

Subject: Application for new construction at 160 Clemow Avenue, a property designated under Part V of the *Ontario Heritage Act*

File Number: ACS2024-PDB-RHU-0057

Report to Built Heritage Committee on 8 October 2024

and Council 16 October 2024

Submitted on September 26, 2024 by Court Curry, Manager, Right of Way, Heritage, and Urban Design Services, Planning, Development and Building Services

Contact Person: Greg MacPherson, Planner II, Heritage Planning Branch

613-580-2424 ext. 73665

Ward: Capital (17)

Objet : Demande de construction au 160, avenue Clemow, un bien-fonds désigné en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario*

Dossier : ACS2024-PDB-RHU-0057

Rapport au Comité du patrimoine bâti

le 8 octobre 2024

et au Conseil le 16 octobre 2024

Soumis le 26 septembre 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: Greg MacPherson, Urbaniste II, Planification du patrimoine

613-580-2424 ext. 73665

Quartier : Capitale (17)

REPORT RECOMMENDATION(S)

That the Built Heritage Committee recommend that Council:

- 1. Approve the application for new construction at 160 Clemow Avenue according to plans by Stewart + Tsai Architects, dated July 22, 2024, conditional upon:**
 - a. The applicant providing a copy of the building permit plans to heritage staff at the time of the submission of the building permit application. The submission shall clearly identify any changes from the approved heritage permit and include a list and explanation of proposed changes.**
 - b. The applicant providing samples of the proposed exterior brick cladding and details of the proposed windows.**
 - c. The applicant providing heritage staff with updated municipal addressing for the severed and retained portions of the subject property.**
- 2. Delegate authority for minor design changes and updates to the address on the Heritage Permit that arise through condition 1(c) to the Program Manager, Heritage Planning Branch, Planning, Development and Building Services Department.**
- 3. Approve the issuance of the heritage permit with a two-year expiry date from the issuance unless otherwise extended by Council.**

RECOMMANDATION(S) DU RAPPORT

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

- 1. Approuver la demande de construction au 160, avenue Clemow, selon les plans préparés par Stewart + Tsai Architects et datés du 22 juillet 2024, sous réserve des conditions suivantes :**
 - a. Que le requérant fournisse au personnel chargé du patrimoine, au moment de présenter sa demande de permis de construire, un exemplaire des plans associés au permis de construire; cette demande doit indiquer clairement tout changement par rapport au permis patrimonial approuvé et comprendre une liste et une explication des modifications proposées.**

- b. **Que le requérant fournisse des échantillons du revêtement de brique proposé et les détails des fenêtres proposées.**
 - c. **Que le requérant fournisse au personnel chargé du patrimoine l'adressage municipal à jour des parties morcelée et conservée du bien-fonds visé.**
2. **Déléguer au gestionnaire de programme, Direction de la planification du patrimoine, Direction générale des services de la planification, de l'aménagement et du bâtiment, le pouvoir d'apporter de légères modifications et mises à jour à l'adresse figurant sur le permis patrimonial et résultant de la condition 1(c).**
 3. **Approuver la délivrance d'un permis patrimonial d'une durée de deux ans à compter de la date de délivrance, sauf prolongation accordée par le Conseil municipal.**

BACKGROUND

The property at 160 Clemow Avenue is designated under Part V of the *Ontario Heritage Act* (OHA) as part of the Clemow-Monkland Driveway and Linden Terrace Heritage Conservation District (HCD). The subject property is located on the south side of Clemow Avenue, near Bank Street. The property contains a two-storey red-brick house and is considered a contributing property within the HCD. See documents 1-3 for location map, site photos, and heritage survey form.

Clemow-Monkland Driveway and Linden Terrace HCD

The Clemow-Monkland Driveway and Linden Terrace HCD was designated for its cultural heritage value as an intact example of an early 20th century streetcar suburb. Developed together by Henrietta A. Clemow and William Powell, the area was marketed as "Clemora Park" and included the area designated as part of the Clemow Estate East HCD. To implement their development vision, Clemow and Powell established a restrictive covenant with special design guidelines. Nearly all the houses in the area reflect the objectives of the original covenant, expressed in their high-quality design, mix of architectural influences, many having been architect designed, as well as the unifying treatment of the public realm—in particular the deep setbacks of the houses, open front yards and regularly spaced shared driveways. The area is also significant as part of the Ottawa Improvement Commission's (predecessor to the National Capital Commission) parkway and driveway network in the capital. The full statement of cultural heritage value is attached as Document 4.

