

Subject: Application to alter 70 Richmond Road, a property designated under Part IV of the *Ontario Heritage Act*

File Number: ACS2022-PIE-RHU-0017

Report to Built Heritage Sub-Committee on 10 May 2022

and Planning Committee June 9, 2022

and Council 22 June 2022

Submitted on April 21, 2022 by Court Curry, Manager, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department

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Ward: Kitchissippi (15)

Objet : Demande de modification du 70, chemin Richmond, une propriété désignée en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*

Dossier : ACS2022-PIE-RHU-0017

Rapport au Sous-comité du patrimoine bâti

le 10 mai 2022

et au Comité de l'urbanisme le June 9, 2022

et au Conseil le 22 juin 2022

Soumis le 21 avril 2022 par Court Curry, Gestionnaire , Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'immobilier et du développement économique

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Quartier : Kitchissippi (15)

REPORT RECOMMENDATIONS

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council:

- 1. Approve the application to alter the Champlain Oil Company Service Station, 70 Richmond Road, according to plans prepared by Hobin Architecture Incorporated, dated January 30, 2022, conditional upon:

 - a) The applicant providing a Letter of Credit in an amount to be determined through consultation between the applicant and City staff to ensure the protection, conservation, and restoration of the historic building prior to the issuance of a building or demolition permit;**
 - b) The implementation of the conservation measures as outlined in the Cultural Heritage Impact Statement attached as Document 6, and the Conservation Plan attached as Document 7;**
 - c) The approval of other required planning applications; and,**
 - d) The applicant working with Heritage Planning staff to identify interventions required on the south and west facades to facilitate the integration and use of the building as a commercial unit, prior to the issuance of a building permit, to the satisfaction of the General Manager, Planning, Real Estate, and Economic Development.****
- 2. Delegate the authority for minor design changes to the General Manager, Planning, Real Estate and Economic Development Department;**
- 3. Approve the issuance of the heritage permits for each application with a three-year expiry date from the date of issuance unless otherwise extended by Council.**

RECOMMANDATIONS DU RAPPORT

Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de faire les recommandations suivantes au Conseil :

- 1. Approuver la demande de modification de la station-service Champlain Oil Company, située au 70, chemin Richmond, conformément aux plans**

préparés par Hobin Architecture Incorporated et datés du 30 janvier 2022, sous réserve des conditions suivantes :

- a) Que le requérant fournisse une lettre de crédit d'un montant déterminé par suite d'une consultation entre le requérant et le personnel de la Ville, et permettant d'assurer la protection, la conservation et la restauration du bâtiment historique avant la délivrance d'un permis de construire ou de démolition;
 - b) La mise en place des mesures de conservation énoncées dans l'étude d'impact sur le patrimoine culturel, ci-jointe en tant que document 6, et dans le plan de conservation, ci-joint en tant que document 7;
 - c) L'approbation des autres demandes d'aménagement requises; et
 - d) Que le requérant collabore avec le personnel de Planification du patrimoine à la désignation des interventions requises sur les façades sud et ouest, afin de permettre l'intégration et l'utilisation commerciale du bâtiment, avant la délivrance d'un permis de construire, à la satisfaction du directeur général de Planification, Immobilier et Développement économique.
2. Déléguer au directeur général de Planification, Immobilier et Développement économique le pouvoir d'apporter des changements mineurs de conception;
 3. Approuver la délivrance des permis patrimoniaux pour chaque demande avec une date d'expiration de trois ans à compter de la date de délivrance, sauf prolongation contraire par le Conseil.

EXECUTIVE SUMMARY

This report recommends the approval of an application to alter 70 Richmond Road, a property designated under Part IV of the *Ontario Heritage Act*. The proposed alteration includes the on-site relocation and rehabilitation of the former Champlain Oil Company Service Station and its integration into a proposed nine-storey mixed use midrise building containing 85 residential apartment units, ground floor retail, and a two-level underground parking garage.

The application was evaluated on its own merits and staff recommend approval as it meets the Standards and Guidelines for the Conservation of Historic Places in Canada

and maintains the property's cultural heritage value as described in its Statement of Cultural Heritage Value.

