

1. **Application for New Construction at 480 Cloverdale Road, a Property Designated under Part V of the *Ontario Heritage Act* and located in the Rockcliffe Park Heritage Conservation District**
- Demande de nouvelle construction au 480, chemin Cloverdale, une propriété désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario* et située dans le District de conservation du patrimoine de Rockcliffe Park**

**Committee Recommendation, as revised:**

**That Council refuse the application for new construction at 480 Cloverdale Road according to plans prepared by Linebox Studio, received on January 31, 2022, and attached as Documents 6 to 10.**

**Recommandation du Comité, telle que révisée :**

**Que le Conseil de refuse la demande de nouvelle construction au 480, chemin Cloverdale, selon les plans préparés par Linebox Studio, reçus le 31 janvier 2022, et présentés en pièces jointes comme documents 6 à 10.**

**Documentation/Documentation**

1. Acting Manager's report, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department, dated February 7, 2022 (ACS2022-PIE-RHU-0007)  
  
Rapport du Gestionnaire par intérim, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'immobilier et du développement économique, daté le 7 février 2022 (ACS2022-PIE-RHU-0007)
2. Extract of draft Minutes, Built Heritage Sub-Committee, February 8, 2022  
  
Extrait de l'ébauche du procès-verbal, Sous-comité du patrimoine bâti, le 8 février 2022

**Built Heritage Sub-Committee  
Report 24A  
February 23, 2022**

**2**

**Sous-comité du patrimoine bâti  
Rapport 24A  
Le 23 février 2022**

**Subject: Application for New Construction at 480 Cloverdale Road, a Property Designated under Part V of the *Ontario Heritage Act* and located in the Rockcliffe Park Heritage Conservation District**

**File Number: ACS2022-PIE-RHU-0007**

**Report to Built Heritage Sub-Committee on 8 February 2022**

**and Planning Committee on 10 February 2022**

**and Council 23 February 2022**

**Submitted on February 7, 2022 by Kevin Lamer, Acting Manager, Right of Way, Heritage and Urban Design Services, Planning, Real Estate and Economic Development Department**

**Contact Person: Adrian van Wyk, Planner I, Heritage Planning Branch**

**613-580-2424,21607, Adrian.vanWyk@ottawa.ca**

**Ward: RIDEAU-ROCKCLIFFE (13)**

**Objet : Demande de nouvelle construction au 480, chemin Cloverdale, une propriété désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario* et située dans le District de conservation du patrimoine de Rockcliffe Park**

**Dossier : ACS2022-PIE-RHU-0007**

**Rapport au Sous-comité du patrimoine bâti le 8 février 2022**

**et Comité de l'urbanisme le 10 février 2022**

**et au Conseil le 23 février 2022**

**Soumis le 7 février 2022 par Kevin Lamer, Gestionnaire par intérim, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'immobilier et du développement économique**

**Personne ressource : Adrian van Wyk, Urbaniste I, Planification du Patrimoine**

**613-580-2424,21607, Adrian.vanWyk@ottawa.ca**

**Quartier : Rideau-Rockcliffe (13)**

## **REPORT RECOMMENDATIONS**

**That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council refuse the application for new construction at 480 Cloverdale Road according to plans prepared by Linebox Studio, received on January 31, 2022, and attached as Documents 6 to 10.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil de refuser la demande de nouvelle construction au 480, chemin Cloverdale, selon les plans préparés par Linebox Studio, reçus le 31 janvier 2022, et présentés en pièces jointes comme documents 6 à 10.**

## **BACKGROUND**

This report has been prepared because applications for new construction in heritage conservation districts designated under Part V of the *Ontario Heritage Act* require the approval of City Council. The applicant is proposing to construct a new two-storey single-detached house with a walk-out basement. A Building Permit under the *Building Code Act* will be required to facilitate this proposal.

This application was originally on the agenda of the Built Heritage Sub-Committee at its meeting on November 30, 2021 ([ACS2021-PIE-RHU-0029](#)). The Sub-Committee moved to defer the application to its next regular meeting in 2022 if the applicant were to agree to an extension of the legislated 90-day timeline in which Council must make a decision on the applicant's Heritage Permit application. The applicant agreed to an extension of the 90-day timeframe up until February 28, 2022. The deferral was intended to allow the applicant time to consider changes to the proposal in consultation with staff, neighbours and the community association. Revised plans were submitted to

the City on January 31, 2022. A project description outlining the changes that have been made in support of the present application is attached as Document 1 – Project Description.