This report has been prepared following receipt of an application to construct a new

single-detached house on a portion of 160 Clemow Avenue. Under the OHA, applications for new construction in HCDs require the approval of City Council.

DISCUSSION

Project Description

The heritage permit application is for new construction at 160 Clemow Avenue. The applicant proposes to maintain the existing two-storey house at 160 Clemow and construct a new two storey dwelling on a portion of the existing residential lot. The proposed house is a contemporary interpretation of architectural styles found in the HCD and incorporates red brick cladding, a two-storey window bay on the front façade, and a front gable roof with dormers. No significant alterations to the existing house at 160 Clemow are proposed, however the existing garage addition will be demolished to facilitate the construction of the proposed house and shared driveway. The subject application is accompanied by a Heritage Statement and architectural package (including site plan, elevations, and renderings). These items are attached to this report as Documents 5 and 6.

To facilitate this proposal, applications to the Committee of Adjustment for minor variances and consent to sever are required, in addition to the Heritage Permit. The applicant has indicated their intent to proceed to the Committee of Adjustment after a heritage permit is issued for the proposal.

Clemow-Monkland Driveway and Linden Terrace HCD Plan

Any application for new construction within the Clemow-Monkland Driveway and Linden Terrace HCD Plan are reviewed for consistency with the Plan's Statement of Objectives, the Statement of Cultural Heritage Value, and the identified heritage attributes. All proposals for new construction must meet the policies and guidelines established in the plan. The following sections set out the policies and guidelines specifically relevant to the subject proposal:

- Section 8.0 – New Construction
- Section 9.0 – Landscaping, Streetscape, and Public Realm

Recommendation 1

This proposal has been reviewed against the policies and guidelines for new construction in the Clemow-Monkland Driveway and Linden Terrace 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 reasons:

- The proposed house contributes to and does not detract from the character of the HCD. The scale, form, height, entry level, and materials are compatible with adjacent contributing properties and the common heritage attributes of the broader HCD.
 - The front yard setback of the proposed house is consistent with that of adjacent contributing properties.
 - The design of the proposed house is contemporary; however it takes design cues from other contributing properties through its front façade window pattern, the front entrance height compatible with adjacent properties, the use of continuous red brick cladding on three facades, and the incorporation of a consistent datum line with the existing house at 160 Clemow,
- The proposed house and proposed residential lot support the significant streetscape and built form attributes of the HCD. The proposed house and residential lot maintain the regular and consistent siting of buildings in relation to the street and to adjacent buildings.
- The proposal enhances the landscaped character of the existing property. The proposal includes the removal of the existing oversized driveway and the construction of a smaller shared driveway between the existing and proposed houses. New planting beds and additional lawn space in the property's front yard will enhance the unimpeded, soft landscaped character of front yards in the HCD.

Conditions – Recommendation 1

Heritage staff recommend three conditions of approval for this permit. First, to expedite the building permit process and assist heritage staff in identifying changes that may arise after the heritage approval, heritage staff recommend a condition requiring the applicant to provide a digital copy of building permit plans directly to heritage staff at or before the time of submission of a building permit application. The submission must include a list of changes from the original approval and clearly identify them on the plans. Minor changes often emerge during the detailed design and building permit phase of a project and Council has delegated authority to approve minor changes to staff. It is incumbent on the applicant to ensure that the Heritage Planning Branch is made aware of any changes to the approved plans that arise through the detailed design phase of a project. This recommendation also ensures that the authority delegated to the Program Manager, Heritage Planning Branch for minor design changes is exercised and documented appropriately.

Second, the applicant must provide samples of the proposed brick cladding and details of the proposed windows prior to the issuance of a building permit as a condition of approval to ensure that the selected materials are consistent with the HCD Plan.

Third, to ensure accuracy in how and where the heritage permit applies to the subject property, heritage staff recommend a condition requiring the applicant provide updated municipal addressing for the severed and retained portions of the subject property when available. This recommendation ensures that the heritage permit can be updated to reflect changes in municipal addresses and avoid any conflict between the heritage permit and building permit.

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 Clemow-Monkland Driveway and Linden Terrace 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 new construction at 160 Clemow Avenue against the policies and guidelines of the Clemow-Monkland Driveway and Linden Terrace HCD Plan. Subject to the conditions outlined in this report staff have no objections to the approval of this application.

Recommendation 2 – Minor Design Changes

Delegate authority for minor design changes and addressing updates to the heritage permit as a result of severance to the Program Manager, Heritage Planning, Planning, Development and Building Services Department.

Minor design changes may emerge during the working drawing phase of a project. This recommendation is included to allow the Heritage Planning Branch to approve these changes should they arise.

