

**Subject: Island Park Drive Heritage Conservation District Feasibility  
Assessment**

**File Number: ACS2025-PDB-RHU-0032**

**Report to Built Heritage Committee on July 8, 2025  
and Council July 23, 2025**

**Submitted on June 26, 2025 by Court Curry, Manager, Right of Way, Heritage, and  
Urban Design Services, Planning, Development and Building Services**

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**Ward: Kitchissippi (15)**

**Objet : District de conservation du patrimoine pour la promenade Island  
Park – Évaluation de faisabilité**

**Dossier : ACS2025-PDB-RHU-0032**

**Rapport au Comité du patrimoine bâti**

**le 8 juillet 2025**

**et au Conseil le 23 juillet 2025**

**Soumis le 26 juin 2025 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**

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**Quartier : Kitchissippi (15)**

## REPORT RECOMMENDATIONS

That the Built Heritage Committee recommend that Council:

1. Receive for information the Island Park Drive Heritage Conservation District Feasibility Assessment, as directed by report [ACS2024--PDB--RHU--0046](#) and attached as Document 2.
2. Direct Heritage Planning staff to undertake a Heritage Conservation District Study and prepare a Heritage Conservation District Plan for Island Park Drive, in accordance with the requirements outlined by the *Ontario Heritage Act*.
3. Receive for information the revised Terms of Reference for Heritage Conservation District Feasibility Assessments, attached as Document 4.

## RECOMMANDATIONS DU RAPPORT

Que le Comité du patrimoine bâti recommande au Conseil municipal :

1. De prendre acte, à titre informatif, de l'évaluation de la faisabilité du district de conservation du patrimoine pour la promenade Island Park, ci-jointe en tant que document 2 et conformément au rapport [ACS2024--PDB--RHU--0046](#).
2. De demander au personnel de la Planification du patrimoine de mener une étude sur le district de conservation du patrimoine pour la promenade Island Park et de préparer un plan à cet égard, conformément aux exigences précisées dans la *Loi sur le patrimoine de l'Ontario*.
3. De prendre connaissance, pour information, de la mandature révisée des évaluations de la faisabilité des districts de conservation du patrimoine, reproduite dans le document 4 ci-joint.

## BACKGROUND

Report [ACS2024-PDB-RHU-0046](#) directed Heritage Planning staff to complete Heritage Conservation District (HCD) Feasibility Assessments for multiple areas of the city. HCD Feasibility Assessments form part of the City's strategy to implement and respond to the legislative changes to the *Ontario Heritage Act* (OHA) enacted through Bill 23, Bill 200, and other related provincial legislation. The intent of a Feasibility Assessment is to consider an area's potential for designation as an HCD, initiate a dialogue with

community members on designation, and scope resource requirements for a full HCD study.

This report presents the completed HCD Feasibility Assessment for Island Park Drive. Island Park Drive was identified as a Feasibility Assessment location following receipt of a formal request for HCD designation by the Island Park Community Association. Island Park Drive is a notable street in west Ottawa, constructed by the Ottawa Improvement Commission – an early precursor to the National Capital Commission – as a scenic boulevard and completed in 1923. The findings of the Feasibility Assessment and the recommendations of this report will contribute to long-term work planning and resource allocation for the Heritage Planning Branch.

## DISCUSSION

### Recommendations 1 and 2: HCD Feasibility Assessment

As directed by report [ACS2024-PDB-RHU-0046](#), Heritage Planning staff have completed a HCD Feasibility Assessment for Island Park Drive (Document 2). The Feasibility Assessment found that Island Park Drive has strong potential to meet the test for designation as an HCD under Part V of the *Ontario Heritage Act* (OHA). The test for designation of an HCD is prescribed by Ontario Regulation 9/06, which requires that at least 25 per cent of properties in an area meet two or more of the nine criteria for designation (Document 3). The Feasibility Assessment found that Island Park Drive had high potential to meet or exceed the 25 per cent threshold for designation criteria seven and eight, and medium potential to meet or exceed the threshold for designation criteria four and five. Based on this review of the designation criteria and consideration of the area's heritage character as identified through the Feasibility Assessment, it was determined that pursuing designation of Island Park Drive as an HCD is feasible and best supports the conservation of its heritage character.

The Feasibility Assessment concluded with the following recommendations:

- Undertake an HCD Study and Plan for Island Park Drive
- Carry forward existing zoning exceptions on Island Park Drive related to building setbacks into the City's new Zoning By-law.
- Consider the designation of five properties within the Feasibility Assessment area for individual designation under Part IV of the *Ontario Heritage Act*.

Staff recommend that the Built Heritage Committee recommend that Council direct Heritage Planning staff to undertake an HCD Study and prepare an HCD Plan for Island Park Drive in accordance with the findings to the Feasibility Assessment.

The Island Park Drive HCD Feasibility Assessment is the first of several Feasibility Assessments directed for completion by report [ACS2024-PDB-RHU-0046](#). As noted in that report, Heritage staff will provide Built Heritage Committee with an updated version of the prioritized city-wide list of future HCD Studies, Plans, and Feasibility Assessments after the completion of the remaining HCD Feasibility Assessments.

### **Recommendation 3 – Revised Terms of Reference**

This recommendation presents a revised version of the Terms of Reference for HCD Feasibility Assessments (Document 4). As the HCD Feasibility Assessment process is new there are lessons learned from the completion of this first assessment which will inform the remaining HCD Feasibility Assessments. These revisions have been made to clarify the scope of HCD Feasibility Assessments and reflect the writing and assessment process carried out during the completion of the Island Park Drive HCD Feasibility Assessment.

### **FINANCIAL IMPLICATIONS**

There are no direct financial implications. The works will be done from within existing resources.

### **LEGAL IMPLICATIONS**

There are no legal implications with respect to implementing the report recommendations.

### **COMMENTS BY THE WARD COUNCILLOR**

The Ward Councillor is aware of the recommendations of this report.

### **CONSULTATION**

Heritage Planning Staff presented an overview of the heritage designation process at a community meeting hosted by the Island Park Community Association in June 2024 and met with representatives of the Island Park Community Association in May 2025 to review the recommendations of this Feasibility Assessment. Heritage staff subsequently presented the recommendations of this Feasibility Assessment at the Island Park Community Association's Annual General Meeting on June 5, 2025.

### **ACCESSIBILITY IMPACTS**

There are no accessibility implications.



**ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with recommendations of this report.

**RISK MANAGEMENT IMPLICATIONS**

There are no risk implications.

**RURAL IMPLICATIONS**

There are no rural implications

**SUPPORTING DOCUMENTATION**

Document 1 Island Park Drive Feasibility Assessment Area Map

Document 2 Island Park Drive Feasibility Assessment

Document 3 Ontario Regulation 9/06

Document 4 HCD Feasibility Assessment Terms of Reference

**Disposition**

Heritage Planning staff in the Planning, Development and Building Services Department are responsible for implementing the recommendations included in this report.

## Document 1: Feasibility Assessment Area Map



ACS2024-PRE-RHU-0046

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I:\CO\2024\Heritage\HCD\_Study\5d IslandPark

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REVISION / RÉVISION - 2024 / 05 / 14

ISLAND PARK DRIVE HCD FEASIBILITY ASSESSMENT AREA /  
ZONE D'ÉVALUATION DE LA FAISABILITÉ DU DCP D'ISLAND PARK DRIVE

Island Park Drive HCD Feasibility Assessment Area /  
Zone d'évaluation de la faisabilité du DCP d'Island Park Drive



## Document 2 : Island Park Drive Feasibility Assessment



## Island Park Drive: Heritage Conservation District Feasibility Assessment

City of Ottawa Heritage Planning Staff

July 2025

## Contents

<u>1.0 INTRODUCTION</u> .....	1
<u>2.0 HISTORICAL OVERVIEW</u> .....	3
<u>4.0 CHARACTER OVERVIEW</u> .....	13
<u>5.0 POLICY AND REGULATORY CONTEXT</u> .....	30
<u>6.0 ASSESSMENT OF DESIGNATION POTENTIAL</u> .....	32
<u>7.0 DISCUSSION</u> .....	38
<u>8.0 RECOMMENDATIONS</u> .....	41
<u>9.0 CONCLUSION AND NEXT STEPS</u> .....	43

## 1.0 INTRODUCTION

This document is a Heritage Conservation District (HCD) Feasibility Assessment for Island Park Drive in the city of Ottawa. Feasibility Assessments are a new strategy for the City of Ottawa first directed by City Council through report [ACS2024-PDB-RHU-0046](#). The primary intent of a Feasibility Assessment is to determine if an area has sufficient potential to meet the test for HCD designation and support a comprehensive HCD study in the future.

Part V of the *Ontario Heritage Act* (OHA) gives municipalities the authority to designate areas as HCDs. The test and criteria for designating an HCD is established under *Ontario Regulation 9/06* (O.Reg. 9/06) and requires that at least 25 per cent of all properties in an area meet two or more of the nine *Criteria for Determining Cultural Heritage Value or Interest* (Appendix 1). The evaluation of an area against these criteria is typically undertaken in an HCD Study conducted under the authority of OHA Section 40. Feasibility Assessments act as a pre-cursor to these comprehensive HCD studies and assess whether an area merits the time and resources required of a study. The results of a Feasibility Assessment contribute to updating the City's HCD-related workplan and provide opportunities for early public engagement and outreach.

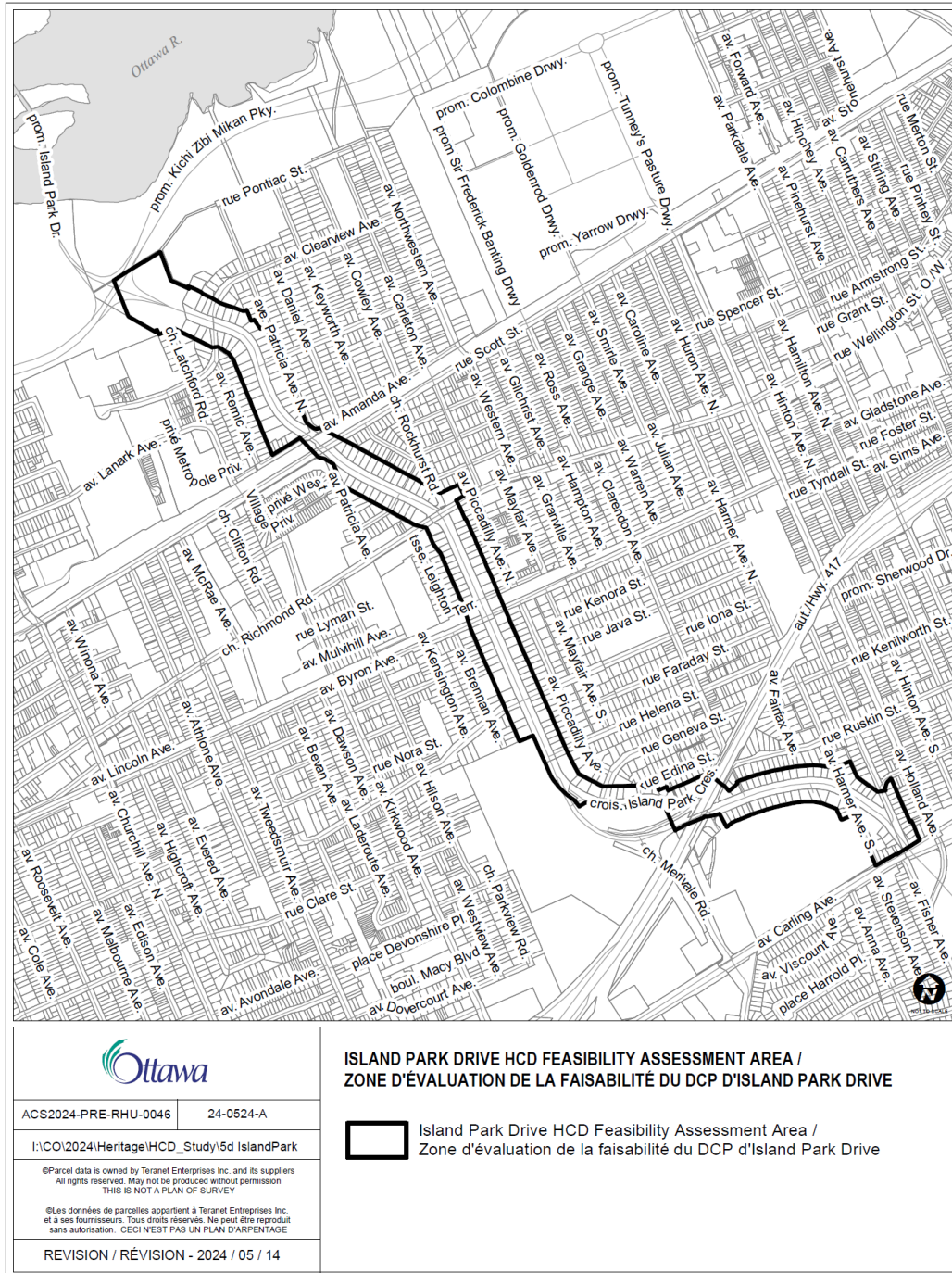
### Project Background

This HCD Feasibility Assessment follows the Council-endorsed direction of report [ACS2024-PDB-RHU-0046](#), which directed staff to complete Feasibility Assessments for five areas in the City of Ottawa, including Island Park Drive. Island Park Drive was recommended as an HCD Feasibility Assessment area in response to local interest in pursuing designation of the area as an HCD.