The property at 480 Cloverdale Road is a large, wooded lot located on the east side of Cloverdale Road between Hillsdale and Lakehurst Roads in the Rockcliffe Park neighbourhood (see Document 2 – Location Map). Immediately to the north of the property is 484 Cloverdale Road, a Grade I property within the Rockcliffe Park Heritage Conservation District (HCD), and the rear yard of 560 Hillsdale Road, also a Grade I property. Immediately to the south is a vacant double lot at 454 Cloverdale Road. The east side of the lot abuts the Rockcliffe Lawn Tennis Club, a recognized heritage attribute of the Rockcliffe Park Heritage Conservation District (HCD). The lot is significantly larger than most of the surrounding lots and the former house on this property was demolished in 2003. The lot is 2,080 square metres in area and in its present condition is characterized by mixed vegetation, including a number of mature trees, and varying grades, generally sloping down from Cloverdale Road (see Document 3 – Existing Conditions and Document 4 - Survey).

The subject property is located within the Rockcliffe Park HCD, which was designated under Part V of the *Ontario Heritage Act* in 1997. An HCD Plan was adopted by City Council in 2016 and came into full force and effect in 2019. As part of the updated HCD Plan, an inventory evaluated each property for their contribution to the cultural heritage value of the HCD. The subject property was not categorized, as the lot was vacant at the time of evaluation.

The Rockcliffe Park HCD recognizes the area’s cultural heritage value as an early planned residential community, encompassing the entirety of the former Village of Rockcliffe Park. The village was first established in 1864 as a series of “park and villa” lots by Thomas Keefer on land purchased from the Crown by his father-in-law Thomas MacKay, founder of New Edinburgh and the original owner of Rideau Hall. Laid out in accordance with the principles of the picturesque tradition, Rockcliffe Park today comprises a continuum of residential building types and styles from the 19th century to the present, unified by their picturesque, park-like setting. See Document 5 for the Statement of Cultural Heritage Value for the Rockcliffe Park HCD.

## **DISCUSSION**

### **Project Description**

The application for new construction at 480 Cloverdale Road is to permit the construction of a new single-detached house on the vacant lot (see Document 6 – Site Statistics). The building will be two storeys (8.5 metres) in height, with a peak elevation above grade of 66.51 metres, which is 1.66 metres taller than the midpoint of the roof of its neighbour at 484 Cloverdale Road, a modest Grade I Cape Cod-style house. The building will feature a walk-out basement that opens up to the rear of the lot. It is proposed to occupy 22 per cent of the lot with a building footprint of 461 square metres and a gross floor area of 777.55 square metres. A front yard setback of 6.8 metres is proposed and the rear yard setback is proposed at 22.3 metres. The building will be approximately 42 metres in length from front to rear.

The proposed building is irregularly shaped, with most of its massing located away from the street in the middle of the lot. It will be generally comprised of three wings (one north-south wing, and two east-west wings), with a two-storey side-entry garage located in the front (see Document 7 - Site Plan). A floating volume has been incorporated into the rear courtyard of the building, which will feature a rooftop terrace and exterior spiral staircase.

The building is proposed to be clad in a combination of natural stone, wood siding, and copper (see Document 8 – Elevations). The main volumes of the house will be two storeys in height but will appear as three storeys towards the rear of the lot as the elevation drops. Windows of different shapes and sizes are proposed across the building. The building will have a flat roof and a black metal cornice.

The application is accompanied by a conceptual landscape plan (see Document 9 - Landscape Plan). The two-storey house takes advantage of the existing grade on the site that allows for the creation of a walk-out basement. A natural stone retaining wall is proposed on the south side of the lot. Three mature trees are proposed to be removed to accommodate the construction of the building and 39 new trees are proposed to be planted to assist with visual screening of the building and delineation of the lot boundaries. The landscape treatment of the property is proposed

to consist of a combination of soft landscaping, permeable paving, formal gardens, planters, and green roofs.