The applicant has submitted concurrent applications for Official Plan and Zoning By-law Amendments under the *Planning Act*. The applicant also intends on applying for a grant under the Heritage Community Improvement Program to assist with conservation costs associated with the proposed works described in this report. A subsequent report will be submitted to the Built Heritage Sub-Committee to consider the grant application.

RÉSUMÉ

Le présent rapport recommande l'approbation de la demande de modification du bâtiment situé au 70, chemin Richmond, une propriété désignée en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*. La modification proposée comprend le déplacement sur l'emplacement et la remise en état de l'ancienne station-service Champlain Oil Company, et son intégration dans un immeuble polyvalent de neuf étages (hauteur moyenne) qui abriterait 85 logements, des commerces de détail au rez-de-chaussée et un garage de stationnement souterrain de deux niveaux.

La demande a été évaluée au regard de ses qualités intrinsèques et le personnel recommande son approbation au motif qu'elle respecte les Normes et lignes directrices pour la conservation des lieux patrimoniaux au Canada, et qu'elle préserve la valeur de la propriété sur le plan du patrimoine culturel, comme le décrit l'énoncé de la valeur sur le plan du patrimoine culturel.

Le requérant a présenté des demandes connexes de modification du Plan officiel et du Règlement de zonage, aux termes de la *Loi sur l'aménagement du territoire*. Il prévoit en outre demander une subvention en vertu du programme d'améliorations communautaires des édifices à valeur patrimoniale, afin de récupérer les coûts de conservation associés aux travaux proposés et décrits dans le présent rapport. Un autre rapport sera soumis au Sous-comité du patrimoine bâti dans le cadre de cette demande de subvention.

BACKGROUND

This report has been prepared because the alteration of a property designated under Part IV of the Ontario Heritage Act requires the approval of City Council.

Associated Official Plan Amendment and Zoning By-law Amendment applications have been submitted to obtain a site-specific amendment to the Richmond Road / Westboro Secondary Plan and amend the current zoning to facilitate the development of a nine-storey mixed-use midrise, containing 85 residential apartment units with retail at grade and two levels of underground parking.

Description of site and surroundings

The subject property is located on the southwest corner of Richmond Road and Island Park Drive. It is bounded by low-density residential dwelling units that front onto Island Park Drive to the south and east, and Basset Lane, a treed service lane, to the west (see Location Map, Document 1). This section of Richmond Road is located in the Westboro neighbourhood and historically contained automotive uses, some of which remain and some of which have been recently redeveloped into mixed-use buildings.

The property is designated under Part IV of the *Ontario Heritage Act* and contains the vacant one-storey Champlain Oil Company Service Station (the “service station”), situated towards the southwest portion of the property, and a surface parking lot fronting onto Richmond Road.

Building History and Cultural Heritage Value

The service station is an irregularly shaped, stucco-clad building constructed in 1934 and designed with a steeply pitched gable roof, round arched doors and windows, and twin chimneys, resembling an English cottage (see Photos, Document 2). It was designated under Part IV of the *Ontario Heritage Act* by City Council in 2019 as a rare example of a 1930s service station and for its association with the growth in private car ownership in the early twentieth century, and its contextual location on Richmond Road, the historic western gateway to the city (see Statement of Cultural Heritage Value, Document 3). While not designated under the *Ontario Heritage Act*, Island Park Drive immediately east and south of the site is also significant as part of a scenic driveway system that was developed in the 1920s by the Ottawa Improvement Commission and now managed by the National Capital Commission.

At the time of designation, it was recognized that the location of the historic building on the lot would make adaptive reuse difficult, particularly on such a prominent corner.

Staff acknowledged that relocation of the building on the site could be appropriate if the building's contextual relationship with Richmond Road was maintained.

Summary of proposed development

The applicant proposes to relocate and rehabilitate the service station on-site, incorporating it into a proposed nine-storey mixed use midrise building containing 85 residential apartment units, ground floor retail, and a two-level underground parking garage. The proposed development includes the acquisition and demolition of the existing house located at 376 Island Park Drive, a property that does not have heritage status, and the introduction of vehicular traffic onto Basset Lane, to provide access to the building's proposed parking garage and loading bay.

