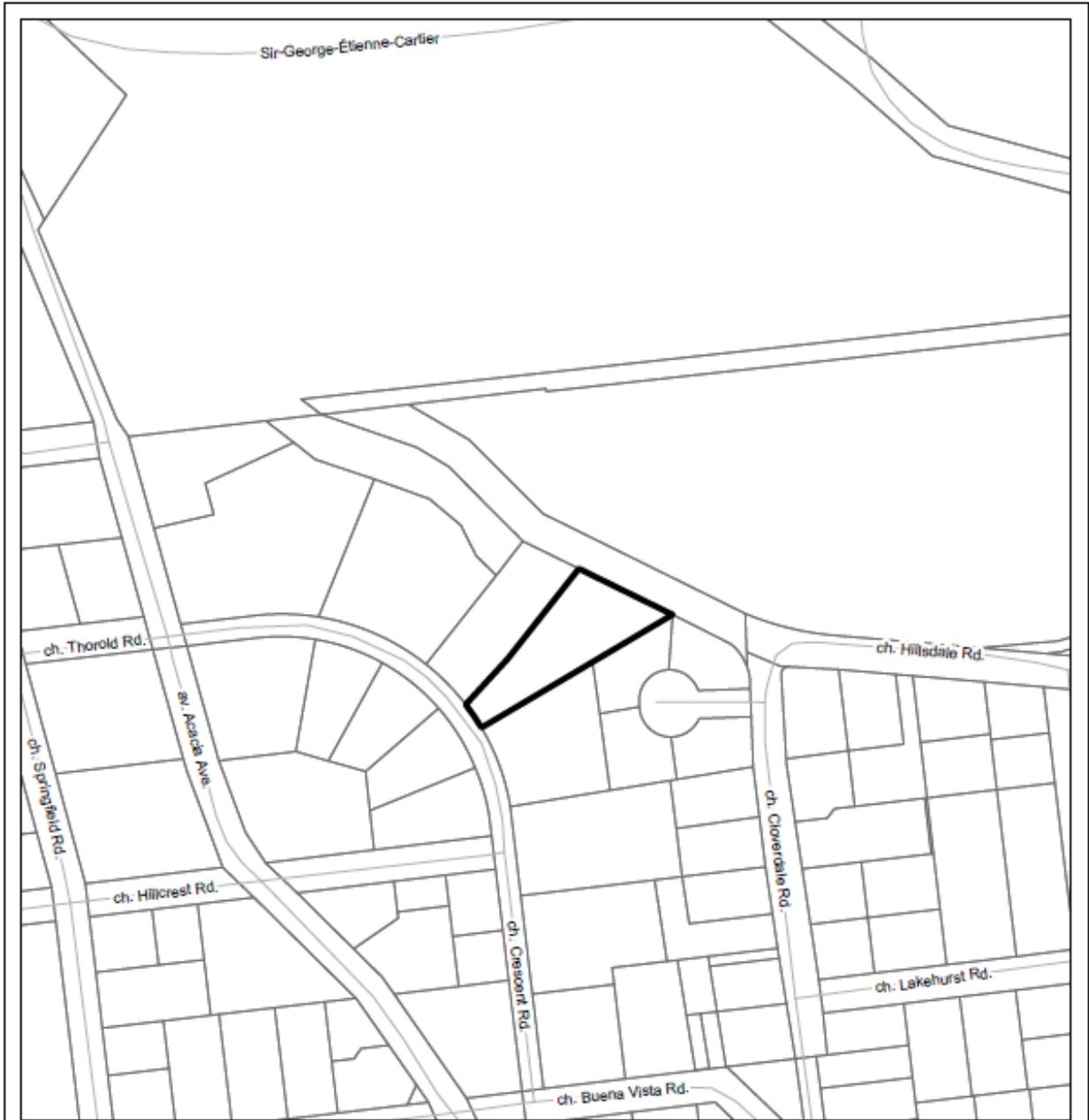
Document 5 Site Plan and Demolition Details


Document 6 Site Photos, post-fire

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 Maps



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| REVISION / REVISION - 2024 / 07 / 26 | |