The applicant describes the proposed building as an Asian-inspired modernist expression, broken up into a series of linked pavilions spread across the lot (see Document 10 – Renderings). The building has been designed to be set within its natural landscape and preserve most existing landscape features. The visual impact of the building on the streetscape is mitigated somewhat by the presence of mature vegetation and new plantings, and through the choice of natural materials. Most of the building's mass is oriented away from the street to ensure that its potential impact on the streetscape is reduced. This does, however, result in a building that is sited generally in the middle of the lot and that is approximately 42 metres long – almost four times the length of its neighbour at 484 Cloverdale Road.

### **February 2022 Revisions**

Following the applicant's written acceptance to extend the 90-day timeframe for consideration of their application, the applicant met on several occasions with members of the community and Heritage staff to identify possible solutions to the concerns raised. A revised and final application submission was received from the applicant that includes the following revisions:

- Deletion of the “skybox” volume and upper terrace at the rear of the building and the addition of a floating volume in the centre of the building, resulting in a reduction in the building's length of approximately 6 metres;
- Decrease in building footprint of four square metres;
- Increase in gross floor area of 33.52 square metres;
- Increased hardscape driveway of four square metres;
- Reduced front yard setback of one metre;
- Increased rear yard setback of seven metres;
- Enlarged front rooftop terrace and removal of canopy;

- Deletion of most basement windows;
- Additional tree planting;
- Reduction and alteration of proposed windows; and
- Revised material palette.

Despite these revisions, Heritage staff continue to have concerns with the proposed mass and length of the north wing of the building and its impact on the adjacent Grade I property and the surrounding cultural heritage landscape. Staff are of the opinion that the mass and length of this wing have not been adequately revised to conform with Guidelines 7.4.2 (3) and (4) of the Rockcliffe Park HCD Plan, as recommended. The revisions made to the applicant's proposal are, in the opinion of Heritage staff, only minor in nature and in some instances have brought the proposal further out of compliance with the HCD Plan.

Furthermore, several of these revisions are not supported by the Rockcliffe Park HCD Plan, particularly with respect to front yard setbacks, height, massing, front yard landscaping and terraces. Staff have advised the applicant of continued concerns with the proposal and the applicant has indicated they wish to proceed with the application as presented in this report.

As a result of the cumulative impact of these revisions, and the desire of the applicant to proceed despite staff concerns, Heritage staff no longer believe that a conditional approval is appropriate. Staff are unable to support the approval of the application as presented and thus recommend that the application be refused. Detailed analysis of the revised plans using the Rockcliffe Park HCD Plan and the Standards and Guidelines is provided below and attached in Document 12.

### **Rockcliffe Park Heritage Conservation District Plan**

Applications for new construction in the Rockcliffe Park HCD are subject to the guidelines in the Rockcliffe Park HCD Plan. The following subsections of the HCD Plan are applicable to the proposal:

- 5.0 Statement of Objectives

- 6.0 Statement of Cultural Heritage Value
- 7.1 District Policies
- 7.3.3 Landscape Guidelines
- 7.4.2 Guidelines for New Buildings
- 7.4.3 Landscape Guidelines – New Buildings and Additions

Heritage staff have reviewed the proposal against the applicable guidelines of the Rockcliffe Park HCD Plan (see Document 12 – HCD Evaluation Chart) and determined that the application is not consistent with the Plan for the following reasons:

- The proposal is not consistent with the objectives of the HCD Plan as they relate to the enhancement of the cultural heritage value of the HCD, compatibility in terms of height, massing and setbacks, and the conservation of the pattern and character of the associated streetscape.
- The front yard is dominated by hardscaped driveway.
- The height, mass and front yard setback of the new building are not consistent with its Grade I neighbour.
- The proposed building is not sympathetic to its historic neighbours in terms of height and massing, particularly along the north elevation.
- The proposed front terrace negatively impacts the character of the surrounding cultural heritage landscape.
- The expression of the proposed building does not preserve and enhance the residential quality of the HCD.
- The proposal does not maintain the park-like attributes, qualities and atmosphere of the HCD or the original design intentions of Rockcliffe Park as an area characterized by houses located within a visually continuous, rich landscaped setting.



The building has not been sited with a front yard setback consistent with other houses on the street – it is set back one metre closer to the street than its Grade I neighbour. Furthermore, the height of the roof peak of the building is 1.66 metres higher than the midpoint of its neighbour’s roof and their heights are therefore not consistent. In accordance with the City’s Zoning Bylaw, the height of a flat-roofed building is measured to its peak, whereas the height of a building with a sloped roof is measure to its midpoint. This shallower setback, together with a taller flat-roofed building, results in an anomaly in the streetscape that negatively impacts its established features.

