

Additions to Heritage Register – City Wide

Ajouts au Registre du patrimoine – à l'échelle de la ville

Report Recommendations

That Council:

- 1. approve the addition of the properties listed in Document 1 to the City of Ottawa's Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act*.**
- 2. approve the technical amendments listed in Document 9.**
- 3. discontinue use of the Heritage Reference List.**

Recommandations du rapport

Que le Conseil :

- 1. approuve l'ajout des propriétés énumérées dans le document 1 au Registre du patrimoine de la Ville d'Ottawa, conformément à l'article 27 de la *Loi sur le patrimoine de l'Ontario*.**
- 2. approuve les modifications techniques figurant dans le document 9.**
- 3. cesse d'utiliser la Liste de référence des biens à valeur patrimoniale.**

For the Information of Council:

The committee approved the following Direction to staff:

That staff reassess the property at 229 Britannia Road prior to the Council meeting on November 27, 2019.

Pour la gouverne du Conseil

Le comité a également approuvé la directive au personnel ce que suit:

Que le personnel réévalue la propriété sise au 229, chemin Britannia avant la réunion du Conseil prévue le 27 novembre 2019.

Documentation/Documentation

1. Manager's report, Right of Way, Heritage and Urban Design Services, Planning, Infrastructure and Economic Development Department, dated October 31, 2019 (ACS2019-PIE-RHU-0022)

Rapport du Gestionnaire, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 31 octobre 2019 (ACS2019-PIE-RHU-0022)

2. Extract of draft Minutes, Built Heritage Sub-Committee, 12 November 2019.

Extrait de l'ébauche du procès-verbal, Sous-comité du patrimoine bâti, le 12 novembre 2019.

**Built Heritage Sub-Committee
Report 7
November 27, 2019**

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**Sous-comité du patrimoine bâti
rapport 7
le 27 novembre 2019**

**Report to
Rapport au:**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
November 12, 2019 / 12 novembre 2019**

**and Council / et au Conseil
November 27, 2019 / 27 novembre 2019**

**Submitted on October 31, 2019
Soumis le 31 octobre 2019**

**Submitted by
Soumis par:
Court Curry,
Manager / Gestionnaire,
Right of Way, Heritage and Urban Design Services / Services des emprises, du
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Planning, Infrastructure and Economic Development Department / Direction
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**Ward: CITY WIDE / À L'ÉCHELLE DE
LA VILLE**

File Number: ACS2019-PIE-RHU-0022

SUBJECT: Additions to Heritage Register – City Wide

OBJET: Ajouts au Registre du patrimoine – à l'échelle de la ville

REPORT RECOMMENDATIONS

- 1. That the Built Heritage Sub-Committee recommend that Council approve the addition of the properties listed in Document 1 to the City of Ottawa's Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act*.**
- 2. That the Built Heritage Sub-Committee recommend that Council approve the technical amendments listed in Document 9.**
- 3. That the Built Heritage Sub-Committee recommend that Council discontinue use of the Heritage Reference List.**

RECOMMANDATIONS DU RAPPORT

- 1. Que le Sous-comité du patrimoine bâti recommande au Conseil d'approuver l'ajout des propriétés énumérées dans le document 1 au Registre du patrimoine de la Ville d'Ottawa, conformément à l'article 27 de la *Loi sur le patrimoine de l'Ontario*.**
- 2. Que le Sous-comité du patrimoine bâti recommande au Conseil d'approuver les modifications techniques figurant dans le document 9.**
- 3. Que le Sous-comité du patrimoine bâti recommande au Conseil de cesser d'utiliser la Liste de référence des biens à valeur patrimoniale.**

EXECUTIVE SUMMARY

In 2016, staff initiated the Heritage Inventory Project (HIP), presenting the outline and approach to complete the HIP to the Built Heritage Sub-Committee on June 9, 2016. The report, "Update on Strategic Initiative 42: Heritage Inventory Project, Phase 1 (inside the Greenbelt)" (File Number [ACS2016-PAI-PGM-0103](#)), was received by Planning Committee on June 28, 2016.

In 2017, after implementation of the approach, two HIP reports, "Additions to Heritage Register - Lowertown and Sandy Hill" (File Number [ACS2017-PIE-RHU-0005](#)) and "Additions to Heritage Register - Old Ottawa South and East" (File Number [ACS2017-PIE-RHU-0016](#)) were approved by City Council, resulting in 582 new listings on the Heritage Register.