### Feasibility Assessment Area

The feasibility assessment area includes the extent of Island Park Drive from the Central Experimental Farm to the Kichi Zibi Mikan Parkway, including all parcels with frontage on Island Park Drive. The study area also includes Island Park Crescent and multiple parcels with frontage on Island Park Crescent (Map 1).





## Map 1: Feasibility Assessment Area

### Outreach and Engagement

In November 2023, the Heritage Planning Branch received a formal request for designation of Island Park Drive as an HCD submitted by the Island Park Community Association. Heritage Planning Staff presented an overview of the heritage designation

process at a community meeting hosted by the Island Park Community Association in June 2024 and met with representatives of the Island Park Community Association in May 2025 to review the recommendations of this Feasibility Assessment. Heritage staff subsequently presented the recommendations of this Feasibility Assessment at the Island Park Community Association's Annual General Meeting on June 5, 2025.

## 2.0 HISTORICAL OVERVIEW

### Early Development: 1899 to 1903

The history of Island Park Drive begins with the Ottawa Improvement Commission (OIC), a pre-cursor to the National Capital Commission established in 1899 under the government of Prime Minister Sir Wilfred Laurier.<sup>1</sup> The OIC was authorized to acquire lands in the capital region to establish scenic parks, driveways, and streets as part of a broader effort to beautify Ottawa and emphasize its status as a national capital.<sup>2</sup> In 1903, the OIC hired Frederick Todd, Canada's first established landscape architect, who produced a preliminary report and plan for a regional park system on the Ontario and Quebec sides of the Ottawa River.<sup>3</sup> Todd's proposal included a ring of large suburban parks connected by a series of scenic boulevards and driveways throughout the region.<sup>4</sup> One component of this proposal was the "Victoria Parkway," an extension of the Rideau Canal Driveway (now Queen Elizabeth Driveway) connecting the Experimental Farm to the proposed "Chaudière Park" located between Rémic Rapids and the Little Chaudière Rapids near the present day intersection of Island Park Drive and the Kichi Zibi Mikan Parkway.<sup>5</sup> Elements of the Todd report were implemented in piecemeal fashion by the OIC in the early twentieth century, and the report was influential in the development of later master plans for Ottawa, including Holt's 1915 *Report of the Federal plan commission on a general plan for the cities of Ottawa and Hull* and most notably Gréber's 1950 *Plan for the National Capital*.<sup>6</sup>

### Establishing the Driveway: 1903 to 1922

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<sup>1</sup> Ken Hillis, "A History of Commissions: Threads of An Ottawa Planning History," *Urban History Review*, volume 21, no. 1, (October 1992): 47, <https://www.erudit.org/en/journals/uhr/1992-v21-n1-uhr0883/1019246ar.pdf>.

<sup>2</sup> Hillis, "A History of Commissions: Threads of An Ottawa Planning History," 47.

<sup>3</sup> David L. A. Gordon, "Frederick G. Todd and the Origins of the Park System in Canada's Capital," Queen's University, *Journal of Planning History*, volume 1, no. 1, (February 2002): 33, <https://www.townandcrown.ca/wp-content/uploads/2022/04/Todd-JPH-Gordon.pdf>.

<sup>4</sup> Gordon, "Frederick G. Todd and the Origins of the Park System in Canada's Capital," 35-37.

<sup>5</sup> Frederick G. Todd, *Preliminary Report to The Ottawa Improvement Commission*, (Herald Press, 1903), 20.

<sup>6</sup> Gordon, 46-48

Todd's proposed parkway came to be referred to as the "West End Driveway" by the OIC. Development was slow and the OIC's first property acquisitions were the three islands north of Remic Rapids in 1906, which were renamed after commissioners Henry N. Bate, C. R. Cunningham, and Joseph Riopelle, collectively called the "Prince Arthur Islands."<sup>7</sup> Purchased as parkland, the islands were intended to serve as, "the terminus of the western driveway, to be built from St. Louis dam through the Experimental Farm, along the railroad and out to the islands."<sup>8</sup> By early 1907, the Minister of Agriculture provided consent for the proposed driveway through the Experimental Farm, and eight land owners<sup>9</sup> provided their right-of-way for free to the OIC between the islands and the Experimental Farm.<sup>10</sup> Surveying was completed in 1909 and 1910<sup>11</sup> and work was approved to commence the same year.<sup>12</sup> The West End Driveway project was temporarily abandoned in 1911 over concerns that the islands and its park would be submerged from rising water levels if the Georgian Bay Canal was built.<sup>13</sup> The OIC's 1913 summary of expenditures reported almost \$700 spent on construction of the West End Driveway,<sup>14</sup> however the prioritization of other OIC projects and driveways,<sup>15</sup> lack of further funding, local flooding, and the start of the First World War delayed construction.<sup>16</sup> By December 1920, the OIC submitted plans to the federal government for approval. with the last set of lands required for the right of way still being obtained.<sup>17</sup> Ottawa Board of Control approved the driveway extension in the spring of 1921 and although the exact route still wasn't released by the OIC, it was believed it would run from Dow's Lake westward parallel to Carling Avenue then diagonally northwest near

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<sup>7</sup> "Islands Have Been Named," *The Ottawa Journal*, July 6, 1907, accessed January 14, 2025, <https://www.newspapers.com/image/44311222/>.

<sup>8</sup> "Islands Have Been Named."

<sup>9</sup> These eight land owners were most likely the following, based on known ownership of lands crossed by Island Park Drive: The Ottawa Electric Railway, Canadian Pacific Rail, Grand Trunk Railway, the Ottawa Land Association, Robert Cowley, FR Latchford (co-owner of a small parcel with Cowley), Highland Park Limited, and the Township of Nepean.

<sup>10</sup> "Islands Handed Over," *The Ottawa Citizen*, January 22, 1907, accessed January 15, 2025, <https://www.newspapers.com/image/455712125/>.

<sup>11</sup> Canadiana Expenditures Reports

<sup>12</sup> "Premier Orders Completion of the Driveway Scheme," *The Ottawa Citizen*, June 7, 1910, accessed January 15, 2025, <https://www.newspapers.com/image/455691862/>.

<sup>13</sup> "Have Abandoned Driveway Plans," *The Ottawa Journal*, February 10, 1911, accessed April 22, 2025, <https://www.newspapers.com/image/43911099/>.

<sup>14</sup> Ottawa Improvement Commission, *Special Report of The Ottawa Improvement Commission from its inception in 1899 to March 31<sup>st</sup>, 1912*, (Ottawa Improvement Commission, 1913,) 28.

<sup>15</sup> "O.I.C. Plans Are Approved," *The Ottawa Journal*, April 4, 1911, accessed April 22, 2025, <https://www.newspapers.com/image/43914088/>. Note: the extension of the Rideau Canal Driveway from Dow's Lake to Hog's Back was also referred to as the West End Driveway.

<sup>16</sup> Dave Allston, "Robert H. Cowley's vision and the birth of Champlain Park," *Kitchissippi Times*, October 12, 2021, accessed January 16, 2025, <https://kitchissippi.com/robert-h-cowleys-vision-and-the-birth-of-champlain-park/>.

<sup>17</sup> "Ottawa Improvement Commission To Extend Drive to Riverside Park," *The Ottawa Citizen*, December 24, 1920, accessed January 16, 2025, <https://www.newspapers.com/image/456385528/>.



the Lady Grey Hospital (today the Royal Ottawa Hospital) east of Merivale Road to Bate Island.<sup>18</sup> Preliminary work on the driveway extension to the islands began in July 1921,<sup>19</sup> and the full length of the West End Driveway from Remic Rapids to the Experimental Farm opened on October 14, 1923.<sup>20</sup> By 1925, the OIC began referring to this driveway as Island Park Driveway.<sup>21</sup>

### **Residential Development: 1922 to Present**

While the OIC was responsible for planning and constructing Island Park Drive, residential lots on the newly established street were sold and developed privately. Three main landowners held interest in the properties abutting Island Park Drive: the Cowley Family, the Hampton Park Company (owned by the Brennan Family), and local land syndicate the Ottawa Land Association. From the 1920s to the 1940s, these groups subdivided their Island Park adjacent holdings to establish residential lots on Island Park and adjoining streets. Each group also entered into restrictive covenants with the OIC that established building restrictions for each lot. Generally, these covenants limited the use of each property to single-unit houses, established a mandatory 25-foot setback from Island Park Drive, and in some instances required design approval from the OIC for new house plans. The following sub-sections summarize the history of residential development on Island Park Drive and the role of each major landowner.

#### ***Ottawa Land Association***

The Ottawa Land Association (OLA) was established in 1892 as an investment syndicate focused on land speculation related to the western expansion of the Ottawa Electric Railway (OER).<sup>22</sup> Members included landowners and investors such as Thomas Ahearn and Warren Soper, founders of the Ottawa Electric Railway Company.<sup>23</sup> In 1922, the OLA subdivided a portion of its lands roughly bound by Carling Avenue, the

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<sup>18</sup> "Cabinet Ratifies Driveway Plans," *The Ottawa Journal*, April 1, 1921, accessed April 22, 2025, <https://www.newspapers.com/image/45724248/>.

<sup>19</sup> "Preliminary work starts on the West End Driveway," *The Ottawa Journal*, July 12, 1921, accessed January 15, 2025, <https://www.newspapers.com/image/43513704/>.

<sup>20</sup> "West End Driveway Open For Traffic," *The Ottawa Journal*, October 13, 1923, accessed January 15, 2025, <https://www.newspapers.com/image/46201570/>.

<sup>21</sup> Ottawa Improvement Commission, *The Capital of Canada Parks and Driveways*, (Ottawa Improvement Commission, 1925), "Principal Parks and Driveways."

<sup>22</sup> Bruce Elliot, *The City Beyond: A History of Nepean, Birthplace of Canada's Capital, 1792-1990*, (City of Nepean, 1991), 179.

<sup>23</sup> Elliot, *The City Beyond*, 176, 179.

Grand Trunk Railway (now Highway 417), Holland Avenue, and present day Merivale Road.<sup>24</sup>

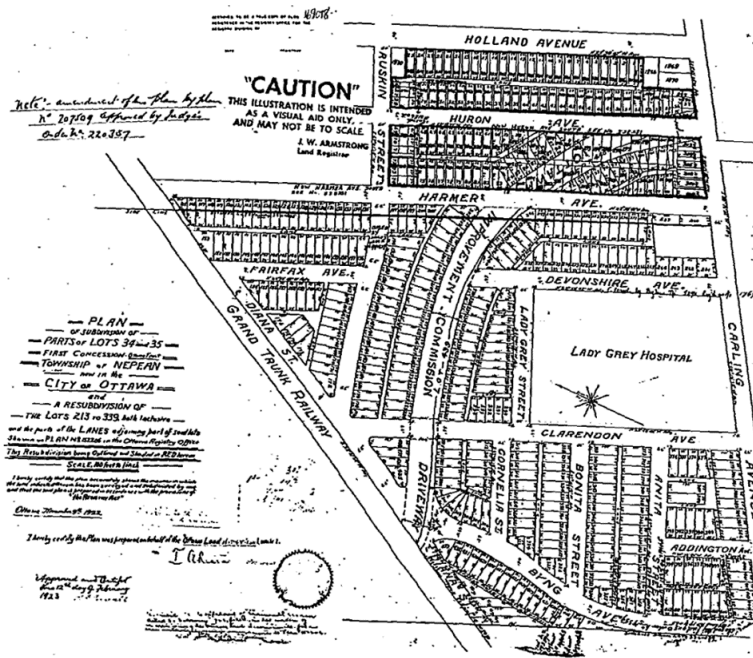


Figure 1: Excerpt from Plan 169018, LOT 1 TO 160

This subdivision established building lots on the new Western Driveway and coincided with the OLA entering into a restrictive covenant with the OIC against the Driveway adjacent parcels. This covenant (#170416) signed in 1923 applied for a period of 99 years, expiring in 2022, and its requirements are summarized as follows:

- Properties will be sold for residential purposes only.
- Only one detached residence shall be built per lot.
- Buildings shall be set back 25 feet from Island Park Drive.
- Buildings must cost at least \$4000 to construct.
- Properties must provide a 15-foot laneway at their rear.
- Gateways and driveways shall be limited to 10 feet in width. The covenant continues to apply following the sale of a property.

<sup>24</sup> OnLand, "Plan 169018, LOT 1 TO 160, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 671," <https://www.onland.ca/ui/4/books/81600/viewer/321034512?page=3>.