The historic service station will be moved to the northeast portion of the site as a single structure onto a new foundation where it will sit proud of the proposed midrise building. The applicant proposes restoration and rehabilitation work to the service station to facilitate its use as a commercial space, as outlined in the Conservation Plan (see Document 7). Its south (rear) elevation will be integrated into the ground floor retail unit of the proposed building, while its north (front) and east elevations will remain entirely exposed and the west elevation will sit 2.25 metres proud of the new building.

The applicant has worked with staff to include several interventions in the design of the proposed building to ensure that it is compatible with the service station. Step backs have been incorporated along the north, east, and south elevations to give the service station prominence in its new corner location. The proposed ground floor measures six metres to match the height of the service station and is clad in stone veneer to act as a backdrop to the service station. A spandrel panel is used to highlight the relocated service station bays and distinguish it from the masonry treatment of the main entrance. Further, a landscaped plaza is proposed around the property's southwest corner, thereby enhancing the public realm, and improving the public's ability to interact with the relocated service station.

DISCUSSION

Recommendation 1: Approve the application to alter the building at 70 Richmond Road

Heritage staff recommend approval of the proposal to relocate the service station, rehabilitate the building in its new location, and integrate it into a new nine-storey mixed use building for the following reasons:

1. The overall cultural heritage value of 70 Richmond Road and its attributes are conserved

City Council designated the former Champlain Oil Company Service Station in 2019 because it met all three of the criteria of *Ontario Regulation 09/06*. Constructed in 1934, it has design value as a rare example of a pre-Second World War service station, historical value for its association with the growth in private automobile ownership in the early twentieth century, and contextual value for its location along Richmond Road, historically the western gateway into the city. A list of the key attributes that embody the cultural heritage value of the property are listed in Document 3.

The service station's design value will be maintained through the preservation or rehabilitation of its character defining features as part of the project's proposal to move and integrate the building into the new development. The proposed interventions are outlined in detail in the conservation plan (see Document 7), and include:

- Stucco repairs to the facades, twin chimneys, and buttresses on either side of the service bays;
- Patching and repair of the standing seam metal roof membrane and hoods, and where the roof deck is too deteriorated, replacement of sections in-kind, as well as overall reinforcement of the roof structure to accommodate higher snow loads from the proposed development; and
- The removal, rehabilitation, and reinstallation of windows and doors, including the retention and repair of the art glass in the transom windows and the round headed commercial door, the replacement of the non-original rectangular office door with a round headed door to match the original, the replacement of window glazing with insulated glass units that match the form of the existing units, and the replacement of the non-original service bay doors with appropriate operable units.

One of the property's heritage attributes is its irregular three-section configuration, which includes a commercial portion that imitates an English cottage, an adjoining office area, and the two service bays. The three sections will be stabilized when the building is moved in its entirety, providing interpretation of its former role as a service station and thereby maintaining its historical association with growing automobile use in Ottawa in the interwar period. The original volume of the interior will also be maintained, however details regarding the interventions required to integrate the west and south walls with

the interior of the proposed nine-storey tower or facilitate its new commercial use have not yet been finalized.

The property has contextual value for its location on Richmond Road, which was historically the main western gateway to Bytown and played an integral role in the development of small, rural villages west of the city. Currently, the portion of the property between Richmond Road and the service station is paved and configured to accommodate its historic automobile uses. The relocation of the service station will alter its auto centric relationship to Richmond Road to accommodate pedestrians. Notwithstanding, the proposed relocation and integration of the service station maintains its east-west orientation along Richmond Road and places it in a prominent corner, conserving its contextual value.

2. The conservation approach for the relocation and rehabilitation of the service station is appropriate

The applicant has submitted a detailed Conservation Plan, attached as Document 7, to outline the approach that will be undertaken to safely relocate the service station and ensure its appropriate conservation and rehabilitation into a commercial unit for the proposed development. Staff have reviewed the conservation report and agree with its approach, which generally includes the following elements:

Investigation and documentation

- The building's existing condition and attributes will be recorded and documented.
- The building will be further investigated to determine mitigation measures and best methods to address potential stabilization, moving, storage, and rehabilitation impacts.

Stabilization

- The building will be stabilized by conducting masonry and grouting repairs to mitigate the risk of cracking to the concrete block construction while in transportation. Flashing repairs on top of the walls and chimneys will be conducted to ensure that they are weathertight.
- The building will be cross braced with a steel structure to ensure that its outer walls are restrained and to lift and transport the structure.
- All removable character defining elements including windows and doors will be temporarily removed for repair and rehabilitation.