On June 26, 2019, City Council approved report “Additions to the Heritage Register – City Wide” (File Number [ACS2019-PIE-RHU-0012](#)), resulting in 2337 new listings on the Heritage Register. At that meeting, a motion was approved directing staff to consult with owners of seven properties who disputed the listing of their property on the Heritage Register and to include their conclusions in the next report to Committee and Council. Staff re-evaluated each of these properties and concluded that four of the disputed properties met the criteria established for the HIP and three did not. Staff recommend that the four properties found to meet the HIP criteria be added to the Heritage Register through this report. These four properties are included in Document 1. In September and October 2019, staff contacted the affected property owners to outline the results of the re-evaluation, providing staff contact information and details about upcoming public meetings.

The June 26, 2019 Council recommendation required staff to bring forward a Q4 2019 report addressing properties in areas impacted by the spring 2019 floods (wards 1, 5, 7, and 19) and areas affected by the 2018 tornadoes. The review of these areas are complete and 480 properties in these wards are recommended as listings on the Heritage Register.

Since the spring 2019 public engagement events were held as part of the HIP, several properties not previously included were identified by residents, community groups and staff. Of these properties, 18 were found to meet the criteria for addition to the Heritage Register and are included in this report.

This report has been prepared because listing on the Heritage Register under Section 27 (1.3) of the *Ontario Heritage Act (OHA)* requires the approval of Council after consultation with its Municipal Heritage Committee.

This report recommends the listing of 502 properties in Wards 1, 5, 7, 8, 11, 13, 14, 15, 16, 17, 19, 20, 21 and 22 under Section 27 of the *Ontario Heritage Act*.

This report is the fourth and final report resulting from the HIP. It updates the Heritage Register in all remaining areas of Ottawa, completing the HIP and achieving Strategic Initiative 44-A: 2015-2018 Term of Council Priorities.

RÉSUMÉ

En 2016, le personnel a lancé un projet d'inventaire patrimonial, dans le cadre duquel a été présentée, le 9 juin 2016, une approche d'inventaire patrimonial au Sous-comité du patrimoine bâti. Le rapport, intitulé « Mises à jour sur l'initiative stratégique 42 : Projet d'inventaire patrimonial, première étape (à l'intérieur de la Ceinture de verdure) » (dossier n° [ACS2016-PAI-PGM-0103](#)) a été reçu par le Comité de l'urbanisme le 28 juin 2016.

En 2017, une fois cette approche mise en place, deux rapports sur le projet d'inventaire patrimonial, « Ajouts au Registre du patrimoine – Basse-Ville et Côte-de-Sable » (dossier n° [ACS2017-PIE-RHU-0005](#)) et « Ajouts au Registre du patrimoine – Vieil Ottawa-Sud et Vieil Ottawa-Est » (dossier n° [ACS2017-PIE-RHU-0016](#)) ont été approuvés par le Conseil municipal, et ont donné lieu à l'ajout de 582 nouvelles inscriptions au Registre du patrimoine.

Au cours de sa réunion du 26 juin 2019, le Conseil municipal a approuvé le rapport intitulé « Ajouts au Registre du patrimoine – à l'échelle de la ville » (dossier n° [ACS2019-PIE-RHU-0012](#)), qui a donné lieu à l'ajout de 2 337 nouvelles inscriptions au Registre du patrimoine. Lors de cette réunion, une motion approuvée par le Conseil enjoignait au personnel de consulter les sept propriétaires qui contestaient l'inscription de leur bien-fonds au Registre du patrimoine, et les chargeait d'intégrer leurs conclusions au prochain rapport soumis au Comité et au Conseil municipal. Le personnel a réévalué chacune des propriétés controversées et a déterminé que quatre d'entre elles respectaient les critères établis pour le projet d'inventaire patrimonial et que trois ne les respectaient pas. Dans ce rapport, le personnel a recommandé l'ajout au Registre du patrimoine des quatre propriétés s'étant avérées respecter les critères du projet d'inventaire patrimonial. Ces quatre propriétés figurent dans le document 1. En septembre et octobre 2019, le personnel a pris contact avec les propriétaires concernés pour leur faire part des résultats de leur réévaluation, leur proposer les coordonnées de personnes-ressources membres du personnel de la Ville et leur fournir les détails entourant les réunions publiques à venir.