Recommendation 3 – Permit Expiry

Issue the heritage permit with a two-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.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

LEGAL IMPLICATIONS

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

COMMENTS BY THE WARD COUNCILLOR(S)

The Ward Councillor is aware of the application and proposal for new construction.

CONSULTATION

Plans and other material related to the proposal were posted on the City's Development Application website on Monday, September 2, 2024.

Heritage Ottawa was notified of this application and offered the opportunity to provide comments/provided comments.

The Glebe Community Association participated in a pre-application consultation meeting with the applicant on May 8, 2024. The community association provided verbal comments at this meeting.

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

ACCESSIBILITY IMPACTS

The recommendations of this report have no accessibility implications.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

RURAL IMPLICATIONS

There are no rural implications.

TERM OF COUNCIL PRIORITIES

This report impacts the 2023-2026 Term of Council Priorities:

- A city that has affordable housing and is more liveable for all;

The recommendations of this report will help to facilitate residential infill within an urban Heritage Conservation District.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on October 29, 2024

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Site Photos

Document 3 Survey Form

Document 4 Statement of Cultural Heritage Value

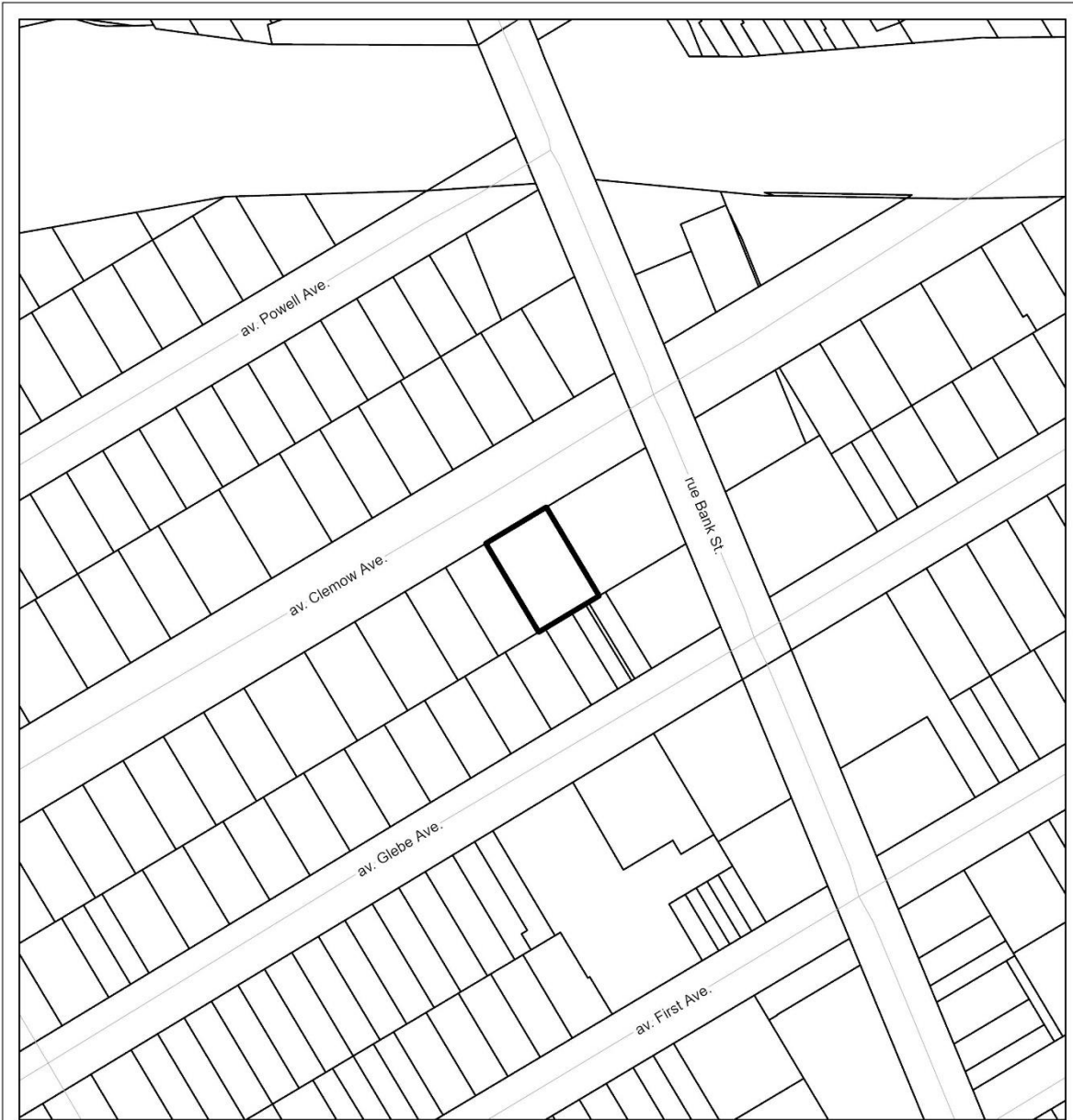
Document 5 Heritage Statement




Document 6 Architectural Package

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	
D09-01-CLEM160	24-0946-R		160 av. Clemow Ave.
I:\COI\2024\Heritage\Clemow_160			
<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. CEI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2024 / 08 / 26		 <small>NOT TO SCALE</small>	

Document 2 – Site Photo



Document 4 – Statement of Cultural Heritage Value, Clemow-Monkland Driveway and Linden Terrace Heritage Conservation District

Cultural Heritage Value

The cultural heritage value of the Clemow-Monkland Driveway and Linden Terrace HCD lies in its design value as an intact example of an early 20th century streetcar suburb, its historical association with key individuals and trends in Ottawa's history of suburban development, and its history and context as part of Ottawa's parkway and driveway network.

The Clemow-Monkland Driveway and Linden Terrace Heritage Conservation District has significant design value as an example of a highly intact, early 20th century streetcar suburb. The area retains the majority of its original early 20th century houses which exhibit high quality workmanship and express a mix of architectural influences typical of the time period.