On its north elevation the building has a length of approximately 42 metres adjacent to the neighbouring Grade I building. The provision of a walk-out basement towards the rear of the lot results in a two- to three-storey volume of considerable length beside its neighbour, and consequently increases the visual impact of the building on the adjacent Grade I properties. Visual continuity across the landscape is disrupted for the neighbouring Grade I building and the building does not conform with the design intention of a house set within a park-like setting. Furthermore, the revisions made to the building’s fenestration and materials, in addition to its height and massing, result in a building expression that is more institutional in nature and not in keeping with the residential character of the HCD.

### **Standards & Guidelines for the Conservation of Historic Places in Canada**

City Council adopted Parks Canada’s *Standards & Guidelines for the Conservation of Historic Places in Canada* (“Standards & 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 an historic place if its current location is a character-defining element.
- 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.

Heritage staff have reviewed the proposal and determined that it is not consistent with the applicable Standards and Guidelines (see Document 13 – Standards & Guidelines Evaluation Chart) as the proposal does not conserve the heritage value of the HCD or its character-defining elements.

### **Cultural Heritage Impact Statement**

Section 4.6.1 of the City of Ottawa Official Plan requires that a Cultural Heritage Impact Statement (CHIS) be submitted where a proposed new construction, “has the potential to adversely affect the heritage conservation district.” A CHIS was prepared for this proposal by Commonwealth Historic Resource Management and is attached as Document 11 – Cultural Heritage Impact Statement. Heritage staff have reviewed the document and have determined that it meets the requirements of the City’s Guidelines for Cultural Heritage Impact Statements.

The CHIS concludes that the plan for 480 Cloverdale Road is in keeping with the heritage attributes of the HCD and that it maintains its estate qualities and park-like setting. The CHIS furthermore states that the neighbouring Grade I property at 484 Cloverdale Road is respected and that the building’s siting and materials are compatible therewith. “The proposed house is also compatible with the existing streetscape in its height, dimensions, and function as a private family residence.”

Heritage staff do not concur with the findings of the CHIS. As outlined above, the proposal does not comply with the policies and guidelines of the Rockcliffe Park Heritage Conservation District, particularly as it relates to compatibility and consistency of the massing, scale and height and setbacks of the building.

The building has not been sited with a generous front yard setback in keeping with other houses on the street – it is set back one metre closer to the street than its Grade I neighbour. Furthermore, the height of the roof peak of the building is 1.66 metres higher than the midpoint of its neighbour’s roof and their heights are therefore not consistent. This shallower setback, together with a taller flat-roofed building, results in an anomaly in the streetscape that negatively impacts its established features.

While the length of the building has been reduced, the reduction in length of approximately six metres and does not alleviate the concern of the impact of the building's massing on the neighbouring Grade I property and the surrounding cultural heritage landscape. In order to accommodate the relocated floating volume into the middle of the building's layout, the north wing of the building as been angled closer to the north lot line, thereby emphasizing the wall condition this volume creates.

The CHIS presents an alternative option of flipping the building's footprint with the driveway next to 484 Cloverdale Road and the shorter (south) wing on the north side. It is staff's view that this option could have alleviated some concerns in terms of the impact of the north wing's massing on the neighbouring building and the preservation of visual continuity across property lines. This option would have also resulted in more generous spacing between the building at 484 Cloverdale Road and the side entry garage volume.

Heritage staff respectfully disagree that the plan for 480 Cloverdale Road is in keeping with the character defining attributes of the District and does not maintain the estate qualities and park-little setting originally intended. The expression of the building is unusually institutional, rather than residential, as a result of the alteration to windows, materials and articulation. The proposed house is not compatible with the existing streetscape in its height, dimensions and functions as a private family residence.

**Recommendation 1:**

The applicant's proposal has been evaluated against the Rockcliffe Park HCD Plan and the *Standards & Guidelines for the Conservation of Historic Places in Canada*. Heritage staff recommend refusal of the application for new construction at 480 Cloverdale Road as the proposal does not conform with the following guidelines:

- 7.3.3, Front Yards, Plant Material, Trees and Walkways, Guidelines 1, 2 and 3;
- 7.4.2, Guidelines for New Buildings, Guidelines 2, 3, 4, 7 and 11;
- 7.4.3, Landscape Guidelines – New Buildings and Additions, Guidelines 1, 2, 4 and 7; and

- Standards 1 and 11 of the *Standards & Guidelines for the Conservation of Historic Places in Canada*. The proposal does not conserve the heritage value or character-defining elements of the HCD as it is incompatible with the streetscape and the neighbouring Grade I building.