Dans sa recommandation du 26 juin 2019, le Conseil chargeait le personnel de soumettre un rapport du quatrième trimestre 2019 portant sur les propriétés situées dans les secteurs touchés par les inondations du printemps 2019 (quartiers 1, 5, 7 et 19) et dans ceux touchés par les tornades de 2018. L'examen de ces secteurs est

terminé et l'ajout au Registre du patrimoine de 480 biens-fonds s'y trouvant a été recommandé.

Depuis les activités de participation communautaire organisées au printemps 2019 dans le cadre du projet d'inventaire patrimonial, plusieurs biens-fonds ne figurant pas au Registre du patrimoine ont été désignés par des résidents, des groupes communautaires et des membres du personnel. Dix-huit de ces biens-fonds se sont avérés respecter les critères requis pour figurer sur le Registre du patrimoine et sont mentionnés dans le présent rapport.

Le présent rapport a été préparé parce que toute inscription au Registre du patrimoine faite en vertu de l'article 27 (1.3) de la LPO nécessite l'approbation du Conseil municipal, après consultation avec le Comité du patrimoine de la Ville.

Le présent rapport recommande l'inscription sur la liste de 502 biens-fonds situés dans les quartiers 1, 5, 7, 8, 11, 13, 14, 15, 16, 17, 19, 20, 21 et 22, en vertu de l'article 27 de la *Loi sur le patrimoine de l'Ontario*.

Le présent document est le quatrième et dernier rapport découlant du projet d'inventaire patrimonial. Il actualise le Registre du patrimoine dans tous les autres secteurs d'Ottawa, met un terme à ce projet et permet de mener à bien l'Initiative stratégique 44-A des Priorités pour le mandat du Conseil 2015-2018.

BACKGROUND

In 2015, Council approved the 2015-2018 Term of Council Priorities, including a Strategic Initiative (SI) related to the City's built heritage that recommended the replacement of the outdated Heritage Reference List (HRL) with an updated Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act (OHA)*. The SI is referred to as the Heritage Inventory Project (HIP). Staff developed the HIP to identify properties to list on the City of Ottawa's Heritage Register. Staff will maintain the Heritage Register through an annual report to BHSC and the HRL will be discontinued.

The former City of Ottawa initially developed the HRL starting in the 1980s to identify buildings of heritage interest across the City. Most former municipalities also had similar lists, and, at the time of amalgamation, these lists were combined to form the current City of Ottawa HRL which now numbers approximately 13,000 properties. Inclusion on the HRL does not provide any heritage protection. Further, the list has not been publicly

available for many years, does not include all areas of the City, has only been sporadically updated since amalgamation and many resources on it no longer exist.

In addition to the HRL, the City also maintains a Heritage Register. The Heritage Register includes properties designated under Parts IV and V of the *OHA*, as well as non-designated properties listed by City Council for their cultural heritage value or interest.

Section 27 (1) of the *OHA* requires municipalities to maintain a register of properties of cultural heritage value or interest. The *OHA* outlines procedures for listing a property and for designating a property. Listing and designating are separate and distinct processes. The criteria for designation are outlined in Ontario Regulation 9/06 and these criteria were not used when evaluating properties as part of the HIP.

In 2016, staff initiated the HIP, presenting the outline and approach to complete the HIP to the Built Heritage Sub-Committee on June 9, 2016. The report, “Update on Strategic Initiative 42: Heritage Inventory Project, Phase 1 (inside the Greenbelt)” (File Number [ACS2016-PAI-PGM-0103](#)), was received by Planning Committee on June 28, 2016.

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The June 26, 2019 Council recommendation required staff to bring forward a Q4 2019 report addressing properties in areas impacted by the spring 2019 floods (Wards 1, 5, 7, and 19) and areas affected by the 2018 tornadoes. The review of these areas is complete and 480 properties in these wards are recommended as listings on the Heritage Register.

Since the spring 2019 public engagement events were held as part of the HIP, several properties not previously included were identified by residents, community groups and staff. Of these properties, 18 were found to meet the criteria for addition to the Heritage Register and are included in this report.

This report has been prepared because listing on the Heritage Register under Section 27 (1.3) of the *OHA* requires the approval of Council after consultation with its Municipal Heritage Committee.

This report recommends the listing of 502 properties in Wards 1, 5, 7, 8, 11, 13, 14, 15, 16, 17, 19, 20, 21 and 22 under Section 27 of the *Ontario Heritage Act*.

This report is the fourth and final report resulting from the HIP. This report updates the Heritage Register in all remaining areas of Ottawa, completing the HIP and achieving Strategic Initiative 44-A: 2015-2018 Term of Council Priorities.