LOCATION MAP / PLAN DE LOCALISATION
SITE PLAN / PLAN D'EMPLACEMENT

 7 ch. Crescent Road





Map showing location of house and garage at 7 Crescent Road

Document - 2 Site Photos, Pre- fire



7 Crescent Road from Crescent Road. Google Streetview, 2019



7 Crescent Road – Courtyard and front façade, January 2023



7 Crescent Road - Front façade, January 2023



7 Crescent Road - Front façade, January 2023



Pathway behind 7 Crescent Road, June 2023




Densely forested rear yard of 7 Crescent Road, June 2023

Document 3 - Heritage Survey Form



| HERITAGE SURVEY AND EVALUATION FORM | | | | |
|-------------------------------------|--|---------------------------|---------------|------|
| Municipal Address | 7 Crescent Road | Building or Property Name | 042220204 | |
| Legal Description | PLAN M22 E PT BLKS A18 AND;A25 CAR181 PART 2 | Lot | Block | Plan |
| | | | | |
| Date of Original Lot Development | | Date of current structure | 1970 | |
| Additions | | Original owner | William Teron | |



Main Building (Royal LePage, 2011)

| | |
|---|--|
| Garden / Landscape / Environment | Prepared by: Lashia Jones / Heather Perrault |
| | Month/Year: June 2011 |
| Heritage Conservation District name | Rockcliffe Park |
| Character of Existing Streetscape | |
| <p>The aptly named Crescent Road runs between Buena Vista Road and Acacia Avenue, intersected in the middle by Hillcrest. The road was constructed initially as a private entrance lane for the large estates constructed on the east side. There is a contrast to the size and style of the eastern estate houses to the more modest houses later constructed on the western side of the crescent. However, recent infill has replaced some of these with larger contemporary houses. The streetscape is dominantly characterized by the estates on the eastern side, many of which are the residences of foreign ambassadors. Nearly all these sprawling lots are fronted with hedges, fences and gates. A series of evenly spaced rocks lines the verges between hedges and the street on the northern portion of the crescent. The flags outside the residences are a notable feature.</p> <p>Lots on the western side of the crescent are generally more open to the street, with fewer hedges, fences and indicators of private space. Verges on the north eastern side are lined with (young?) maple trees, but overall the street contains a variety of tree species.</p> | |
| Character of Existing Property | |
| <p>7 Crescent Road is located along the curve of the street, resulting in a narrow front boundary line on the wedge shaped property. The property contains open lawn, and clusters of coniferous trees and shrubs, with groundcover beneath. Three of the mature trees are located up at the front of the lot, and others are planted long a solid wooden fence set back several metres from the street. A long, narrow interlocking brick driveway runs down the south side of the lot to the residence.</p> | |
| Contribution of Property to Heritage Environs | |
| <p>Crescent Road, particularly on its east side, features large homes in a variety of architectural styles, situated on expansive lots and landscaped to maximize privacy, while offering controlled views of the homes. This property is less similar to lots on the east side of the street, but still blends in well with its sheltering coniferous trees.</p> <p>Architecture / Built Space The house is a much more contemporary design than the other houses on Crescent road, and is less characteristic of the street's character. However, as it is mostly hidden from view, the house does not detract from the character of the street.</p> | |
| Landmark Status | |
| The house is not visible from Crescent Road. | |

| | |
|---|--|
| Summary / Comments on Environmental Significance | |
| <p>The property does not contain the same frontage defining elements as neighbouring lots on the east side of crescent, but the sheltering landscape features allow it to blend in and contribute to a consistent streetscape.</p> | |
| History | Prepared by: Lashia Jones / Heather Perrault |
| | Month/Year: June 2011 |
| Date of Current Building(s) | 1970 |
| Trends | |
| <p>Crescent Road was originally a private way, with gate posts and gates at each end, serving the crescent row of big houses on the brink of the high ground, looking out over the Ottawa River. This is now the most concentrated group of Embassy and High Commission residences in the Village.</p> <p>The influx of families and wealthy professionals and civil servants continued into the latter decades of the 20th century. Rockcliffe's scenic location and removal from the crowded city remained appealing to a number of people. In the latter half of the twentieth century, Rockcliffe slowly made the transition to a more modern community equipped with urban improvements. Intensification of the fashionable neighborhood continued, with many new residence replacing existing houses with new dwellings in contemporary designs. Rockcliffe undertook formal planning measures, passing the first Official Plan in 1972 in the face of serious development threats and passed bylaws and land-use policies focusing on the physical and social environment of the village.</p> | |
| Events | |
| <p>In 1970 William Teron bought 8 Crescent Road "Ballybeg and divided its extensive grounds approximately in half. Mr. Teron razed the old stable and garage and built the existing modern house on the crest of the hill looking East over the Ottawa River.</p> | |
| Persons / Institutions | |
| <p>Built by William Teron, an Ottawa developer and former President of Central Mortgage and Housing Corporation (CMHC). Mr. Teron is responsible for some of the more interesting subdivisions in the Ottawa area, including the original part of Kanata, built in the late 1950s.</p> | |
| Summary / Comments on Historical Significance | |
| <p>This significance of this property is its association with William Teron.</p> | |
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| Historical Sources |
| <p>City of Ottawa File Rockcliffe LACAC file Edmond, Martha. <i>Rockcliffe Park: A History of the Village</i>. Ottawa : The Friends of the Village of Rockcliffe Park Foundation, 2005. <i>Village of Rockcliffe Park Heritage Conservation District Study</i>, 1997. <i>Village of Rockcliffe Park LACAC Survey of Houses</i>, 1988 Carver, Humphrey. <i>The Cultural Landscape of Rockcliffe Park Village</i>. Village of Rockcliffe Park, 1985. Might's Directory of the City of Ottawa</p> |