### **Conclusion:**

In conclusion, the mass and length of the new building are out of scale with the associated streetscape, in particular the Grade I property at 484 Cloverdale Road, the character of the proposed building does not reflect the residential character of the Rockcliffe Park Heritage Conservation District and does not conserve the overall heritage value and attributes of the HCD.

Staff have reviewed the application for new construction at 480 Cloverdale Road in accordance with the objectives, policies and guidelines of the Rockcliffe Park HCD Plan and the *Standards & Guidelines for the Conservation of Historic Places in Canada* and recommend refusal of the application for the reasons outlined in this report.

### **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that is not consistent with the Provincial Policy Statement, 2020.

### **RURAL IMPLICATIONS**

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

### **CONSULTATION**

The original application was posted on the City's Development Application Search Tool (DevApps) webpage on October 25, 2021.

The Rockcliffe Park Residents Association (RPRA) was originally notified of the heritage permit application on 25 October 2021 and offered the opportunity to provide written or verbal comments. The RPRA was advised of the revised application.

Heritage Ottawa was notified of the application on October 25, 2021 and offered the opportunity to provide written or verbal comments. Heritage Ottawa was advised of the revised application.

Neighbours within 30 metres of the property were notified of the original application and meeting dates and offered the opportunity to provide written or verbal comments. Residents that previously provided written or verbal comments were informed of the revised application.

The RPRA Heritage Committee participated in pre-consultation meetings with staff and the applicant on 7 January 2021, 26 February 2021, and 26 July 2021. Staff and the RPRA Heritage Committee provided joint comments on the proposal following each pre-consultation meeting and the proposal was iteratively revised to better align with the guidelines of the Rockcliffe Park HCD Plan.

The applicant met with immediate neighbours, the Ward Councillor and City staff to discuss proposed revisions on January 7, 2022.

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

Councillor King is aware of this application and provided the following comments:

“Rockcliffe Park is designated as a Heritage Conservation District under the Ontario Heritage Act. The special heritage character of the community is defined by its unique green spaces and park-like setting, generous lots and gardens, and houses set unobtrusively within a visually continuous green landscape.

“As Martha Edmond so eloquently noted in “Rockcliffe Park: A History of the Village”:  
"The physical characteristics of Rockcliffe have played a role in determining how the community would develop over time. The topography has influenced the siting of houses, the choice of construction materials, and has provided a distinct and defining character to the Village."

“The definition of the community and its design is clearly outlined in the Rockcliffe Park Heritage Conservation District Plan, which is designed to protect the neighbourhood.

“While new construction is welcome, the expectation under the Heritage Conservation District Plan is conformity to its specifications, which were specifically created to actively protect the heritage of Rockcliffe Park, which is the only ‘park neighbourhood’ in Canada.

“The Plan explicitly notes that "new buildings shall contribute to and not detract from the heritage character of the Heritage Conservation District and its attributes".

“The Plan also dictates that "construction of new buildings will only be permitted when the new building does not detract from the historic landscape characteristics of the associated streetscape, the height and mass of the new building are consistent with the Grade I buildings in the associated streetscape, and the siting and materials of the new building are compatible with the Grade I buildings in the associated streetscape".

“Considering the circumstances surrounding the 480 Cloverdale application, the new submission is not compatible with the built forms in the surrounding context and does not respect the character of the neighbourhood, despite efforts by the applicant to make design changes in response to neighbour concerns.

“In the new submission: the overall height has not been reduced; the height is not comparable to area properties in the manner by which it is supposed to be measured, and particularly does not conform to the height of the Grade 1 property next door to the north at 484 Cloverdale; and finally, the building footprint is even larger than first proposed.

“Consequently, I believe the new submitted design in its current form does not conform with the Heritage Conservation District Plan. I believe the design as proposed will create an unacceptable adverse impact on abutting and adjoining properties and will negatively impact the neighbourhood character in general.

As Ward Councillor, I therefore concur with the City staff recommendation to refuse the application.”