DISCUSSION

Staff developed the HIP to identify properties to list on the municipal Heritage Register. The HIP method offers a list of properties compiled using criteria consistent with current best practices in heritage conservation. The same method was applied uniformly across the city of Ottawa.

Methodology

This report includes recommendations related to Phase One (inside the Greenbelt) and Phase Two (outside the Greenbelt) of the project. Fieldwork for all phases were complete by Q4 2018. For the purpose of this study, Ottawa was organized into 26 distinct study areas, as shown in Document 4.

Geographic information systems (GIS) technology was used to locate and identify buildings and other structures. Staff photographed, analyzed and evaluated individual structures within the study areas. Structures assessed were those built prior to 1980,

not within an existing Heritage Conservation District (HCD), not individually designated, not currently under study for a future HCD, and not classified or recognized by the Federal Heritage Buildings Review Office. Federally-owned bridges and federal campuses were not included in the study. Buildings or structures that could not be viewed from the public right-of-way were not assessed as part of this project unless the owner(s) of such properties volunteered this information to staff. Landscapes, parks and burial sites were not assessed as part of this project.

Staff assessed each structure for cultural heritage value according to a methodology that considered design and context. For the purposes of the HIP, to merit listing on the Heritage Register, a property had to meet the design test and reflect the Neighbourhood Heritage Statement attributes, as described below and as illustrated in Documents 2 and 3.

The design test requires that:

- The building or structure is a good expression of a particular architectural style and reflects the era of its construction;
- The building or structure represents the distinctive local design skills and available materials of its time;
- The style is reflected through architectural elements which might include, but are not limited to; the cornice, cladding, bargeboard, porch or balcony detailing, voussoirs, quoins, sills, lintels, window frames (mullions and muntins), doors, parapets, carvings, rooflines, integration with natural landscaping, etc.;
- The massing, shape and volume of the original building (or additions of heritage significance) are clearly identifiable in the current form;
- Additions or modifications to the building are sympathetic with respect to its original form.

A Neighbourhood Heritage Statement was prepared for each area, summarizing the historical settlement patterns, significant historical themes and heritage attributes of the geographic area. The heritage attributes for each area are listed in Document 5.

The Neighbourhood Heritage Statement attributes require that:

- The building or structure reflects distinctive thematic and cultural references.
- The buildings or structure contributes to the heritage fabric of the street or neighbourhood.
- The building or structure connects with a natural landscape or a geographic feature, with a story, with the work of a well-known architect, or with the lives of Ottawans from the past.
- The building or structure, or an aspect therein, forms part of a cluster of cohesive and distinctive physical attributes, which collectively add to the aesthetic, social or cultural identity of the place. This may include elements such as a repeating pattern of a unique bargeboard motif limited to one neighbourhood block, a small grouping of houses sharing specific elements which reflect a particular architectural style or historic land use within the neighbourhood.

Relevant information collected during the HIP will be made available to the public through geoOttawa and other mapping initiatives. An updated municipal Heritage Register will be available to the public through the City's website.

The methodology of the HIP relies primarily on visual analysis. Generally, in-depth research on associative value of properties was not undertaken. Certain properties with high associative value or with special meaning to a community or organization may have been overlooked if they failed to meet the HIP design criteria. In recognition of this gap, staff highlight the need for further consultation with cultural organizations, including Indigenous groups, to identify additional properties and landscapes of cultural heritage value or interest that merit listing on the Heritage Register.

Ontario Heritage Act

Section 27 (1.2) of the *OHA* allows municipalities to list non-designated properties of cultural heritage value or interest on a municipal heritage register.

Listing on the Heritage Register provides interim protection for properties where an owner has applied for a demolition permit. If an owner wishes to demolish a building or structure on a property listed on the Heritage Register, Section 27 (3) of the *OHA* requires that they provide a 60-day notice, in writing, of their intent to demolish.

As per the City's Council-approved Heritage Register procedures, staff may use the 60 days to further assess the property's cultural heritage value against Ontario Regulation 9/06 to determine if it merits designation under Part IV of the *OHA*. If it does not merit designation, the 60 days would expire, and the owner would be permitted to proceed with the demolition process.

Since Council adopted Heritage Register procedures in 2016, staff have received 12 written notices of intent to demolish from owners of listed properties. In each case, the 60 days expired, and owners could proceed with an Application for Demolition. No designations were pursued as a result of the written notice.