| | |
|--|--|
| Architecture | Prepared by: Lashia Jones / Heather Perrault |
| | Month/Year: June 2011 |
| Architectural Design (plan, storeys, roof, windows, style, material, details, etc) | |
| Modern two storey wood frame structure, with an irregular plan formed of hexagonal elements, and low sloping roofs. The building is clad in diagonal red cedar siding and has a Masonry foundation. | |
| Architectural Style | |
| Contemporary design | |
| Designer / Builder / Architect / Landscape Architect | |
| <p>William Teron, original owner. Teron established his architectural firm in 1951 and in 1955 established a company to design and build real estate developments. Teron's design for the community of Kanata earned him a design award from the Canadian Housing Design Council and his subsequent work earned an honorary fellowship with the Royal Architectural Institute of Canada, and honorary membership with Ontario Association of Architects and Officer of the Order of Canada. In the 1970s, Teron became chairman of the CMHC, and later was the secretary of the Ministry of the State for Urban Affairs. Teron focused on creating legislative programs for non-profit and co-op housing, rural and aboriginal housing. By the 1980s, Teron returned to the private sector to focus on designing building materials.</p> | |
| Architectural Integrity | |
| No known alterations or additions. | |
| Outbuildings | |
| | |

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|--|
| Other |
| Summary / Comments on Architectural Significance |
| The house is an excellent contemporary design, and is successfully integrated into an older streetscape. |

| PHASE TWO EVALUATION | | | | | |
|--------------------------------------|---|---|---|---|--------|
| ENVIRONMENT CATEGORY | E | G | F | P | SCORE |
| 1. Character of Existing Streetscape | X | | | | 30/30 |
| 2. Character of Existing Property | | X | | | 20/30 |
| 3. Contribution to Heritage Environs | | | X | | 10/30 |
| 4. Landmark Status | | | | X | 0/10 |
| Environment total | | | | | 60/100 |
| HISTORY | E | G | F | P | SCORE |
| 1. Construction Date | | | X | | 11/35 |
| 2. Trends | | | X | | 11/35 |
| 3. Events/ Persons/Institutions | | X | | | 20/30 |
| History total | | | | | 42/100 |
| ARCHITECTURE CATEGORY | E | G | F | P | SCORE |
| 1. Design | X | | | | 50/50 |
| 2. Style | X | | | | 30/30 |
| 3. Designer/Builder | | X | | | 7/10 |
| 4. Architectural Integrity | X | | | | 10/10 |
| Architecture total | | | | | 97/100 |

| RANGES | EXCELLENT | GOOD | GOOD | FAIR | POOR |
|--------|-----------|-----------------|-----------------|-----------------|------------|
| | Pre-1908 | 1908 to 1925 | 1926 to 1948 | 1949 to 1972 | After 1972 |

| Category | Phase Two Score, Heritage District |
|-----------------------|------------------------------------|
| Environment | 60x 45% =27 |
| History | 42x 20% =8.4 |
| Architecture | 97 x 35% =33.95 |
| Phase Two Total Score | 69.35/100 =69 |

| PHASE TWO EVALUATION SUMMARY | | | | |
|------------------------------|-------|----|----|-------|
| Phase Two Score | Above | to | to | Below |
| Group | | | | |

Document 6 - Site Photos, Post fire



7 Crescent Road - Front façade, July 22, 2024



7 Crescent Road - Front façade, June 25, 2024



7 Crescent Road - Front façade, June 25, 2024



7 Crescent Road - Front façade, June 25, 2024



7 Crescent Road - Interior, June 25, 2024