Temporary relocation

- The building will be secured, lifted, removed from its existing foundation, and relocated to its temporary on-site location on Basset Lane. It will be inspected to identify any damage.

Permanent relocation

- Following the construction of the proposed development's underground parking garage, the service station will be lifted and rolled from its temporary location to its permanent location on top of the northwest corner of the underground parking garage using heavy duty construction jacks.
- Repair work to the stucco, mansard roof, and exterior finishes will be undertaken as required. Attributes that were removed and rehabilitated including doors and windows will be reinstated.

Interior rehabilitation

- The specific interventions required to facilitate the building's use as a commercial unit and the interior integration of its south and west facades will be identified and carried out. A condition to this recommendation is being proposed to ensure that the required alterations to facilitate the adaptive reuse are appropriate and compatible.

A detailed building relocation feasibility study was conducted by Cleland Jardine Engineering and CDS Building Movers to support the Conservation Plan. The study concludes that the Applicant's plan to relocate the service station in its entirety is feasible with a low risk of damage to the building given its current condition, the expertise of the moving company, and the short distance between on-site moves. Notwithstanding, there is noted deterioration to the building which poses a risk to its integrity during its transportation. To ensure the conservation of the service station, the submission of a Letter of Credit is being recommended as a condition of approval for this recommendation. The Letter of Credit would be required prior to the issuance of any permits under the *Building Code Act* and would be held by the city until the completion of the building's relocation and rehabilitation. The amount of this security and details of the agreement will be subsequently determined through negotiations between Heritage and Legal staff and the Applicant.

The design of the proposed development is compatible with the service station, and the relocation of the building will maintain the resource's cultural heritage value. Further, the

conservation approach to relocate the building is appropriate and feasible and will be secured through a Letter of Credit. For these reasons, staff are of the opinion that the application to alter the property is appropriate.

Standards and Guidelines for the Conservation of Historic Places in Canada

City Council adopted Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada ("Standards and Guidelines") in 2008. This document establishes a consistent set of conservation principles and guidelines for projects involving heritage resources. Heritage staff consider this document when evaluating applications under the *Ontario Heritage Act*. The following Standards are applicable to this proposal:

- Standard 1: Conserve the heritage value of an historic place. Do not remove, replace, or substantially alter its intact or repairable character defining elements. Do not move a part of a historic place if its current location is a character-defining element.
- Standard 3: Conserve heritage value by adopting an approach calling for minimal intervention
- Standard 5: Find a use for a historic place that requires minimal or no change to its character-defining elements.
- Standard 7: Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.
- Standard 10: Repair rather than replace character-defining elements. Where character defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials, and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material, and detailing of the new elements compatible with the character of the historic place.
- Standard 11: Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

The proposed alterations will conserve the cultural heritage value of 70 Richmond Road, while balancing the requirements associated with the proposed development. The entire building will be conserved and rehabilitated, with its character-defining elements evaluated, repaired, and maintained as outlined in the Conservation Plan.

Relocating the service station is a major intervention and separating it from its original parking and access lanes may distort its character as a service centre. Notwithstanding, relocating the building to the northeast corner of the property in the same east-west orientation maintains its three functional components (commercial portion, office section, and service bays), helping to identify the building's original use as a service station along Richmond Road. Further, the proposed design sets the service station proud of the proposed midrise building, allowing it to remain the dominant feature on the site and remain legible as a three-dimensional volume. The new development employs materiality and datum lines to ensure that the addition is distinguishable and subordinate from the heritage resource.

The following Guideline is applicable to this proposal:

- Guideline 18: Working with accessibility and conservation specialists and users to determine the most appropriate solution to accessibility issues with the least impact on the character defining elements and overall heritage value of the historic building.

The interior finishes and features of the service station have been removed, and as such the interior will be fitted as a contemporary retail space while maintaining the volume of the service station. There is a change in grade between the office and garage sections of the building which may have to be modified to achieve accessibility standards. The Applicant will continue to work with Heritage staff to finalize the interior layout of the relocated service station and its interior integration with the proposed midrise building to ensure that the layout achieves accessibility while preserving the physical character-defining attributes of the building.

Staff are of the opinion that the proposal meets the aforementioned Standards and Guidelines.