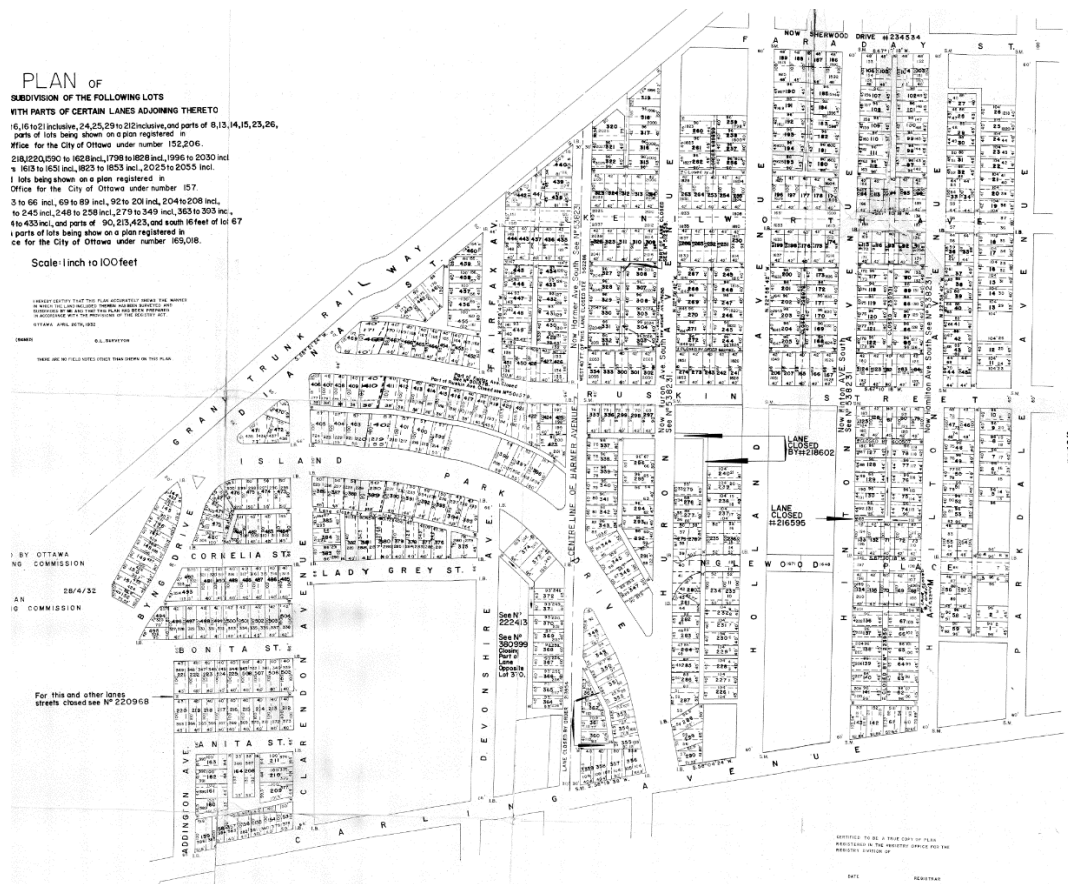


Figure 2: Excerpt from PLAN 207509; LOT 1 TO 35

By 1928, only 707 Island Park Drive, 725 Island Park Drive, and 734 Island Park Drive were developed. In 1932 the lands were re-subdivided to formally establish residential lots along the remaining length of Island Park Drive to Carling Avenue.<sup>25</sup> Most properties were then developed between 1933 and 1948.

<sup>25</sup> PLAN 207509; LOT 1 TO 35; Source: OnLand, "OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 679," <https://www.onland.ca/ui/4/books/81821/viewer/287480626?page=3>



707 Island Park Drive, 2024 (Google)



725 Island Park Drive, 2016 (Google)

### ***Cowley Family***

Daniel K Cowley owned farmland in Nepean Township's western limits west of Hintonburg village, north of Richmond Road to the Canadian Pacific Railway line (Scott Street).<sup>26</sup> The family lived at a stone manor north of Richmond Road near Mailes Avenue and most of the surrounding farmland was sold to the OLA in 1895.<sup>27</sup> Daniel's son, Robert H Cowley, created one of the first subdivisions in Ottawa West in 1893, a cottage community located between Scott Street, Western Avenue, Wellington Street, and Rockhurst Road.<sup>28</sup> In 1896, Robert purchased the land north of his holdings from the CPR tracks to the Ottawa River and also claimed the rights to Riopelle, Cunningham, and Bate islands.<sup>29</sup> Cowley subdivided this land in 1903 creating Riverside Park (currently Champlain Park) between Carleton Avenue, Sunnymede Avenue, Patricia Avenue, and the Ottawa River.<sup>30</sup>

<sup>26</sup> H. Belden & Co, *Illustrated historical atlas of the county of Carleton*, (H. Belden, 1879), 14.

<sup>27</sup> Allston, "Robert H. Cowley's vision and the birth of Champlain Park," Elliot, *The City Beyond*, 191.

<sup>28</sup> OnLand, "PLAN 145, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 128,"

<sup>29</sup> OnLand, "CONCESSION A; OTTAWA FRONT, OTTAWA-CARLETON (04), NEPEAN, Book 18," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/80312/viewer/598913297?page=113>; <https://www.onland.ca/ui/4/books/80312/viewer/598913297?page=102>.

<sup>30</sup> OnLand, "PLAN 219; CARLETON; COWLEY, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 152," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/80688/viewer/563319058?page=3>.

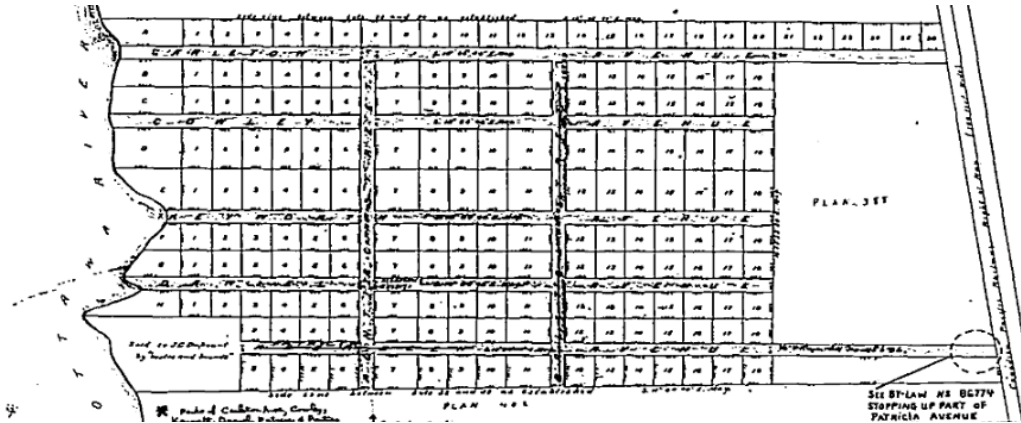


Figure 3: Excerpt from Plan 219; CARLETON; COWLEY, OTTAWA-CARLETON (04)

It is believed Cowley's land acquisitions were strategic as he offered the OIC rights to his claim of the islands and encouraged them to build the driveway through his land.<sup>31</sup> Cowley further released subdivisions a street west of Carleton Avenue in 1912 (plan 331), in 1916 between Sunnymede Avenue and Scott Street (plan 388), and between Scott Street, Rockhurst Road, Richmond Road, and Patricia Avenue (plan 400) in 1922. However, the Riverside Park cottage community was very slow to develop, and it remained a few cottages along the Ottawa River and what would become Island Park Drive into the 1920s and 1930s.<sup>32</sup> Residential development began with the opening of the Island Park Drive. After the Second World War, between Keyworth Avenue and Northwestern Avenue were developed for veteran housing.<sup>33</sup>

Cowley and his wife Katherine entered into an agreement with the OIC to two restrictive covenants in 1922 (#35685 and #35688) against the Driveway adjacent parcels applied for 99 years (2021). Its requirements are summarized as follows:

- Properties will be sold for residential purposes only.
- Only one detached residence shall be built per lot.
- Buildings shall be set back 25 feet from Island Park Drive.
- Building plans shall be submitted to and approved by the OIC and new buildings reasonably conform to buildings erected along other portions of the Driveway

<sup>31</sup> Allston, "Robert H. Cowley's vision and the birth of Champlain Park."

<sup>32</sup> Daniel Buckles and Debra Huron, "Champlain Park Community History," Champlain Park Community Association, October 2013, <https://champlainpark.org/wp-content/uploads/2013/10/community-history-oct-2013.pdf>.

<sup>33</sup> Buckles and Huron, "Champlain Park Community History."



- Properties must provide a 15-foot laneway at their rear.
- Gateways shall be limited to eight or 10 feet in width.
- The covenant continues to apply following the sale of a property.

### ***Hampton Park Company/Brennan Family***

John Charles Brennan was involved in real estate in the late nineteenth century and his largest project was the residential neighbourhood of Hampton Park. J. C. Brennan with Andrew Holland and William Scott bought most of the Cowley farm in 1895 and waited to subdivide until there was need while Westboro and Hintonburg were growing with the arrival of the streetcars.<sup>34</sup> J. C. Brennan bought his partners' shares and incorporated a company with his brother, Herbert, Hampton Park Limited.<sup>35</sup> The Brennan's created four Hampton Park subdivisions:

- 1910 (plan 287): between Island Park Drive, Wellington Street West, Granville Avenue, and Byron Avenue<sup>36</sup>
- 1921 (plan 397): between Island Park Drive, Iona Street, Kensington Avenue, and Byron Avenue<sup>37</sup>
- 1925 (plan 408): between Island Park Drive, Byron Avenue, east of Mayfair Avenue, south of Geneva Avenue, and west side of Iona Avenue east of Kensington Avenue<sup>38</sup>
- 1945 (plan 449): between Island Park Drive, Byron Avenue, Leighton Terrace, and Richmond Road<sup>39</sup>

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<sup>34</sup> Dave Allston, "Hampton Park: a great example of real estate success (and a nice place to boot)," *Kitchissippi Times*, August 20, 2015, accessed April 24, 2025, <https://kitchissippi.com/hampton-park-a-great-example-of-real-estate-success-and-a-nice-place-to-boot/>.

<sup>35</sup> Elliot, *The City Beyond*, 197.

<sup>36</sup> OnLand, "PLAN 287, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 190," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/80726/viewer/596808466?page=3>.

<sup>37</sup> OnLand, "PLAN 397, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 315," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/81055/viewer/598774578?page=3>.

<sup>38</sup> OnLand, "PLAN 408; LOT 1 TO 83, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 321," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/81050/viewer/596807952?page=3>.

<sup>39</sup> OnLand, "PLAN 449, OTTAWA-CARLETON (04), OTTAWA-CARLETON, Book 342," accessed January 16, 2025, <https://www.onland.ca/ui/4/books/82530/viewer/565228306?page=3>.

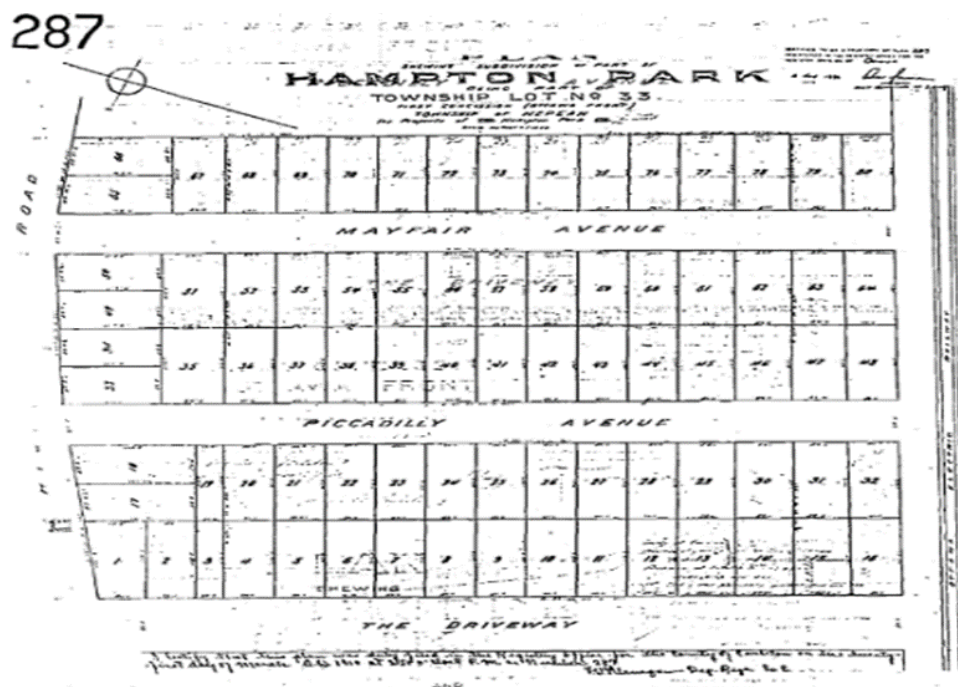


Figure 4: Excerpt from PLAN 287

Development patterns were similar to other parts of Island Park Driveway, and there was limited construction before the First World War, with most occurring during the 1920s and '30s.<sup>40</sup> Hampton Park Limited advertised their subdivision as a 'high class residential' neighbourhood<sup>41</sup> aiming to attract wealthy businessmen, executives, and senior bureaucrats.<sup>42</sup> This was achieved by Hampton Park Limited entering into a restrictive covenant with the OIC in 1921 (#35689) against the Driveway adjacent parcels applied for 99 years (2020). Its requirements are summarized as follows:

- Properties will be sold for residential purposes only.
- Only one detached residence shall be built per lot.
- Buildings must cost at least \$4000 to construct.
- Buildings shall be set back 25 feet from Island Park Drive.
- Building plans shall be submitted to and approved by the OIC.
- Properties must provide a 15-foot laneway at their rear.