The Clemow-Monkland Driveway and Linden Terrace Heritage Conservation District also has cultural heritage value for its association with a number of significant individuals and events in the history of Ottawa. Clemow Avenue was originally the estate of former Senator Francis Clemow and his brother-in-law William F. Powell. The development of the estate is credited to their heirs; William Powell, known for reforming the Ottawa Police system and as Chief of Police in the late 19th century, and Henrietta A. Clemow, the daughter of Francis Clemow. Henrietta is significant as an unusual example in Ottawa of a single woman who was involved in real estate speculation in the early 20th century. Henrietta Clemow and her cousin William Powell formed Clemora Realty to develop their estate according to their vision by establishing a restrictive covenant with design guidelines; their original subdivision was registered as "Clemora Park."

The area of the HCD east of O'Connor Street was originally part of the estate of George Patterson and subsequently Henry Carleton Monk. George Patterson, for whom Patterson Creek is named, was Chief of the Canal Commissariat in 1826 and may have been the Glebe's first settler. Henry Carleton Monk, for whom Monkland Avenue is named, was a prominent lawyer in Ottawa and alderman in old Ottawa's Central ward.

The District also reflects trends in early suburban development in the city; as the growth of this area of the Glebe was sparked in part by the construction of the streetcar line on Bank Street in 1891. The arrival of the streetcar meant that residents could work downtown while living in an area of impressive houses within a picturesque setting amongst a population within the same social class. The area was eventually bounded by streetcar lines on Bronson Avenue, Bank Street, and along the southern portion of

what was historically Elgin Street (now Queen Elizabeth Driveway), which supported and attracted real estate speculators and residential development.

The Clemow-Monkland Driveway and Linden Terrace Heritage Conservation District has historical and contextual value as a key part of one of the only residential extensions of the Ottawa Improvement Commission's (OIC) parkway and driveway network in the capital. Together with Patterson Creek and its surrounding park land, the development of the area is associated with prominent early Canadian landscape architect Frederick Todd. In 1903, Todd provided urban planning recommendations to the OIC that were based on the principles of the "City Beautiful" movement. The OIC implemented many of these recommendations as part of their plan to beautify the capital. In particular, Clemow Avenue was intended to be "one of the finest residential streets in Ottawa" and was to form part of the ceremonial route connecting the Central Experimental Farm to Parliament Hill and the Rideau Canal; Patterson Creek was intended to provide a sense of nature in the city.¹ Between 1903 and 1910, Clemow and Monkland Avenues and Linden Terrace were conveyed from their former estates to the OIC, which implemented restrictive covenants detailing design guidelines for improving and maintaining the public realm. Today, the area exhibits many elements of the OIC's covenants and beautification program, such the consistent spacing of driveways, canopy trees, the setbacks of houses from the street, and the distinctive aggregate light standards that continue to provide a sense of civic grandeur at a residential scale.

¹Todd, Frederick G. (1903). "Preliminary Report to the Ottawa Improvement Commission". pp. 25.