Heritage Impact Assessment

Section 4.6.1 of the existing City of Ottawa Official Plan and 4.5.2 (2) of the Council approved New Official Plan requires that a Cultural Heritage Impact Statement ("CHIS") be submitted where a proposed development has the potential to adversely affect the

heritage resource. A CHIS was prepared for this proposal by Commonwealth Historic Resource Management and is attached as Document 6. Heritage staff have reviewed the document and have determined that it meets the requirements of the City's Guidelines for a CHIS.

The CHIS generally concludes that the proposed development including the relocation, rehabilitation, and integration of the service station prioritizes the conservation of a historic resource while supporting policies for intensification in this part of Westboro. Heritage staff generally concur with the findings of the CHIS.

Conclusion

The proposed adaptive reuse of the Champlain Oil Service Station and its integration into a new residential development is appropriate and conserves the heritage value of the building. Staff have reviewed the application to alter 70 Richmond Road in accordance with the Statement of Cultural Heritage Value and the Standards and Guidelines and have no objections to its approval. To ensure the protection of the building and to provide staff with the authority to finalize details of the integration of the building, staff recommend that the approval be made conditional upon the conditions outlined above.

Recommendation 2: Delegate authority for minor design changes to the General Manager, Planning Real Estate and Economic Development Department

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

Recommendation 3: Issue the heritage permit with a two-year expiry date from the date of issuance

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

Provincial Policy Statement

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

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

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

The application materials were posted on the City's Development Application website on April 1, 2022.

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

COMMENTS BY THE WARD COUNCILLOR

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

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with implementing the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications with this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the *Ontario Building Code*. The *Accessibility for Ontarians with Disabilities Act* requirements for site design will be reviewed through the subsequent application for Site Plan Control.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

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

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on June 15, 2022.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Subject Property Photos

Document 3 Statement of Cultural Heritage Value or Interest and Heritage Attributes

Document 4 Proposed Site Plan

Document 5 Conceptual Architectural Plans

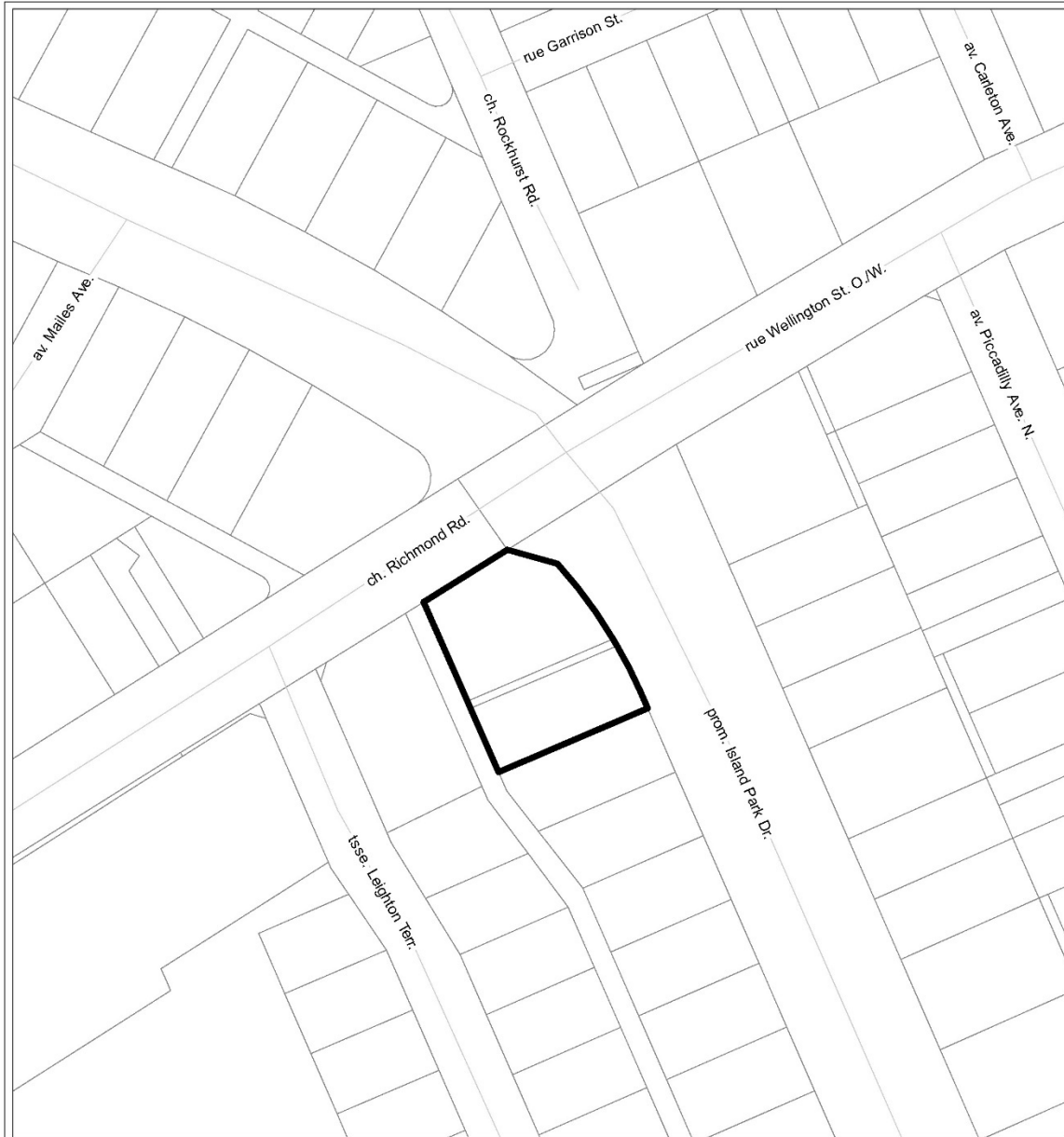
Document 6 Cultural Heritage Impact Statement