Non-designated properties listed on a municipal Heritage Register under Section 27 of the *OHA* are not subject to the same conditions as properties designated under Part IV or Part V of the *OHA*. There are no restrictions on alterations to non-designated properties and heritage permits are not required. Listing on the Heritage Register is not noted on property title. Property taxes and MPAC property assessments are not impacted as a result of listing on the Heritage Register.

Results

To merit listing on the Heritage Register through the HIP, a property must meet the design test and reflect the Neighbourhood Heritage Statement attributes.

Staff concluded that 502 properties meet the design test and reflect the neighbourhood Heritage Statement attributes. These properties are identified in Document 1 and include deferrals from the June 2019 BHSC and Council meetings, properties in flood-impacted wards 1, 5, 7 and 19, one property in Dunrobin impacted by the 2018 tornado and properties identified since the spring 2019 public engagement events. Please refer to Document 6 for additional information.

Recommendation 1

To complete the HIP and the update of Heritage Register, Heritage Services staff recommend listing the properties in Document 1 on the City of Ottawa's Heritage Register in accordance with Section 27 of the *Ontario Heritage Act*.

Recommendation 2

Staff identified several addressing errors related to properties added to the Heritage Register in June 2019. As a result, references to these properties should be updated. Heritage Services staff recommend amending the municipal addresses of these properties as per Document 9.

Recommendation 3

One aspect of Strategic Initiative 44-A was to replace the outdated Heritage Reference List with an updated Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act*.

To complete Strategic Initiative 44-A, staff recommend discontinuing the use of the Heritage Reference List.

Next steps

With the completion of the HIP and Strategic Initiative 44-A, staff will maintain the Heritage Register through an annual report to BHSC. A digital map-based version of the Heritage Register will be available at ottawa.ca and at maps.ottawa.ca/geottawa. Staff will use the updated Heritage Register to track and monitor Ottawa's building stock and to identify areas for further study.

Provincial Policy Statement

Staff reviewed this report and determined that it is consistent with the Provincial Policy Statement, 2014 (PPS).

RURAL IMPLICATIONS

Staff conducted fieldwork across Ottawa's villages, hamlets and general rural area. Buildings located in the Rural study area were photographed and assessed as part of the HIP. This report identifies 407 properties located in the Rural study area proposed for addition to the Heritage Register as non-designated listings. Please refer to Document 4 for more information on the Rural study area and its boundaries.

The addition of rural properties to the Heritage Register allows the City of Ottawa to acknowledge our important rural history and to better monitor these significant cultural heritage resources.

CONSULTATION

Community outreach constitutes an important component of the HIP. Since the launch of the HIP in 2016, staff have held meetings and information sessions, made presentations to heritage and community groups, and sought input from residents, community associations, and heritage enthusiasts.

There is no requirement under the *OHA* for municipalities to notify property owners before or after their property is added to a municipal heritage register as a non-designated listing. Despite this, staff notified all impacted property owners of the intent to add their properties to the Heritage Register in advance of any report to that effect to the Built Heritage Sub-Committee.

Additionally, there is no requirement under the *OHA* for public consultation by municipalities, however, staff held public information sessions and a client service centre drop-in day in advance of the November 12 report to BHSC.

For notification and consultation details, please see Documents 7 and 8 of this report.

COMMENTS BY THE WARD COUNCILLORS

This is a city-wide report – not applicable.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

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

ASSET MANAGEMENT IMPLICATIONS

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives.

The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to

deliver quality services to the community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability. Identifying City owned buildings and structures that have a potential historical significance allows staff to prepare the proper documentation ahead of time to improve/upgrade the infrastructure in order to minimize delays in implementation.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- HC4 – Support Arts, Heritage, and Culture
 - Strategic Initiative 44-A – Heritage Reference List
- SE2 – Improve access to City services through digital service delivery

SUPPORTING DOCUMENTATION

Document 1 List of Properties

Document 2 Evaluating Heritage – Design

Document 3 Evaluating Heritage – Neighbourhood Heritage Statement Attributes

Document 4 Study Area – Maps

Document 5 Study Area – Neighbourhood Heritage Statement Attributes

Document 6 Results by Study Area

Document 7 Consultation

Document 8 As We Heard It Report

Document 9 Technical Amendments

DISPOSITION

Staff in Heritage and Urban Design Services, Planning Infrastructure and Economic Development Department, are responsible for implementing the recommendations in this report.