<sup>40</sup> Elliot, *The City Beyond*, 210.

<sup>41</sup> "Hampton Park," *The Ottawa Journal*, October 20, 1911, accessed January 16, 2025, <https://www.newspapers.com/image/43243552/>.

<sup>42</sup> Elliot, *The City Beyond*, 224.

- Gateways shall be limited to 10 feet in width.
- The covenant continues to apply following the sale of a property.

The Federal District Commission purchased Hampton Park Limited's land south of Iona Avenue and west of Island Park Drive land in 1927 and created Hampton Park, a public park named after the company.<sup>43</sup>

In 1927, the OIC was reorganized as the Federal District Commission which was the precursor for the National Capital Commission (1959), who continue the maintenance of Island Park Drive today.

### **Historical Themes and Associations**

The following themes and historical associations are not considered to be exhaustive and were identified through staff's preliminary research and a review of the Island Park Community Association's HCD designation request submission.

#### *Ottawa's Driveway and Parkway System*

One of the OIC's priorities was the creation of scenic driveways and parkways running along waterways and connecting principal parks and public buildings. The creation of the Rideau Canal Driveway (Queen Elizabeth Driveway today) was their first and most important project opening in 1905. In 1903, Todd's preliminary report to the OIC suggested an extension of the Driveway at the Experimental Farm to Remic Rapids, connecting Ottawa West into the parkway network. The OIC by the 1920s built the West End Driveway which was renamed Island Park Drive, and became part of Ottawa's network of scenic driveways.

Island Park Drive is an example of an early twentieth century scenic driveway established by the Ottawa Improvement Commission and expanded and maintained by its successor organizations – the Federal District Commission (1927-1958) and the National Capital Commission (1959 – present). Scenic driveways feature prominently in the history of Ottawa, with a regional network of driveways first envisioned in the late nineteenth century under the government of Sir Wilfred Laurier as a strategy to beautify the national capital

#### *National Capital/International Relations*

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<sup>43</sup> Elliot, *The City Beyond*, 224.



By the 1930s, Island Park Driveway was known as a scenic residential driveway, which attracted well-to-do executives and senior bureaucrats. Many embassies established on and near Island Park Drive, and some still operate as embassies or diplomatic properties today. Island Park Drive was incorporated into the 1939 ceremonial route that King George VI and Queen Elizabeth took during the Royal Tour, contributing to its importance in the National Capital Region.

### *Jewish Community in West Ottawa*

The Island Park neighbourhood was home to many members of the Jewish community who contributed locally. Many Jewish homeowners around Island Park Drive were prominent business owners in Ottawa and were known for their philanthropy. The creation of Rideau View Golf Club, originally a club established by and for Ottawa's Jewish community, also came to fruition at a meeting in 1955 at 674 Island Park Drive.<sup>44</sup>

## **4.0 CHARACTER OVERVIEW**

The following section provides a high-level overview of the Feasibility Assessment area's character, including a summary of its built form and landscape character. This section concludes with a preliminary list of heritage attributes developed through the character overview.

### **Built Form**

#### **Dates of Construction**

The majority of buildings on Island Park Drive were constructed between 1928 and 1948. Of the 200 properties in the Feasibility Assessment area, 10 (5 per cent) were constructed prior to 1928 and 46 (23 per cent) were constructed after 1948.

#### **Land Use**

The Feasibility Assessment area is a predominantly residential street and most buildings on Island Park Drive are single-detached houses. There are six examples of single-detached houses converted for use as embassies, consulates, or ambassadorial residences such as the Embassy of Portugal at 645 Island Park Drive.

The most significant cluster of non-residential land uses is located at the intersection of Island Park Drive and Richmond Road/Wellington Street West. The property located at the northwest corner (77 Richmond Road) is used as an automobile garage and the

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<sup>44</sup> "Our History," Rideau View Golf Club, accessed February 21, 2025, <https://rideauview.com/history/>.

property at the southeast corner (369 Island Park Drive) is used as a gas station. The property at the southwest corner (70 Richmond Road) contains a former gas station designated under Part IV of the *Ontario Heritage Act* and is subject to an approval for the construction of a nine-storey mixed use building that integrates the former gas station.

## **Building Typologies**

Most buildings in the Feasibility Assessment area are 1-2.5 storey single detached houses. Non-residential building typologies are limited to the gas and vehicle service stations located at the intersection of Island Park Drive and Richmond Road/Wellington Street West.

## **Cladding Material**

Traditional cladding materials are common in the Feasibility Assessment area, including brick, stone, stone veneer, stucco, and stucco with half timbering. Other cladding materials include wood and vinyl siding, concrete panels, and glazing panels. Asphalt shingles are the predominant roofing material.

## **Architectural Styles**

The Feasibility Assessment area includes a variety of early to mid-twentieth-century architectural styles, intermixed with a limited number of contemporary buildings. Some properties on Island Park Drive feature representative examples of particular architectural styles; however, most buildings are vernacular in nature. The area also features the work of notable local architects and builders including Noffke, Younghusband, and Lithwick. The street's most prevalent architectural styles and related vernacular examples are described below.

### *Tudor Revival*

Tudor Revival was a popular style in early twentieth century Ontario, particularly for detached houses. Inspired by the rural vernacular architecture of Tudor England, its most recognizable feature is mock half timbering typically found on upper storeys and within gables.<sup>45</sup> Other features include bay windows and projecting upper storeys, steeply pitched and irregular rooflines, asymmetrical massing, leaded glass windows, and decorative features such as drip moulds, and bargeboards.<sup>46</sup>

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<sup>45</sup> Ricketts et al, 153

<sup>46</sup> Ricketts et al, 153, 154

Island Park Drive features several representative examples of the Tudor Revival style, in addition to many vernacular buildings that incorporate select elements of the style. Vernacular houses with Tudor attributes commonly feature mock half timbering above the ground floor and in some instances also include façade projections such as bay windows or a cat slide roof.

### *Georgian Revival*

Georgian Revival, often also referred to as Colonial Revival, became a popular style in Canada in the mid-to-late 1920s, inspired in part by the restoration of colonial Williamsburg, Virginia completed in 1926.<sup>47</sup> Typically clad in red brick or stone, Georgian Revival houses in Ontario often feature symmetrical three and four bay front facades, central entrances with decorative surrounds, and hipped or side gable roofs. Georgian Revival style significantly influenced suburban architecture throughout the twentieth century and vernacular designs inspired by Georgian Revival are common throughout Canada including on Island Park Drive. Typically, these houses are stripped back in terms of decoration but maintain the symmetrical facades and rectangular plans common to the style.<sup>48</sup>

### *Arts and Crafts*

The Arts and Crafts movement emerged in Late Victorian Britain as a reaction to industrialization and the mass-production of goods, arguing on a moral and aesthetic basis for a renewed emphasis on craftsmanship and the work of skilled artisans across industries.<sup>49</sup> More an ideology than a specific style, houses of the Arts and Crafts movement were popular in Canada through the 1920s and 1930s. Typically more informal in character than high style designs, Arts and Crafts houses sought to evoke the picturesque and comfortable qualities of English rural cottages – often through the use of projecting volumes, steeply pitched roofs, and low overhanging eaves – while establishing a vernacular-like sense of belonging in their local setting.<sup>50</sup> Many houses across the length of Island Park feature attributes characteristic of the Arts and Crafts movement; however most are vernacular in nature and often combine features characteristic of the area's other popular styles, particularly Tudor Revival.

### *Modern*

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<sup>47</sup> Kalman, 740, 746

<sup>48</sup> Ricketts, 152

<sup>49</sup> Kalman, 619 and Ricketts, 139-141

<sup>50</sup> Ricketts, 139-141

Modernist architecture began to appear in Canada in the 1930s, becoming ubiquitous in the 1950s following the second World War. As a movement, modernism rejected architecture's traditional reverence for the past and sought to elevate the significance of function and utility within architectural design. Common elements of modernist architecture included the incorporation of simplified rectilinear and other geometric forms, minimal or unadorned exterior walls, and the use of new or innovative materials and structural elements. Modernism was influential in residential architecture, resulting in houses both distinctly designed as part of the modernist movement and vernacular designs combining modern sensibilities with streamlined attributes of locally popular styles. Examples of both are prevalent along Island Park Drive, particularly in the section north of Richmond Road.

### **Notable Properties**

The following properties are notable for their architectural contribution to Island Park Drive:

#### **239 Island Park Drive**



Google Streetview, 2020

Constructed circa 1921, 239 Island Park Drive features an Arts & Crafts bungalow with unique rubblestone cladding.

539 Island Park Drive

Heritage Planning Staff Photo, 2025

Constructed in 1929 for Dr. Stafford Kirkpatrick, known as Byron House during Second World War and housed children evacuated from London. Design by Noffke, Morin, and Sylvester blends elements of Edwardian Classicism, Tudor Revival, and Arts & Crafts. Currently the residence of the Peruvian ambassador.

585 Island Park Crescent, 589 Island Park Drive, and 593 Island Park Drive

585 Island Park Crescent  
(Google, 2024)



589 Island Park Crescent  
(Google, 20204)



593 Island Park Crescent  
(Staff Photo, 2019)



Small cluster of early houses with representative Tudor Revival architecture, all constructed circa 1928 to 1931.

## **Landscape**

### **Public Realm and Property Frontages**

Public realm refers to the publicly accessible spaces located between and beside private buildings and lands (ex. sidewalks, roads, and boulevards). In addition to private landscapes, such as front and side yards, the public realm contributes to defining an area's overall character. The extent of Island Park Drive, from the Experimental Farm to the Kichi Sibi Mikan Parkway, features a consistent visual character defined predominantly by its public realm and the front yards of private properties. Key elements include the presence of a wide grass boulevard between private properties and the street, and the consistent setback and orientation of most buildings from Island Park Drive. Other elements include the presence of NCC lighting standards and gate posts. Many of these attributes can be traced directly to restrictive covenants held by the OIC – and later the FDC and NCC – against properties on Island Park Drive.

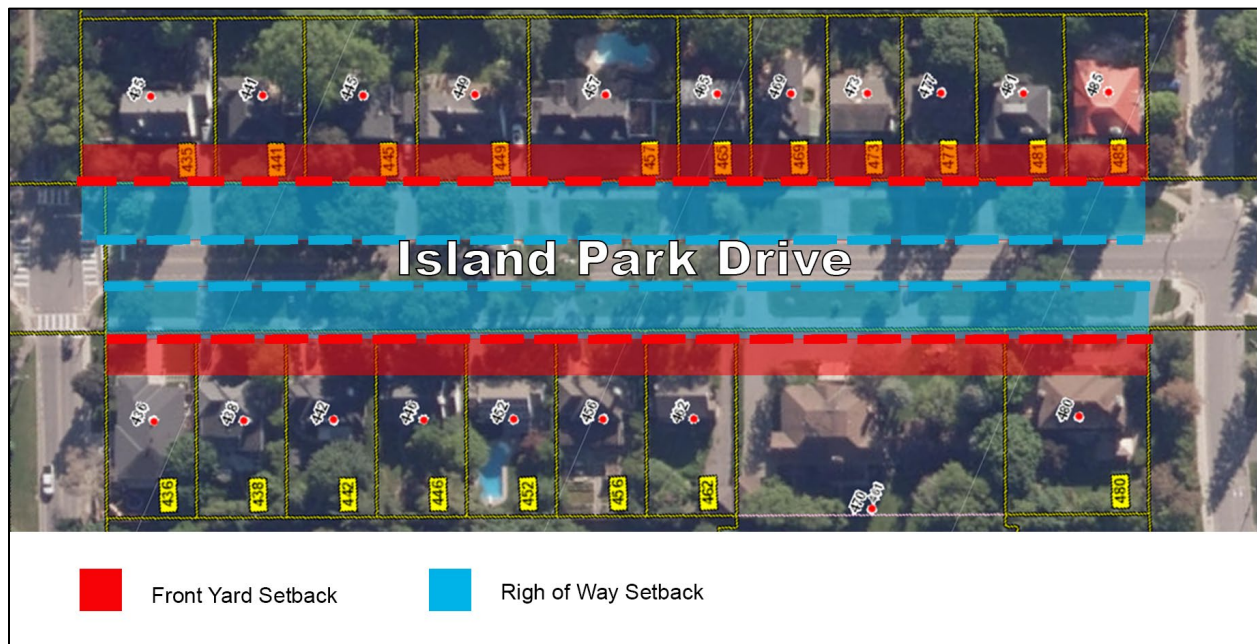


Diagram showing front yard setback and right of way setback on Island Park Drive between Byron Avenue and Iona Street (GeoOttawa 2022, annotated by Heritage Planning Staff)



Front yard and right of way setbacks viewed from Island Park Drive near 477 Island Park Drive, looking north (Heritage Planning Staff, 2025)

Across the length of Island Park Drive there are few deviations from this visual character. One exception is the Highway 417 underpass located between Byng Drive and Merivale Road. This underpass breaks the continuity of the grass boulevards and contributed to the realignment of a portion of Island Park Drive.