Document 7 Conservation Plan

DISPOSITION

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

Document 1 – Location Map



LOCATION MAP / PLAN DE LOCALISATION
HERITAGE / PATRIMOINE

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REVISION / RÉVISION - 2022 / 04 / 04



70 ch. Richmond Rd.
376 prom. Island Park Dr.



NOT TO SCALE

Document 2 – Photographs (City of Ottawa, 2019)



Images (top to bottom): View of service station from northeast corner; east elevation of service station; view of service station from northwest corner.

Document 3 – Statement of Cultural Heritage Value or Interest & Heritage Attributes

Description of Property

Constructed in 1934, the former Champlain Oil Company Service Station, 70 Richmond Road, is a small, irregularly shaped, stucco-clad building. It is located on the southwest corner of Richmond Road and Island Park Drive at the edge of Westboro in the City of Ottawa.

Statement of Cultural Heritage Value or Interest

The Champlain Oil Company Service Station has cultural heritage value as one of Ottawa's few remaining pre-Second World War service stations built when car ownership was becoming more popular. Its location on Richmond Road when it was the main highway to the west also contributes to its historical and contextual value.

The building is an interesting example of a 1930s service station, many of which were designed to evoke other building forms such as castles or houses. The former service centre is domestic in scale, designed to resemble an English cottage. Features of the building that illustrate this include the rounded-arch doorway and round-headed windows, the rectangular windows, each with an overhanging shed roof with brackets, the twin chimneys and the steeply pitched gable roof.

The Champlain Oil Company Service Station is historically valuable for its association with the growth of private automobile ownership in Ottawa. In the early years of the car, gasoline was usually purchased by the can from the local blacksmith or from pumps in front of a general store. The first full service gas station was constructed in Pittsburgh, PA in 1913. By the late 1920s, the rapid increase in private ownership of automobiles prompted the construction of service stations devoted solely to selling gasoline and servicing automobiles.

Contextual value is found in the building's location on Richmond Road, which played an integral role in the development of the small, rural villages west of Bytown, and later Ottawa as the main highway into the city.

