

Additions to Heritage Register – City Wide

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

Sub-Committee Recommendation, as amended

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*, as amended by the following
 - a. that reference to the following properties be removed from the report:
 - 506 Piccadilly Avenue
 - That the Report be amended by striking out "2345" and inserting "2344".
 - b. that the report be amended by deleting from Document 1 the following properties ("deferred properties"):
 - 351 Pleasant Park Road
 - 71, 73, 75 and 77 Beechwood Avenue
 - 4898 Limebank Road
 - 339-341 Gloucester Street
 - 17 Arthur Street
 - c. that the Built Heritage Sub-Committee direct staff to consult with the owners of deferred properties, and that staff bring back in Q4 2019 to Built Heritage Sub-Committee and Council a determination of whether the deferred properties should be added to the Heritage Register in accordance with the *Ontario Heritage Act*.

2. Discontinue the use of the Heritage Reference List in the wards affected by this report.
3. Direct staff to conduct additional heritage analysis in the areas outlined in Document 7.

Recommandation du Sous-comité, telles que modifiées

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*, dans sa version modifiée par ce qui suit :
 - a. Que la référence à la propriété suivante soit supprimée du rapport :
 - 506, avenue Piccadilly.
 - Que dans le rapport, « 2345 » soit remplacé par « 2344 ».
 - b. Que les propriétés suivantes (« propriétés faisant l'objet d'un report ») soient supprimées du document 1 du rapport :
 - 351, chemin Pleasant Park
 - 71, 73, 75 et 77, avenue Beechwood
 - 4898, chemin Limebank
 - 339 et 341, rue Gloucester
 - 17, rue Arthur
 - c. Que le Sous-comité du patrimoine bâti demande au personnel de consulter les propriétaires des propriétés faisant l'objet d'un report et de lui présenter, ainsi qu'au Conseil, au quatrième trimestre de 2019, une recommandation quant à l'ajout de ces propriétés au Registre du patrimoine, conformément à la Loi sur le patrimoine de l'Ontario.

2. **Cesse d'utiliser la Liste de référence des biens à valeur patrimoniale dans les quartiers concernés par le présent rapport.**
3. **Enjoigne au personnel de mener d'autres analyses patrimoniales dans les secteurs mentionnés dans le document 7.**

Documentation/Documentation

1. Manager's report, Right of Way, Heritage and Urban Design Services, Planning, Infrastructure and Economic Development Department, dated May 31, 2019 (ACS2019-PIE-RHU-0012)

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 mai 2019 (ACS2019-PIE-RHU-0012)

2. Extract of draft Minutes, Built Heritage Sub-Committee June 11, 2019.
Extrait de l'ébauche du procès-verbal, Sous-comité du patrimoine bâti, le 11 juin 2019

City Clerk's Office Note:

The City Clerk corrected references in the report to the number of properties recommended for addition to the Heritage Register (replacing "2344" with "2338") further to the above amendments recommended by the Built Heritage Sub-Committee. The Clerk's corrections are pursuant to the City Clerk and Solicitor's Delegated Authority to correct clerical, spelling, or minor errors of an administrative nature as set out in section 36 of Schedule "C" to the *Delegation of Authority By-Law* (By-law no. 2018-397).

Built Heritage Sub-Committee
Report 3
June 26, 2019

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Sous-comité du patrimoine bâti
Rapport 3
Le 26 juin 2019

Report to
Rapport au:

Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
June 11, 2019 / 11 juin 2019

and Council / et au Conseil
June 26, 2019 / 26 juin 2019

Submitted on May 31, 2019
Soumis le 31 mai 2019

Submitted by
Soumis par:

Court Curry,

Manager / Gestionnaire,

Right of Way, Heritage and Urban Design Services / Services des emprises, du
patrimoine et du design urbain

Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'Infrastructure et du développement économique

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Ward: CITY WIDE / À L'ÉCHELLE DE
LA VILLE

File Number: ACS2019-PIE-RHU-0012

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 discontinue the use of the Heritage Reference List in the wards affected by this report.
3. That the Built Heritage Sub-Committee recommend that Council direct staff to conduct additional heritage analysis in the areas outlined in Document 7.

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 de cesser d'utiliser la Liste de référence des biens à valeur patrimoniale dans les quartiers concernés par le présent rapport.
3. Que le Sous-comité du patrimoine bâti recommande au Conseil d'enjoindre au personnel de mener d'autres analyses patrimoniales dans les secteurs mentionnés dans le document 7.