Island Park Drive during construction of Queensway (Highway 417) and underpass, 1961 (City of Ottawa Archives)

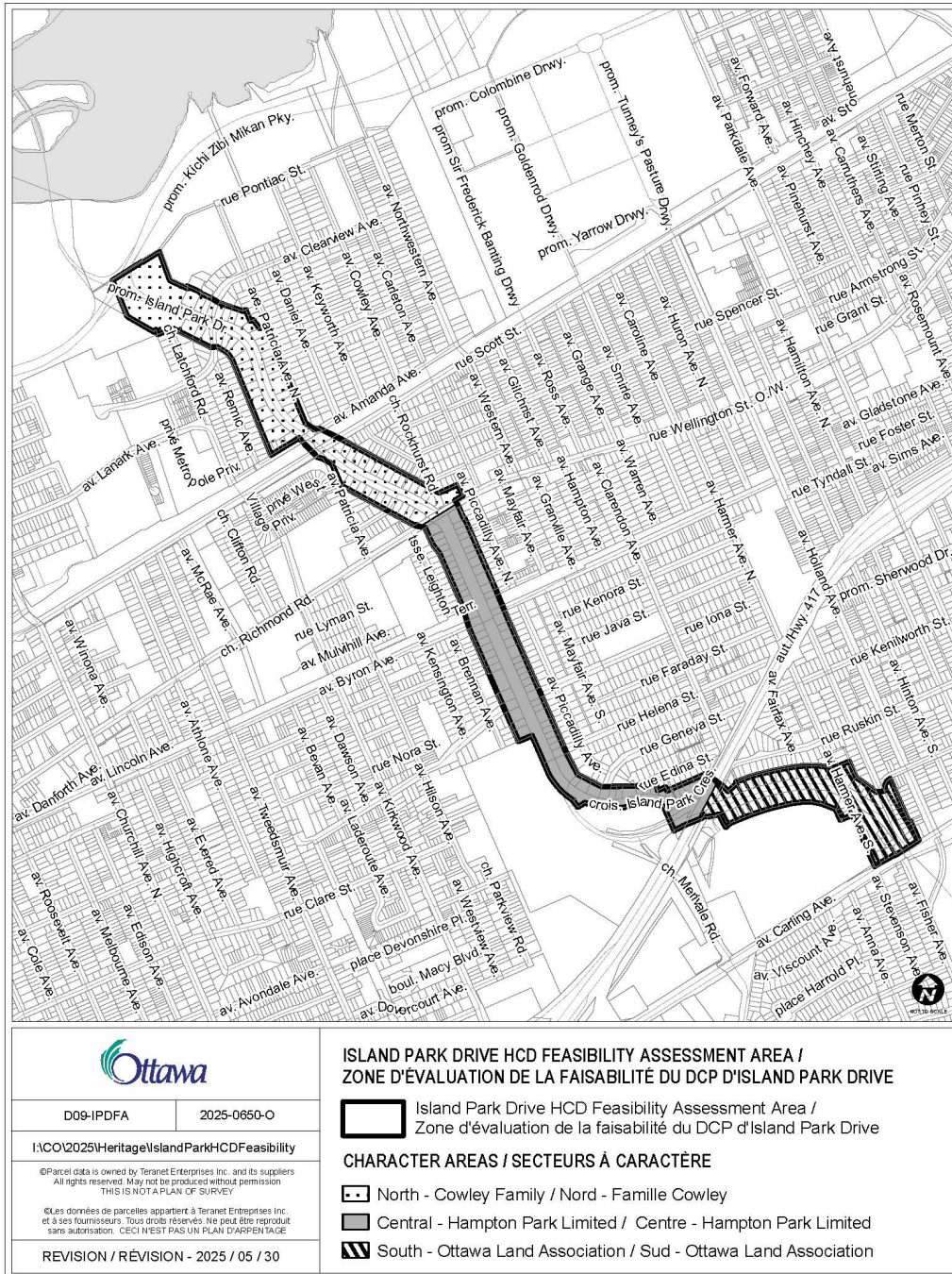
### **Tree Canopy**

Island Park Drive has a well-developed mature tree canopy in the public and private realm.

### **Character Areas**

The Feasibility Assessment area has been divided into three character areas (Map 2). These character areas correspond to the areas planned and subdivided by Island Park Drive's three primary historical landowners – the Ottawa Land Association, Hampton Park Limited, and the Cowley family.





**Map 2: Island Park Drive Character Areas**

## South of Queensway/Ottawa Land Association



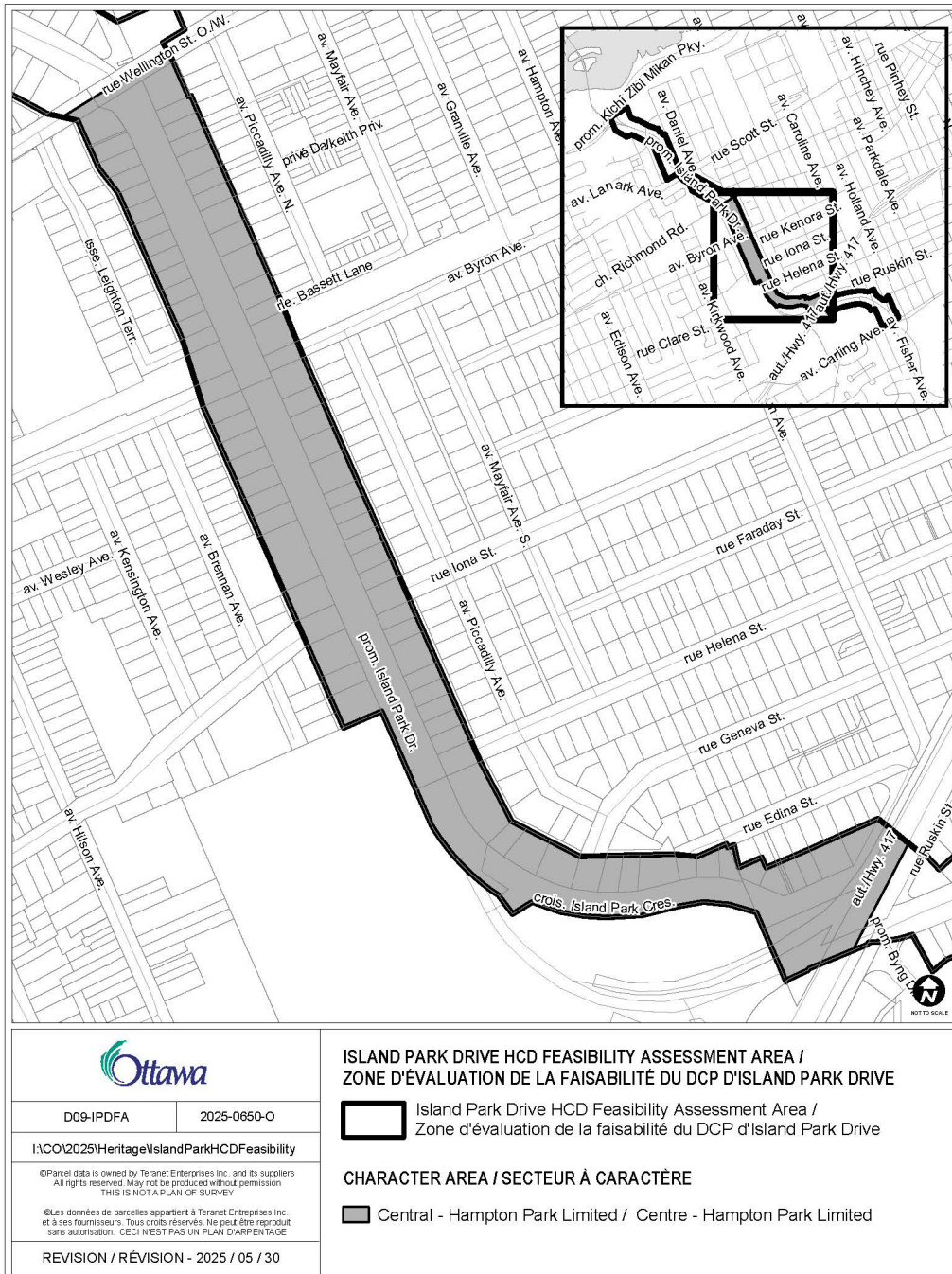
From Carling Avenue to the Queensway underpass, Island Park Drive is characterized by residential lots typical of the street featuring mature trees and single-detached houses designed in several early-twentieth century styles and sharing a common front yard setback. Red brick and stone are common cladding materials, and many houses feature a Tudor Revival style stucco and half-timbering motif on the upper storey. There are few noticeable alterations to most houses and few examples of contemporary infill.



Island Park Drive, between Huron Avenue and Hamer Avenue (Google, 2025)

### **Central/Hampton Park Limited**

This character area (Map 4) corresponds to portions of the Hampton Park Limited subdivisions completed from 1910-1925. This area also includes a 1945 subdivision of the west side of Island Park Drive from Byron Avenue to Richmond Road. The character area extends from the Highway 417 underpass to the intersection of Island Park Drive and Richmond Road/Wellington Street West.



**Map 4: Central/Hampton Park Limited Character Area**

In general, the overall character of this area is consistent. From Lona Street to the intersection of Island Park Drive and Richmond Road/Wellington Street West the street is predominantly residential and characterised by features common to Island Park Drive including the uniform front yard setback of single-detached houses, the regular spacing of houses, and the presence of a mature tree canopy in the public and private realm.



Architectural styles vary, with vernacular examples of Tudor Revival, Georgian Revival, and Arts and Crafts being common. Properties on the west side of Island Park Drive from Byron Avenue to Richmond Road were all developed after 1945 and share the area's common landscape features but represent more streamlined vernacular expressions of Tudor Revival and Georgian Revival style.



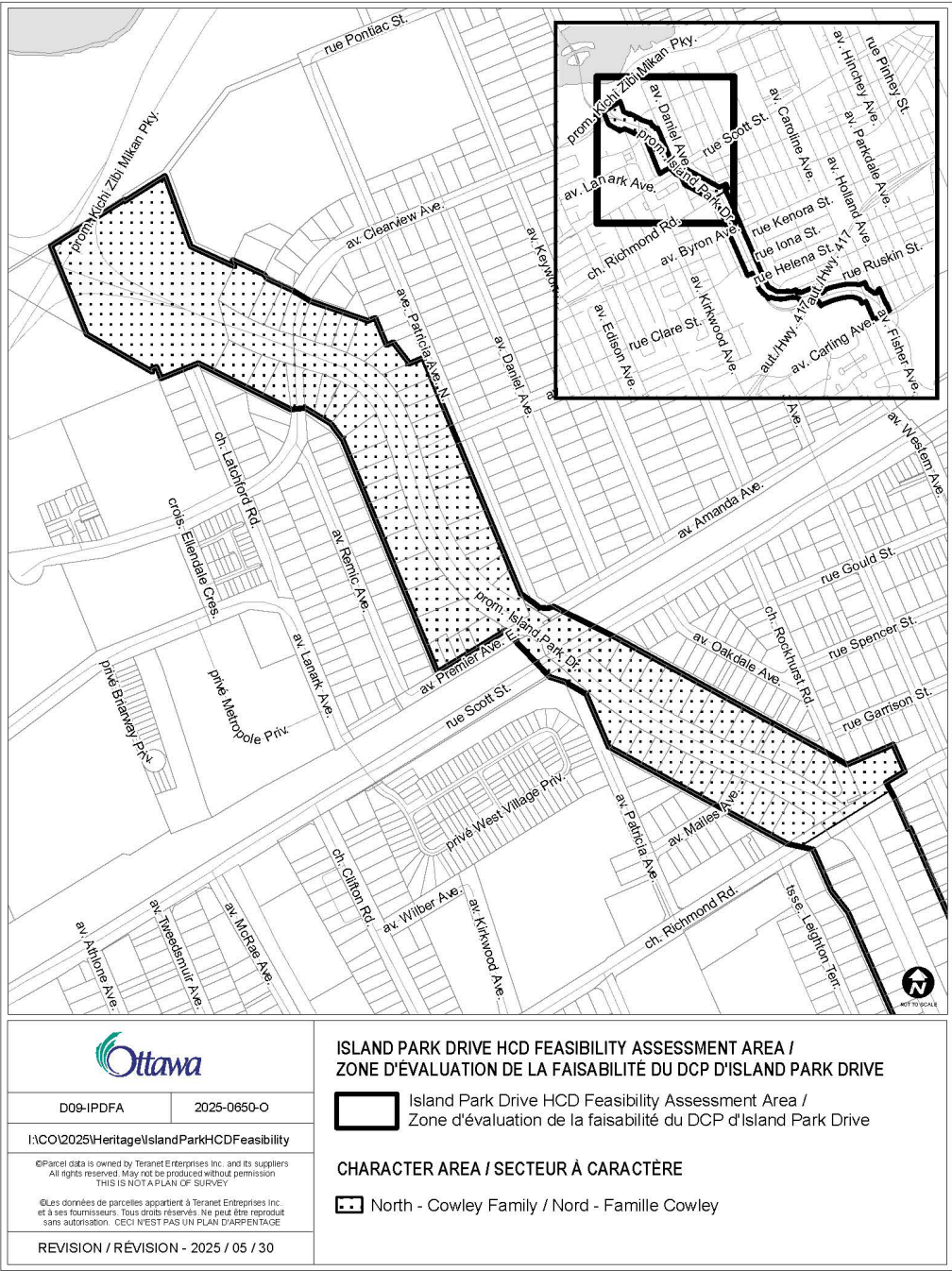
Excerpt from 1945 air photo showing lots on west side of Island Park between Byron and Richmond under construction or undeveloped, highlighted in red (University of Ottawa, annotated by City of Ottawa)