## **LEGAL IMPLICATIONS**

Council may approve the application for a permit, refuse the application, or approve the permit, subject to terms and conditions.

Should Council adopt the report recommendation and refuse the permit, or grant the permit with terms and conditions attached, the owner of the property may choose to appeal the decision to the Tribunal.

## **RISK MANAGEMENT IMPLICATIONS**

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

## **ASSET MANAGEMENT IMPLICATIONS**

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

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with the recommendations in this report.

## **ECONOMIC IMPLICATIONS**

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

## **CLIMATE IMPLICATIONS**

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

## **ENVIRONMENTAL IMPLICATIONS**

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

## **INDIGENOUS GENDER AND EQUITY IMPLICATIONS**

There are no Indigenous or gender equity implications associated with the recommendations in this report.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priority:

- 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 2022-Feb-28.

## **SUPPORTING DOCUMENTATION**

Document 1	Project Description
Document 2	Location Map
Document 3	Existing Conditions
Document 4	Survey
Document 5	Statement of Cultural Heritage Value
Document 6	Site Statistics
Document 7	Site Plan
Document 8	Elevations
Document 9	Landscape Plan
Document 10	Renderings
Document 11	Cultural Heritage Impact Statement
Document 12	HCD Plan Evaluation Chart
Document 13	Standards & Guidelines Evaluation Chart

## **DISPOSITION**

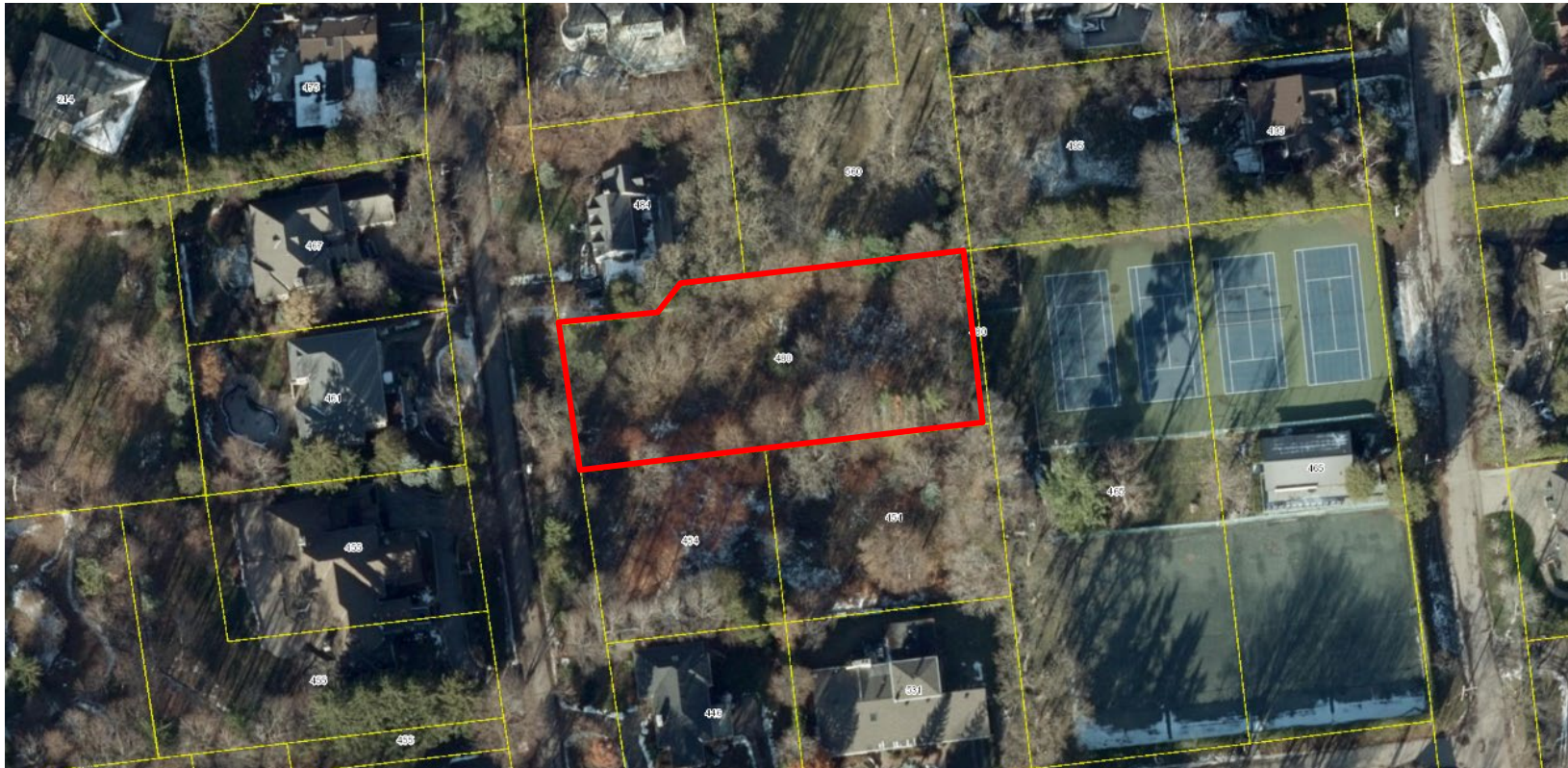
Office of the City Clerk, Council and Committee Services, to notify the property owner and the Ontario Heritage Trust, 10 Adelaide Street East, 3<sup>rd</sup> Floor, Toronto, Ontario, M5C 1J3) of Council's decision.