EXECUTIVE SUMMARY

Assumption and Analysis

In 2015, Council approved the 2015-2018 Term of Council Priorities, including a Strategic Initiative (SI) related to the City's built heritage. One aspect of this SI was to replace the outdated Heritage Reference List (HRL) with an updated municipal Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act* (OHA). This initiative is referred to as the Heritage Inventory Project (HIP). Staff developed the HIP as a way to identify properties to list on the Heritage Register.

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. Listing on the Heritage Register is not a precursor to designation under the OHA. The criteria for designation is outlined in Ontario Regulation 9/06 and these criteria were not used to evaluate properties as part of the HIP.

This report recommends the listing of 2338 properties located in Wards 2, 3, 4, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 20, 21, 22 and 23, under Section 27 of the OHA.

Public Consultation/Input

Public consultation for this phase of the HIP began in August 2017. Since that time, staff have met with several community associations, councillors and heritage organizations to share information and collect feedback about the HIP.

All affected property owners were notified that their properties are being proposed for listing on the Heritage Register. Property owners received a notification package that included a letter explaining the proposed listing, an information sheet about their property, an invitation to public meetings, and a brochure explaining the project and the evaluation criteria.

Staff held five public information sessions and three drop-in days at client service centres. A total of 296 residents completed sign-in sheets at the public information

sessions in 2018 and in 2019. Thirty-one residents attended the drop-in days at the client service centres.

RÉSUMÉ

Hypothèse et analyse

En 2015, le Conseil a approuvé les priorités pour le mandat du Conseil 2015-2018, parmi lesquelles figurait une initiative stratégique relative au patrimoine bâti de la ville. Cette initiative stratégique a notamment consisté à remplacer la Liste de référence des biens à valeur patrimoniale, aujourd'hui caduque, par un registre du patrimoine municipal actualisé, conformément à l'article 27 de la *Loi sur le patrimoine de l'Ontario* (LPO). Cette initiative, appelée Projet d'inventaire patrimonial (PIP), a été mise en place par le personnel dans le but de désigner les propriétés devant figurer dans le Registre du patrimoine.

L'ancienne Ville d'Ottawa avait dressé, à partir des années 1980, la Liste de référence des biens à valeur patrimoniale, afin de recenser ses bâtiments d'intérêt patrimonial. La plupart des anciennes municipalités possédaient des listes semblables; lors de la fusion, elles ont été regroupées pour constituer la liste actuelle de la Ville d'Ottawa, qui compte maintenant environ 13 000 propriétés. Toutefois, l'inscription d'un bien à valeur patrimoniale sur la Liste de référence des biens à valeur patrimoniale n'assure pas sa protection. De plus, cette liste n'a pas été mise à la disposition du public pendant de nombreuses années, n'englobe pas tous les secteurs de la ville; elle n'a été mise à jour que sporadiquement depuis la fusion et de nombreuses ressources qui y figurent n'existent plus.

Outre la Liste de référence des biens à valeur patrimoniale, la Ville tient également un Registre du patrimoine. Ce document comprend les biens désignés aux termes des parties IV et V de la LPO, ainsi que d'autres biens non désignés mais ajoutés à la liste par le Conseil municipal en raison de leur valeur ou de leur intérêt sur le plan du patrimoine culturel.

L'article 27 (1) de la LPO exige que les municipalités tiennent un registre des biens ayant une valeur ou un intérêt du point de vue du patrimoine culturel. La LPO décrit la procédure à suivre pour désigner une propriété ou pour l'inscrire sur la liste.

L'inscription d'un bien sur la liste et sa désignation sont des processus indépendants et

distincts. L'inscription dans le Registre du patrimoine n'est pas indispensable pour une désignation en vertu de la LPO. Les critères de désignation sont décrits dans le Règlement de l'Ontario 9/06 et n'ont pas servi à évaluer les propriétés dans le cadre du PIP.

Le présent rapport recommande l'inscription sur la liste de 2 344 propriétés situées dans les quartiers 2, 3, 4, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 20, 21, 22 et 23, en vertu de l'article 27 de la LPO.

Consultation publique et commentaires

Une consultation publique sur cette étape du PIP a été lancée en août 2017. Depuis, le personnel a rencontré plusieurs associations communautaires, des conseillers municipaux et des organisations chargées du patrimoine, afin de partager de l'information et d'obtenir une rétroaction au sujet du PIP.

Tous les propriétaires concernés ont été avisés que leur bien avait fait l'objet d'une proposition d'inscription au Registre du patrimoine. Ils se sont vus remettre une trousse de notification constituée d'une lettre décrivant la liste proposée, d'une fiche d'information sur leur propriété, d'une invitation à des réunions publiques ainsi que d'une brochure d'explication du projet et des critères d'évaluation.