The character of Island Park Drive from the overpass to Iona Street is more diverse. This section was subdivided in 1925 by Hampton Park Limited, as an addition to and re-subdivision of the earlier Hampton Park Subdivision. Much of the west side of the street is occupied by Hampton Park, a public park owned and maintained by the NCC. Much of the street currently known as Island Park Crescent originally formed part of Island Park Drive but was split off when Island Park Drive was realigned during construction of Highway 417 in 1960 and 1961. The eastern extent of Island Park Crescent, starting at 625 Island Park Crescent, were originally part of Ruskin Street (later Clarendon Crescent) before merging into Island Park Crescent and therefore do not represent an original segment of Island Park Drive. Between the underpass and Island Park Crescent

is a large lawn that separates Island Park Drive from Island Park Crescent. Island Park Crescent's residential properties feature a wide variety of architectural styles and materials. Starting west of 621 Island Park Crescent the grass boulevards and early-twentieth-century architectural styles of Island Park Drive are present, particularly Tudor Revival and Arts and Crafts, along with some mid-century and contemporary infill.

### **North Cowley Family**

This character area (Map 5) corresponds to portions of the Cowley family subdivisions completed in 1922. The character area extends from the intersection of Island Park Drive and Richmond Road/Wellington Street West to the Kichi Zibi Mikan Parkway.



### Map 5: North/Cowley Family Character Area





Excerpt from 1945 Air Photo, showing largely undeveloped northern section of Island Park Drive (University of Ottawa, annotated by City of Ottawa)

From Richmond Road to Scott Street the character of Island Park Drive is similar to the segment from Iona to Richmond, with a mix of early twentieth century architectural styles, traditional cladding materials, consistent setbacks, and wide grass boulevards. North of Scott Street, most residential properties were not developed until after 1945. Accordingly, the character of this segment is more mixed, featuring a greater representation of post-war styles and vernacular houses. In particular, this segment of Island Park Drive features noticeably more examples of mid-century modern houses than others.

### **Periods of Significance**

Three periods of significance have been identified for the Feasibility Assessment area, based on the Federal organizations responsible for its development and administration over time. These periods of significance are as follows:

#### *Ottawa Improvement Commission Period (1899 – 1927)*

This period coincides with the establishment of the Ottawa Improvement Commission and is the era in which Island Park Drive was planned and constructed. The majority of original subdivision plans for Island Park Drive were completed in this timeframe, along



with the securing of the association restrictive covenants. Minimal residential development occurred in this period.

*Federal District Commission Period (1927 – 1959)*

Within this period, design and construction approvals for properties on Island Park Drive were administered by the Federal District Commission. This period represents the most significant era of Island Park Drive's development, including the construction of most original houses and the completion of the area's final subdivision plans.

*National Capital Commission Period (1959 – Present Day)*

This period coincides with the establishment of the National Capital Commission as successor to the Federal District Commission. Until the expiration of the area's restrictive covenants in 2020 and 2021, design and construction approvals were administered by the National Capital Commission. Development in this era includes examples of mid-century modern and post-modern houses, select instances of contemporary infill, and recent approvals and proposals for mid-rise development at the intersection of Island Park Drive and Richmond Road.

**List of Heritage Attributes**

This list of heritage attributes is based on the findings of the character overview. This list is not considered exhaustive.

Contextual and Associative:

- Buildings purpose-built as or converted to embassies or other diplomatic properties.
- Properties with direct associations to the early Jewish community in West Ottawa

Streetscape and Public Realm:

- Attributes characteristic of Ottawa Improvement Commission driveway planning and design:
  - Consistent front yard setbacks along Island Park Drive
  - Wide grass boulevard between Island Park Drive and private properties.
  - Mature trees on private property and in right of way
  - Presence of NCC light standards in right of way

- Presence of stone gate posts in right of way
- Regularly spaced driveways

#### Architecture:

- Houses representative of or featuring elements of early twentieth century architectural styles, including:
  - Arts and Crafts
  - Tudor Revival
  - Georgian Revival
- The use of traditional exterior cladding materials, including:
  - Red brick
  - Stone
  - Stucco
  - Stucco with half timbering

## 5.0 POLICY AND REGULATORY CONTEXT

### Restrictive Covenants

As set out in section 2.0, restrictive covenants against most properties on Island Park Drive were in place from the late 1920s until 2020 and 2021. These covenants restricted the use of properties and generally required design approval from the NCC prior to new construction. All OIC covenants on Island Park Drive are expired and their requirements are not in effect today.

With the assistance of the NCC and Library and Archives Canada, City heritage staff were able to review archival records related to development and design approvals granted by the FDC and NCC on Island Park Drive. Through this research, it was determined that design review and approval for new construction and alterations continued in varying form and level of formality into at least the early 2000s. While the process and scope of design review shifted throughout the twentieth century, most records reviewed were concerned primarily with the maintenance of the area's public and private realm landscape features, typically the setback of new buildings from Island Park Drive and the width of driveways in the NCC-owned right of way. Approvals of the

architectural design of new buildings were reviewed, but no such approvals were identified after approximately 1985. Most reviews after this point related to the application of driveway width requirements and building setbacks set out in the area's covenants.

### **Existing Heritage Protections**

There are 200 properties located in the Island Park Drive Feasibility Assessment Area. Of these 200 properties, 46 are listed or were previously listed on the City's Heritage Register as non-designated properties, representing 23 per cent of properties in the Feasibility Assessment Area. One property in the assessment area – 70 Richmond Road – is designated under Part IV of the OHA.

### **Zoning By-law**

Under City of Ottawa Zoning By-law 2008-250, most residential properties are zoned R1 with various subzones (R1P, R1S, R1MM, R1O, R1QQ). Additionally, the provisions of Section 140 – the *Mature Neighbourhoods Overlay* – apply to properties zoned R1-R4 in the area. In general, the current zoning provisions permit low-rise, low-density residential uses along Island Park Drive. All properties on Island Park Drive are subject to exception 2499, 2500, or 2501 which establish a 7.6 metre (25 foot) front yard setback from Island Park Drive, in line with the requirements of the historic covenants. This exception was recommended by report [ACS2018-PIE-EDP-0014](#) and came into force in 2018 as a strategy to conserve Island Park Drive's landscape character in advance of the restrictive covenants lapsing.

The City of Ottawa is currently in the process of drafting and approving a new comprehensive Zoning By-law. Under the most-recently released public draft of the new Zoning By-law, the majority of residential properties in the Feasibility Assessment area would be within the Neighbourhood 2C zone (N2C). The draft N2 zones establish a higher density target than a traditional R1 zone but maintain a low-rise height maximum of 8.5 metres. Therefore, the draft zoning by-law contemplates an increase in residential density in the area but a continuation of maximum heights comparable to the area's existing single detached houses. At this time, the provisions of exceptions 2499, 2500, and 2501 are proposed to be carried forward in the new comprehensive Zoning By-law.

### **Official Plan**

Properties in the Island Park Drive Feasibility Assessment area are located within the *Inner Urban Transect* of the City of Ottawa's 2021 *Official Plan* (OP). Most properties are designated *Neighbourhoods* as per OP Schedule B2. The intent of the

*Neighbourhoods* designation is to support the evolution of residential neighbourhoods towards a 15-minute neighbourhood model through gradual, context sensitive development and intensification. Other properties in the area are designated as *Greenspace*, including Hampton Park and the NCC green space north of the Kichi Zibi Mikan parkway.

Two sections of Island Park Drive are located within the *Evolving Neighbourhoods* overlay: the properties located between Carling Avenue and Highway 417, and the properties located between Byron Avenue and 239 Island Park Drive, just north of Richmond Road. The *Evolving Neighbourhoods* overlay is intended to identify areas in proximity to hubs and corridors that may have opportunities for gradual evolution and intensification to higher densities and more urban built form patterns. Importantly, the policies of the *Evolving Neighbourhoods* overlay recognize the continued applicability of underlying heritage policies where applicable.

## **Secondary Plans**

### *Richmond Road/Westboro Secondary Plan*

The west side of Island Park Drive from Byron Avenue to the Kichi Sibi Mikan Parkway is located within the Richmond Road/Westboro Secondary Plan. The secondary plan recognizes Island Park Drive's as a key connection to the area's traditional main streets and specifically directs the establishment of gateway features such as landmark buildings at the intersection of Island Park Drive and Richmond Road.

### *Wellington Street West Secondary Plan*

The east side of Island Park Drive, at the intersection of Island Park Drive and Wellington Street West, is included in the Wellington Street West Secondary Plan. The secondary plan directs intensified mixed uses along Wellington Street West, including a specific provision contemplating greater heights at 369 Island Park Drive conditional upon securing additional community benefits.

## **6.0 ASSESSMENT OF DESIGNATION POTENTIAL**

This section evaluates Island Park Drive's potential for designation as an HCD. As established under *O.Reg. 9/06*, an area may be designated as an HCD if at least 25 per cent of all properties meet any two or more of the nine *Criteria for Determining Cultural Heritage Value or Interest* (Appendix 1).

Given that the intent of this Feasibility Assessment is to recommend next steps for heritage conservation in the area and serve as a potential pre-cursor to an HCD study,

the comprehensive evaluation of individual properties against the criteria and a review of the 25 per cent threshold was not undertaken. Instead, the Feasibility Assessment area was assessed as a whole and graded based on its potential to meet each individual criterion. Each criterion was assessed using a score of low, medium, or high. These scores are described below.

*Low:* It is unlikely that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Minimal additional research or evaluation is required to confirm the non-applicability of this criterion.

*Medium:* There is some possibility that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Further research or local engagement beyond the scope of the Feasibility Assessment may be required to confirm the applicability of this criterion.

*High:* It is likely that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Minimal additional research or evaluation is required to confirm the applicability of this criterion.

## Assessment

Table 1: Assessment Summary

Criterion	Potential to meet criterion
<i>Design or Physical Value</i>	
The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.	Low
The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit	Low
The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement	Low
<i>Historical or Associative Value</i>	
The properties have historical value or associative value because they have a direct	Medium



association with a theme, event, belief, person, activity, organization or institution that is significant to a community.	
The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.	Medium
The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	Low
<i>Contextual Value</i>	
The properties have contextual value because they define, maintain or support the character of the district.	High
The properties have contextual value because they are physically, functionally, visually or historically linked to each other.	High
The properties have contextual value because they are defined by, planned around or are themselves a landmark.	Low

### ***Criterion 1***

*The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.*

The Feasibility Assessment area has low potential to meet this criterion. Select individual properties along island Park Drive will satisfy this criterion as being a representative example of certain architectural styles; however, it is unlikely that this number exceeds 25 per cent of properties on Island Park Drive. The majority of properties on Island Park Drive feature buildings with vernacular expressions of popular early twentieth century architectural styles. While generally constructed with high quality traditional materials, few of these buildings are rare, unique, or representative examples

of a style, type, construction method, or use of a construction material. Comparable examples to many buildings can be found in other early to mid-twentieth century subdivisions, including other streets that make up the area's Highland Park and Ottawa Land Association subdivisions, and residential streets in other areas like Alta Vista Drive.