Document 2 – Location Map



Document 3 – Existing Conditions



Aerial view of the lot at 480 Cloverdale Road (outlined in red) and surrounding property parcels. The lot is vacant and heavily wooded. (Source: GeoOttawa, 2021; aerial imagery, 2019).





Left: An existing retaining wall on the north-west side of the property. Right: Heavy vegetation on the property. (Source: Linebox, 2021).





Left: High canopy of mature trees. Right: A range of mature trees and shrubs on the property. (Source: Linebox, 2021).

## **Document 5 – Statement of Cultural Heritage Value**

### **6.0 Statement of Cultural Heritage Value**

A “Statement of Cultural Heritage Value” is the foundation of all heritage conservation district plans. The statement below is based on the original statement in the 1997 Rockcliffe HCD Study but has been shortened and adapted in consultation with the author of the original Rockcliffe Park study to reflect the current requirements of the *Ontario Heritage Act*.

#### **Statement of Cultural Heritage Value and Heritage Attributes**

Rockcliffe Park is a rare and significant approach to estate layout and landscape design adapted to Canada’s natural landscape from 18th century English precedents. Originally purchased from the Crown by Thomas McKay, it was laid out according to the principles of the picturesque tradition in a series of “Park and Villa” lots by his son-in-law Thomas Keefer in 1864. The historical associations of the village with the McKay/Keefer family, who were influential in the economic, social, cultural and political development of Ottawa continue and the heritage conservation district is a testament to the ideas and initiatives of various key members of this extended family, and their influence in shaping this area.

Rockcliffe Park today is a remarkably consistent reflection of Keefer’s original design intentions. Although development of the residential lots has taken place very gradually, the ideas of estate management, of individual lots as part of a larger whole, of picturesque design, of residential focus, have survived. This continuity of vision is very rare in a community where development has occurred on a relatively large scale over such a long time period.

The preservation of the natural landscape, the deliberately curved roads, lined with mature trees, and without curbs or sidewalks, the careful landscaping of the public spaces and corridors, together with the strong landscaping of the individual properties, create the apparently casual and informal style so integral to the picturesque tradition. The preservation and enhancement of topographical features including the lake and pond, the internal ridges and slopes, and the various rock outcroppings, has reinforced the original design intentions. The views to and from the Ottawa River, the Beechwood escarpment, and the other park areas are integral to the picturesque quality of

Rockcliffe Park. Beechwood Cemetery and the Rockeries serve as a compatible landscaped boundary from the earliest period of settlement through to the present. The various border lands create important gateways to the area and help establish its particular character.

The architectural design of the buildings and associated institutional facilities is similarly deliberate and careful and reflects the casual elegance and asymmetry of the English country revival styles, such as the Georgian Revival, Tudor Revival and Arts and Crafts. Many of the houses were designed by architects in these styles. The generosity of space around the houses, and the flow of this space from one property to the next by continuous planting rather than hard fence lines, has maintained the estate qualities and park setting envisioned by Keefer.