Heritage Attributes

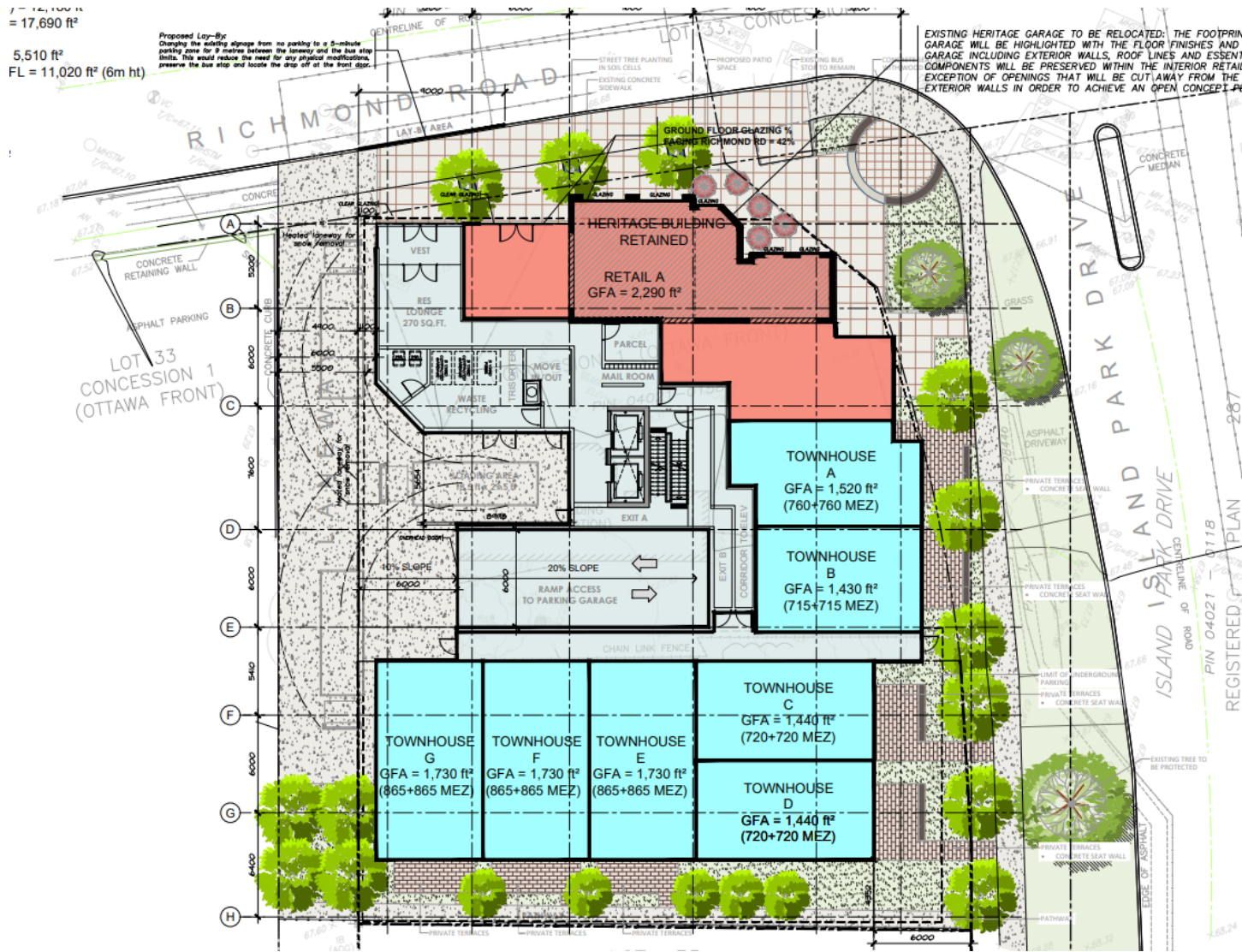
Key attributes that embody the cultural heritage value of 70 Richmond road as an example of a cottage-style, pre-Second World War service station include its:

- Irregular plan, comprised of three parts; the house-form commercial section, the adjoining office area and the two-bay service section;
- Rounded-arch doorway with wooden round arched door with round window;
- Rectangular windows with transoms and overhanging shed roofs with brackets;
- Slender round arched windows on the east façade
- Twin chimneys;
- Variety of roof types, including a gable roof, curved roof and a truncated hipped roof with standing seam metal roofing;
- Decorative eaves;
- Engaged columns in west section of the building; and
- Location on Richmond Road

Document 4 – Proposed Site Plan

17' - 12,100 ft²
= 17,690 ft²

5,510 ft²
FL = 11,020 ft² (6m ht)



70 Richmond Road – Proposed Site Plan (Hobin Architecture Incorporate)