Some individual properties notable for their architectural value have been identified in this Feasibility Assessment and may be candidates for designation under Part IV of the *Ontario Heritage Act*

### **Criterion 2**

*The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.*

The Feasibility Assessment area has low potential to meet this criterion. Most buildings display a typical degree of craftsmanship commonly seen in residential buildings developed in the early to mid twentieth century. Further property specific research may reveal examples of significant craftsmanship or artistic merit on Island Park Drive; however, it is unlikely that at least 25 per cent of properties on the street meet this criterion.

### **Criterion 3**

*The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.*

The Feasibility Assessment area has low potential to meet this criterion. Research to date indicates that most buildings in the area do not display a significant degree of technical or scientific achievement. Further property specific research may reveal examples of significant technical or scientific achievement; however, it is unlikely that at least 25 per cent of properties on the street meet this criterion.

### **Criterion 4**

*The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.*

The Feasibility Assessment area has medium potential to meet this criterion. The area's most identifiable association are to the Ottawa Improvement Commission, its successors including the Federal Development Commission and the National Capital

Commission, and the broader themes of twentieth century master planning and Capital City beautification efforts. Further research and engagement is required to confirm that these associations remain significant to a community, and to explore other potential historical associations with the Feasibility Assessment area as a whole.

### **Criterion 5**

*The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.*

The Feasibility Assessment area has medium potential to meet this criterion. Previous historical research completed by the Island Park Community Association has identified associations between properties on Island Park Drive and the Jewish community in west Ottawa. Further historical research would be required to confirm the extent of properties this association may apply to and therefore if this criterion can be satisfied.

### **Criterion 6**

*The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.*

The Feasibility Assessment area has low potential to meet this criterion. This document has previously identified associations between Island Park Drive and early landscape architect and planner Frederick Todd. However, due to the limited implementation of Todd's comprehensive plan throughout the National Capital Region it is inaccurate to describe the street's current character as demonstrating or reflecting his work or ideas. Given the design and cost requirements implemented through the street's multiple restrictive covenants it is more likely that this criterion may be satisfied through association between local architects, builders, or designers and individual properties. Association between certain properties with architects and builders including Noffke and Younghusband have been previously identified on a limited number of properties. Further property specific research is required to confirm if this criterion could be met.

### **Criterion 7**

*The properties have contextual value because they define, maintain or support the character of the district.*

The Feasibility Assessment area has high potential to meet this criterion. While there is variance in architectural style and expression across the length of Island Park Drive, its

public and private-realm landscape features establish a distinct and identifiable character for the street. By nature of the consistent front yard setback and orientation of most buildings on Island Park Drive and the ubiquitous presence of grass front yards and street adjacent boulevards, the majority of properties appear to at minimum support the character of Island Park Drive.

In comparison to Ottawa's existing HCDs, it is important to note that the Feasibility Assessment area's character is derived predominantly from its private and public realm landscape features, not the architectural characteristics of individual buildings. The most direct comparisons can be made with the Clemow Estate East HCD and Clemow-Monkland Driveway and Linden Terrace HCD, both of which designate areas in the Glebe developed according to OIC covenants and design regulations in the early twentieth century. Compared to Island Park Drive, these HCDs feature a more consistent architectural expression across properties in terms of style, material, and era of construction, along with a similarly consistent public and private realm condition to Island Park Drive. Therefore, the conservation of this shared architectural character is more significant to the maintenance of each HCD's overall character versus the character of Island Park Drive. This distinction should inform future conservation efforts along Island Park Drive as strategies to conserve the area's distinct landscape features will more significantly impact the area's character over the conservation of architectural features on individual properties. Features most important to this character are building setbacks, the soft landscape character of front yards, and maintenance of the mature tree canopy.

### **Criterion 8**

*The properties have contextual value because they are physically, functionally, visually or historically linked to each other.*

The Feasibility Assessment area has high potential to meet this criterion. The shared history of each property as part of an OIC planned scenic driveway, in addition to the common landscape features, setbacks, and the siting of buildings implemented through the historical restrictive covenants establishes a historical, visual, and in some instances functional link between most properties on Island Park Drive.

### **Criterion 9**

*The properties have contextual value because they are defined by, planned around or are themselves a landmark.*

The Feasibility Assessment area has low potential to meet this criterion. Individually, there are no properties that serve as local or City-wide landmarks on Island Park Drive. Island Park Drive itself is well known across Ottawa and serves as an important north-south route connecting Ottawa and Gatineau via the Champlain Bridge. However, it is not accurate to identify the entirety of the street as a landmark for the purposes of Ontario Regulation 9/06 criterion 9. Further community input may identify individual properties that are considered landmarks.

### **Assessment Summary**

The assessment found that the Island Park Drive Feasibility Assessment area has medium or high potential to meet four of the nine criteria under Ontario Regulation 9/06. The area was found to have the highest potential to meet the contextual criteria, having high potential to meet criteria seven and eight. The Feasibility Assessment area was also found to have some potential to meet the historical and associative criteria, having medium potential to meet criteria four and five. The assessment therefore indicates that the area's cultural heritage value is likely derived most from its contextual characteristics which include the consistent setback of residential buildings and the common landscape features found throughout the area. Based on this assessment, a formal HCD study and comprehensive analysis of the applicability of the designation criteria to the area's individual properties would likely find that the area meets the OHA's test for designation as an HCD.

## **7.0 DISCUSSION**

### ***Potential Conservation Options***

This Feasibility Assessment has identified that Island Park Drive has a distinct heritage character, and that the area can feasibly meet the OHA's test for designation as an HCD. However, even though an area may possess the potential for designation under the OHA, designation is not always the most appropriate or necessary conservation measure for an area. This subsection will consider the different options available for recognizing and conserving the area's heritage character.

#### ***Creation of a Heritage Character Area***

Under Official Plan Policy 4.5.1 (13) the City may use alternate tools such as design guidelines and interpretive programming in areas that possess heritage value but may not be suitable for designation. The City of Ottawa has used this policy to create "Heritage Character Areas" in several locations throughout the City, most recently the Veterans' Housing Heritage Character Area in Carlington. These Heritage Character



Areas establish design guidelines that promote context sensitive development and support the conservation of the area's cultural heritage value. Unlike properties designated under Part IV or V of the OHA, alterations to properties located in a Heritage Character Area are not subject to an approval process under the OHA. Due to changes to the *Planning Act* since 2023, notably the removal of site plan requirements for new residential buildings with 10 or fewer units, the strategic value of establishing new Heritage Character Areas is limited as the site plan process was the primary avenue for encouraging compliance with character area guidelines.

On Island Park Drive specifically, the creation of a Heritage Character Area will likely have minimal impact on the conservation of the area's heritage character. It is anticipated that most new development or property alterations on Island Park, such as the construction of a new detached house, would not be subject to any approval process under the *Planning Act*. Therefore, there would be limited opportunity for City staff to encourage compliance with any established guidelines. As such, creating a Heritage Character Area is not considered an effective strategy for conserving the heritage value of Island Park Drive at this time.

#### *Designation of Individual Properties under Part IV of the OHA*

Under Part IV of the OHA, individual properties can be designated through a municipal by-law. This process registers a by-law on the title of the property which includes a statement of cultural heritage value and list of heritage attributes. Alterations to a designated property are subject to an approval process under the OHA and the attributes identified in the statement of cultural heritage value must be conserved as part of any development or alteration. Individual designation is a commonly used tool in the City of Ottawa, but it is most effective in conserving the heritage values represented by an individual property. In the case of Island Park Drive, as this Feasibility Assessment has identified, the most significant contributions to the area's heritage character come from its shared contextual features, notably the common residential setbacks from Island Park Drive and the presence of large landscaped front lawns and boulevards. There are several properties on Island Park Drive that may be candidates for individual designation, but individual designation is likely most beneficial as a complement to other conservation strategies that seek to conserve the area's broader heritage value. Therefore, individual designations are not considered an effective strategy for conserving the full range of heritage values represented by the Feasibility Assessment area.

#### *Designation as a Heritage Conservation District*

HCDs are a commonly used conservation tool in Ottawa which “[enable] the council of a municipality to manage and guide future change in the district through adoption of a district plan with policies and guidelines for conservation, protection and enhancement of the area’s character or appearance”.<sup>51</sup> Given that the area’s heritage value, as presented in this Feasibility Assessment, is derived primarily from contextual attributes present throughout Island Park Drive, the designation of an HCD is likely the most effective strategy to support the conservation of the area’s heritage value. Designation of an HCD allows for the establishment of an approval process under the OHA that can be scoped, through the policies and guidelines of a future HCD plan, to the specific needs of Island Park Drive and remain applicable independent of approvals under the *Planning Act*.

### ***Comparison to Existing HCDs in Ottawa***

As noted in Section 6.0, Island Park Drive is best compared to the Clemow Estate East HCD and Clemow-Monkland Driveway and Linden Terrace HCD, both of which designate areas in the Glebe also developed according to OIC covenants and design regulations in the early twentieth century. In contrast to these existing HCDs, the heritage value of an Island Park Drive HCD would be primarily derived from its contextual characteristics – primarily its shared building setbacks and landscape features – in addition to its direct connection to the history of scenic parkway and early twentieth-century capital City beautification in Ottawa. Notably, an Island Park Drive HCD would be the first NCC scenic parkway to be designated in its entirety under the *Ontario Heritage Act* in Ottawa.

The potential designation of an Island Park HCD would contribute to supporting the geographic diversity of the City’s designation program. Designation would contribute to addressing the direction of report [ACS2022-PIE-RHU-0028](#) which directed Heritage Planning Staff to proactively designate properties in Ward 15 in response to its limited concentration of designated properties compared to other urban wards in the City.

### ***HCD Study Scope and Resource Requirements***

No unique factors which may impact the scope or resource requirements of a potential HCD Study were identified throughout the Feasibility Assessment. The following project tasks would be required as part of a potential HCD study. Other project requirements may be identified through a future Request for Proposal or Project Charter process:

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<sup>51</sup> Ontario Heritage Toolkit

*Historical Research:*

A base level of area-wide historical research was completed as part of the Feasibility Assessment. A future HCD study should expand on this work, particularly as it relates to the associative histories identified as potentially relevant to Island Park Drive. For example, further research into Island Park Drive's Jewish community was not undertaken as part of this Feasibility Assessment, but this association was identified as being potentially significant by the Island Park Community Association.

*Fieldwork and Surveys:*

A complete inventory and survey of all properties on Island Park Drive was not completed as part of this Feasibility Assessment. A basic inventory was compiled to identify common architectural styles and dates of construction, which can serve as a foundation for a future inventory. An HCD Study of the Feasibility Assessment area would require the development of a survey form for properties on Island Park Drive and the photographing of all individual properties.

*Outreach and Consultation:*

Further outreach and public consultation will be required in a potential HCD study. Following the model established in other recent HCD studies and HCD Plan update processes in Ottawa, a public advisory committee or working group should be established as a complement to any public engagement or workshop-style sessions. The NCC, as owner of the road and rights of way, is also a key stakeholder and would require a specific consultation approach.

**8.0 RECOMMENDATIONS**

Based on the results of the Feasibility Assessment, the following is recommended:

***Recommendation 1: HCD Study and HCD Plan***

Based on the results of Section 6.0, the Feasibility Assessment area has potential to meet the *Ontario Heritage Act's* test for designation of an HCD, as set out in *Ontario Regulation 9/06*. As such, **it is recommended that the completion of a formal HCD study and HCD plan for Island Park Drive be added to the Heritage Planning Branch's designation workplan.**

Given the findings of this Feasibility Assessment, the following concepts should inform the contents and directions of this HCD study and associated HCD plan:

a) Significance of public and private realm landscape character:

As detailed in this Feasibility Assessment, the most significant contribution to Island Park Drive's overall character comes from the consistent landscape features present throughout the area's public and private realm. The contribution of specific architectural features to the area's character is generally limited to the setback and siting of buildings and the traditional material palette shared by many properties. A property with a contemporary or significantly altered building likely still contributes positively to the area's character if the common landscape features and building setback are maintained. In contrast, a property where these landscape features have been lost may detract from the area's character despite the presence of a building with traditional architectural features and materials. As such, the policies and guidelines of an HCD plan should prioritize the conservation of the area's key public and private realm landscape features.

b) Scope of authority reflective of historical covenants:

With this in mind, consideration should be given to limiting the scope of municipal authority in an Island Park Drive HCD to a level like that of the former restrictive covenants and their most recent application by the NCC.

More specifically, an HCD study should strongly consider the following options:

- Delegating authority to City staff for the review and approval of demolition and new construction for properties on Island Park Drive, if permitted under the *Ontario Heritage Act*.
- Minimizing or not including restrictions to typical alterations such as re-cladding, window replacement, and door replacement.
- Limiting restrictions to new construction and the construction of additions to design features such as building setback, building massing, and the general location of additions.