Le personnel a organisé cinq réunions publiques d'information et trois journées portes ouvertes dans des centres du service à la clientèle. Au total, 296 résidents ont rempli une fiche de présence à ces réunions publiques d'information organisées en 2018 et 2019. Le personnel estime cependant que la participation réelle a été un peu plus forte. Trente-et-un résidents ont assisté aux journées portes ouvertes organisées dans des centres du service à la clientèle.

BACKGROUND

In 2015, Council approved the 2015-2018 Term of Council Priorities, including a Strategic Initiative (SI) related to the City's built heritage. One aspect of this SI was to replace the outdated Heritage Reference List (HRL) with an updated Heritage Register, in accordance with Section 27 of the *Ontario Heritage Act* (OHA). This initiative is referred to as the Heritage Inventory Project (HIP). Staff developed the HIP as a way to identify properties to list on the Heritage Register. Staff will maintain the Heritage Register through an annual report to BHSC and will discontinue use of the HRL.

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. Listing on the Heritage Register is not a precursor to designation under the OHA. The criteria for designation is outlined in Ontario Regulation 9/06 and these criteria were not considered 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 in a June report. Titled "Update on Strategic Initiative 42: Heritage Inventory Project, Phase 1 (inside the Greenbelt)", this information report (File Number [ACS2016-PAI-PGM-0103](#)) was received by Planning Committee.

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.

At the Planning Committee meeting on September 12, 2017, a motion was approved directing staff to consult with property owners who disputed the listing of their property on the Heritage Register and to bring a determination through Committee and Council. Staff have re-evaluated each of these properties and found that they met the criteria established for the HIP. Staff mailed a letter to these 11 owners in April 2019 outlining

the results of the re-evaluation, information about upcoming public meetings and contact information.

In response to the major flooding in and around the city of Ottawa in spring 2019, staff removed all properties located in wards 1, 5, 7 and 19 from this report. Properties in these wards will be proposed for addition to the Heritage Register in a later report. In response to the fall 2018 tornado, staff are not recommending properties located in the village of Dunrobin or in the Arlington Woods area of Nepean at this time.

In the Carlington area of Nepean, homes in the subdivision built by Wartime Housing Ltd in 1946 and 1947 warrant additional heritage analysis to be completed in 2020. Properties in this area were not included in this report. The subdivision boundaries of this area are outlined in Document 7.

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 2338 properties located in Wards 2, 3, 4, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 20, 21, 22 and 23, under Section 27 of the OHA.

DISCUSSION

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

Methodology

This report includes recommendations related to part of Phase One (inside the Greenbelt) and all of Phase Two (outside the Greenbelt) of the project. Fieldwork for all phases was 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, in order 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, 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 on visual analysis of properties, which resulted in an important limitation in that certain properties of cultural heritage value were overlooked if they failed to meet the project's 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.

There are no restrictions on alterations to properties listed on the Heritage Register under Section 27 of the OHA. 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 60 days' 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 be allowed to expire, subject to the approved Council procedures, and the owner would be permitted to proceed with the demolition process.

Since Council adopted Heritage Register procedures in 2016, staff have received 10 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.

Results

Properties that meet the design test and reflect the Neighbourhood Heritage Statement attributes are listed in Document 1 and are recommended to be added to the Heritage Register as non-designated listings.

In total, 2338 properties are proposed for the Heritage Register as non-designated listings. Please refer to Document 6 for more detailed information.

An estimated 480 properties in the flood-impacted wards 1, 5, 7 and 19 are not included in these results and will be proposed for addition to the Heritage Register at a later date. Properties in Dunrobin and the Arlington Woods neighbourhood that were impacted by the 2018 tornado are not included in these results.

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 were photographed and assessed as part of the HIP. This report identifies 462 rural properties proposed for addition to the Heritage Register as non-designated listings.

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 important 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 municipalities to host public information sessions prior to adding properties to a municipal heritage register as non-designated listings. Despite this, community associations, heritage organizations and councillors, staff held public information sessions and offered drop-in days at client service centres.

For notification and consultation details, please see Documents 8 and 9 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 42 – Heritage Reference List
- SE2 – Improve access to City services through digital service delivery

SUPPORTING DOCUMENTATION (Previously distributed and held on file with the City Clerk)

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 Areas for additional heritage analysis

Document 8 Consultation

Document 9 As We Heard It Report

DISPOSITION

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