***Recommendation 2: New Zoning By-law***

To support the conservation of Island Park Drive's landscape character, **it is recommended that the existing exceptions for Island Park Drive (2499, 2500, and 2501) set out in the City's Zoning By-law be carried forward into the new Zoning By-law.** Heritage staff should consult with Planning Policy staff on the ongoing New Zoning By-law project to ensure that these exceptions are maintained.

***Recommendation 3: Part IV Designations***

There are several properties that may benefit from individual designation. **It is recommended that the following properties be considered for designation under Part IV of the *Ontario Heritage Act***, in consultation with their owners:

- 239 Island Park Drive
- 539 Island Park Drive
- 585 Island Park Crescent
- 589 Island Park Crescent
- 593 island Park Crescent

**9.0 CONCLUSION AND NEXT STEPS**

This Feasibility Assessment has found that Island Park Drive has a distinct heritage character and recommends that the City of Ottawa complete a Heritage Conservation District study for the area. The assessment set out in this document does not satisfy the requirements for a Heritage Conservation District as set out in the *Ontario Heritage Act*, and this report will not result directly in the designation of the area as a Heritage Conservation District. If the recommendations of this Feasibility Assessment are adopted by City Council, an Island Park Drive Heritage Conservation District study will be added to staff's designation workplan and a study will be completed subject to staffing and resource availability.



## Feasibility Assessment Appendix 1: Ontario Regulation 9/06

### Ontario Heritage Act

#### ONTARIO REGULATION 9/06

#### CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST

**Consolidation Period:** From January 1, 2023 to the [e-Laws currency date](#).

Last amendment: 569/22.

Legislative History: 569/22, CTR 30 MA 23 - 1.

*This is the English version of a bilingual regulation.*

Criteria, s. 27 (3) (b) of the Act

1. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 27 (3) (b) of the Act. O. Reg. 569/22, s. 1.

(2) Property that has not been designated under Part IV of the Act may be included in the register referred to in subsection 27 (1) of the Act on and after January 1, 2023 if the property meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. 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.
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.
4. 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.
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.
9. The property has contextual value because it is a landmark. O. Reg. 569/22, s. 1.

(3) For clarity, subsection (2) does not apply in respect of a property that has not been designated under Part IV but was included in the register as of January 1, 2023. O. Reg. 569/22, s. 1.

**Criteria, s. 29 (1) (a) of the Act**

2. (1) The criteria set out in subsections (2) and (3) are prescribed for the purposes of clause 29 (1) (a) of the Act. O. Reg. 569/22, s. 1.

(2) Section 1, as it read immediately before January 1, 2023, continues to apply in respect of a property for which a notice of intention to designate it was given under subsection 29 (1.1) of the Act after January 24, 2006 and before January 1, 2023. O. Reg. 569/22, s. 1.

(3) In respect of a property for which a notice of intention to designate it is given under subsection 29 (1.1) of the Act on or after January 1, 2023, the property may be designated under section 29 of the Act if it meets two or more of the criteria for determining whether it is of cultural heritage value or interest set out in paragraphs 1 to 9 of subsection 1 (2). O. Reg. 569/22, s. 1.

**Criteria, s. 41 (1) (b) of the Act**

3. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 41 (1) (b) of the Act. O. Reg. 569/22, s. 1.

(2) Subject to subsection (3), in the case of a by-law passed under subsection 41 (1) of the Act on or after January 1, 2023, a municipality or any defined area or areas of it may be designated by such a by-law as a heritage conservation district under subsection 41 (1) of the Act if the municipality or the defined area or areas of it meets the following criteria:

1. At least 25 per cent of the properties within the municipality or defined area or areas satisfy two or more of the following:
  - i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
  - ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
  - iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.
  - iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
  - v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
  - vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark. O. Reg. 569/22, s. 1.

(3) Subsection (2) does not apply in respect of a by-law passed under subsection 41 (1) of the Act on or after January 1, 2023 if a notice of a public meeting required to be held for the purposes of the by-law under subsection 41.1 (7) of the Act was given before January 1, 2023. O. Reg. 569/22, s. 1.

(4) For clarity, the requirement set out in subsection 41.1 (5.1) of the Act,

(a) does not apply in respect of a by-law under subsection 41 (1) of the Act that is passed before January 1, 2023; and

(b) does not apply in respect of a by-law under subsection 41.1 (2) of the Act. O. Reg. 569/22, s. 1.

**Document 3: Ontario Regulation 9/06****Ontario Heritage Act****ONTARIO REGULATION 9/06****CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST**

**Consolidation Period:** From January 1, 2023 to the [e-Laws currency date](#).

Last amendment: 569/22.

Legislative History: 569/22, CTR 30 MA 23 - 1.

*This is the English version of a bilingual regulation.*

**Criteria, s. 27 (3) (b) of the Act**

1. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 27 (3) (b) of the Act. O. Reg. 569/22, s. 1.

(2) Property that has not been designated under Part IV of the Act may be included in the register referred to in subsection 27 (1) of the Act on and after January 1, 2023 if the property meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. 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.
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.
4. 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.
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.
9. The property has contextual value because it is a landmark. O. Reg. 569/22, s. 1.



(3) For clarity, subsection (2) does not apply in respect of a property that has not been designated under Part IV but was included in the register as of January 1, 2023. O. Reg. 569/22, s. 1.

**Criteria, s. 29 (1) (a) of the Act**

2. (1) The criteria set out in subsections (2) and (3) are prescribed for the purposes of clause 29 (1) (a) of the Act. O. Reg. 569/22, s. 1.

(2) Section 1, as it read immediately before January 1, 2023, continues to apply in respect of a property for which a notice of intention to designate it was given under subsection 29 (1.1) of the Act after January 24, 2006 and before January 1, 2023. O. Reg. 569/22, s. 1.

(3) In respect of a property for which a notice of intention to designate it is given under subsection 29 (1.1) of the Act on or after January 1, 2023, the property may be designated under section 29 of the Act if it meets two or more of the criteria for determining whether it is of cultural heritage value or interest set out in paragraphs 1 to 9 of subsection 1 (2). O. Reg. 569/22, s. 1.

**Criteria, s. 41 (1) (b) of the Act**

3. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 41 (1) (b) of the Act. O. Reg. 569/22, s. 1.

(2) Subject to subsection (3), in the case of a by-law passed under subsection 41 (1) of the Act on or after January 1, 2023, a municipality or any defined area or areas of it may be designated by such a by-law as a heritage conservation district under subsection 41 (1) of the Act if the municipality or the defined area or areas of it meets the following criteria:

1. At least 25 per cent of the properties within the municipality or defined area or areas satisfy two or more of the following:
  - i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
  - ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
  - iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.
  - iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.
  - v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
  - vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.

- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark. O. Reg. 569/22, s. 1.

(3) Subsection (2) does not apply in respect of a by-law passed under subsection 41 (1) of the Act on or after January 1, 2023 if a notice of a public meeting required to be held for the purposes of the by-law under subsection 41.1 (7) of the Act was given before January 1, 2023. O. Reg. 569/22, s. 1.

(4) For clarity, the requirement set out in subsection 41.1 (5.1) of the Act,

(a) does not apply in respect of a by-law under subsection 41 (1) of the Act that is passed before January 1, 2023; and

(b) does not apply in respect of a by-law under subsection 41.1 (2) of the Act. O. Reg. 569/22, s. 1

## **Document 4: Heritage Conservation District Feasibility Assessment**

# **Heritage Conservation District Feasibility Assessment**

Terms of Reference

Updated: May 2025

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### **Overview:**

This Terms of Reference provides City of Ottawa Heritage Planning staff with the requirements for undertaking a Heritage Conservation District Feasibility Assessment. The purpose of a Feasibility Assessment is to determine whether the City of Ottawa should complete a full Heritage Conservation District Study for a specific area. The outcomes of Feasibility Assessments are reported to the City of Ottawa's Built Heritage Committee and Council and used to update and direct staff's workplan.

In general, a Feasibility Assessment will:

- Refine boundaries of potential HCD study area.
- Estimate an area's potential for meeting the designation criteria set out by Ontario Regulation 9/06.
  - Identify potential character defining attributes for the area.
  - Identify potential themes and historical associations for the area
  - Consider community interest in designation or other conservation strategies.
  - Identify potential challenges/opportunities (e.g. coordination with other on-going studies, engagement with other levels of government etc.)
- Consider the contribution of a potential HCD to the City's designation program.
- Contribute to refining the scope a of a comprehensive HCD study for the area, considering:
  - What are a study's resource implications? Can a study feasibility be completed by City staff, or is a consultant required?
  - What existing resources could support an HCD study (surveys, neighbourhood studies etc.)?
  - What additional work or resources are required to undertake an HCD study for the area?

### **Feasibility Assessment Contents:**

The Terms of Reference are intended to be prescriptive and universally applicable; therefore, they represent the minimum standard of research, analysis, and evaluation

for HCD Feasibility Assessments undertaken in Ottawa. Feasibility Assessments may consider additional factors or include additional sections on a case-by-case basis depending on the subject area.

HCD Feasibility Assessments should include the following:

1. Historical Overview
  - a. Provide a brief overview of the area's historical development and significant historical associations (Themes, communities, events associated with the area etc.)
2. Character Overview
  - a. Identify and briefly describe the area's built form and landscape character. This may include, but is not limited to, descriptions of the area's:
    - i. Land Use
    - ii. Building Typologies
    - iii. Architectural Styles
    - iv. Cladding Materials
    - v. Public Realm Features
    - vi. Tree Canopy
  - b. Provide a list of heritage attributes for the area based on the Historical Overview and Character Overview
3. Policy and Regulatory Context
  - a. Provide an overview of the area's existing and planned policy context including, at minimum, the following:
    - i. Current and future zoning
    - ii. Official Plan designations and relevant policies
    - iii. Secondary Plans and relevant policies
    - iv. Design guidelines and other policy documents (CDPs, Corridor Studies, Public Realm Plans etc.)
  - b. Identify any ongoing studies or other policy initiatives that may impact the assessment area.
4. Assessment of Designation Potential
  - a. Ontario Regulation 9/06 Criteria Assessment
    - i. Review the potential applicability of each designation criterion to the Feasibility Assessment area as a whole. Score each criterion on a scale of High, Medium, and Low potential to meet the criterion:

- *High*: It is likely that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Minimal additional research or evaluation is required to confirm the applicability of this criterion.
- *Medium*: There is some possibility that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Further research or local engagement beyond the scope of the Feasibility Assessment may be required to confirm the applicability of this criterion.
- *Low*: It is unlikely that at least 25 per cent of properties in the Feasibility Assessment area can satisfy this criterion. Minimal additional research or evaluation is required to confirm the non-applicability of this criterion.

Provide a detailed explanation of how each criterion is scored and summarize the results of the assessment in a table. Based on the results, conclude if the area has potential to meet the test for designation under the *Ontario Heritage Act*.

#### 5. Community Outreach and Engagement:

- a. The scope of public engagement and outreach will be determined on a case-by-case basis, depending on the specific needs and interests of the area in question. The scope of public engagement at this stage of the process is intended to be high level, but at minimum, staff will provide a briefing to the local Ward Councillor and any interested community organizations including community associations and historical societies. Other outreach and engagement activities may include:
  - i. Stakeholder Meetings:
  - ii. Open House
  - iii. Online Survey
- b. Include a summary of all outreach and engagement activities completed as part of the Feasibility Assessment.

#### 6. Discussion

- a. Potential Conservation Options:
  - i. Review the viability of the potential conservation strategies available under the *Ontario Heritage Act*, City of Ottawa Official Plan, or other options as determined on a case-by-case basis. These may include:
    - Designation as a Heritage Conservation District under Part V of the *Ontario Heritage Act*



- Designation of individual properties under Part IV of the *Ontario Heritage Act*
    - Creation of a Heritage Character Area
  - b. Comparison to City of Ottawa Designation Program
    - i. Discuss how a new HCD in the Feasibility Assessment area may contribute to the City of Ottawa's heritage designation program. Questions to consider may include, but are not limited to:
      - Are the area's significant historical associations recognized within an existing HCD?
      - Would an HCD in the Feasibility Assessment area contribute to recognizing an increased diversity of communities, cultures, or geographies?
  - c. Scope and Resource Requirements
    - i. Identify major project tasks and key resources required to complete a potential HCD study for the Feasibility Assessment Area. This list can be considered non-exhaustive and may include, but is not limited to:
      - Surveys, fieldwork, and geospatial mapping.
      - Public outreach and consultation activities
7. Final Recommendations
- a. Based on the results of the Feasibility Assessment and Discussion, make recommendations on how to proceed within the Feasibility Assessment area.
    - i. A Feasibility Assessment may recommend that the City not proceed with an HCD study. If no HCD study is recommended, staff will provide a rationale for this recommendation. Alternatives, such as pursuing designations under Part IV of the *Ontario Heritage Act* or establishing a Cultural Heritage Character Area, may be recommended.
8. Conclusions
- a. Summarize the results and recommendations of the Feasibility Assessment.