### **Statement of Heritage Attributes**

The Rockcliffe Park Heritage Conservation District comprises the entire former village of Rockcliffe Park, an independent municipality until amalgamation with the City of Ottawa in 2001. Section 41.1 (5) c of the *Ontario Heritage Act* requires the Heritage District Plan to include a “description of the heritage attributes of the heritage conservation district and of properties in the district.” A “Heritage Survey Form” outlining the heritage attributes for every property in the HCD has been compiled and evaluated. The forms are held on file with the City of Ottawa.

### **Description of Heritage Attributes**

The attributes of the Rockcliffe Park HCD are:

- The natural features that distinguish the HCD, including McKay lake and its shoreline, the varied terrain, and topography;
- The unobtrusive siting of the houses on streets and the generous spacing relative to the neighbouring buildings;
- The variety of mature street trees and the dense forested character that they create;
- The profusion of trees, hedges, and shrubs on private property;

- Varied lot sizes and irregularly shaped lots;
- Generous spacing and setbacks of the buildings;
- Cedar hedges planted to demarcate property lines and to create privacy;
- The dominance of soft landscaping over hard landscaping;
- Wide publicly-owned verges;
- The remaining Villa lots laid out in McKay's original plan;
- The high concentration of buildings by architect Allan Keefer, including 725 and 741 Acacia, 11 Crescent Road;
- The rich mix of buildings types and styles from all eras, with the Tudor Revival and Georgian Revival styles forming a large proportion of the total building stock;
- The predominance of stucco and stone houses over and the relative rarity of brick buildings;
- The narrow width of many streets, such as McKinnon and Kinzua Roads;
- The historic road pattern that still reflects the original design established by Thomas Keefer;
- The low, dry stone walls in certain areas of the Village, including around Ashbury College;
- The existing garden features that enhance the public realm and distinguish certain private properties, including the garden gate at 585 Manor Ave, and the white picket fence at 190 Coltrin Road;
- Informal landscape character with simple walkways, driveways, stone retaining walls and flowerbeds;
- The "dog walk," a public footpath that extends from Old Prospect Road to corner of Lansdowne Road and Mariposa Avenue;

- The public open spaces including the Village Green and its associated Jubilee Garden;
- Institutional and recreational buildings including the three schools, Rockcliffe Park Public School, Ashbury College and Elmwood School for Girls and the Rockcliffe Park Tennis Club;
- The significant amenities of the Caldwell-Carver Conservation Area, McKay Lake and the Pond,
- The multi-unit buildings, small lots, and more modest houses in the area bounded by Oakhill to the east, Beechwood to the south, and Acacia to the west and north, referred to as the “Panhandle,” that characterize the south and west boundaries of the District.
- The regular front yard setbacks on some streets such as Sir Guy Carleton Street, Blenheim Drive and Birch Avenue
- The irregular front yard setbacks on some streets, such as Mariposa Avenue between Springfield and Lisgar Roads, Crescent Road, Acacia Avenue and Buena Vista between Springfield and Cloverdale Roads



Document 12 – HCD Plan Evaluation Chart

Section	Applicable Guidelines	Staff Comment
<p><b>5.0</b> <b>Objectives</b></p>	<p>“To conserve and enhance Rockcliffe Park’s unique character as a planned and designed 19th century community characterized by its narrow curving roads, without curbs or sidewalks, large lots and gardens, and buildings set within a visually continuous green landscape.”</p>	<p>The proposed building has a contemporary design and is located on a large lot. The retention of most existing landscape features, proposed new plantings, and choice of materials helps to integrate the new building in its surroundings.</p>
	<p>“To ensure that the rehabilitation of existing buildings, the construction of additions to existing buildings and new buildings contribute to and enhance the cultural heritage values of the HCD.”</p>	<p>The proposal retains most existing landscape features. The height, mass, length and institutional expression of the building, however, detract from the cultural heritage values of the HCD.</p>
	<p>“To maintain the park-like attributes, qualities and atmosphere of the HCD.”</p>	<p>In general, the landscape plan for the proposal is consistent with this objective. It maintains the park-like attributes, qualities and atmosphere of the HCD through its retention of most existing landscape features and the proposed planting of new trees.</p>

		<p>The mass, length and height of the building, however, detract from the park-like attributes, qualities and atmosphere of the HCD. In addition, the increased hardscape driveway results in the front yard being dominated by hardscape.</p>
	<p>“To ensure that the original design intentions of Rockcliffe Park as an area characterized by houses located within a visually continuous, rich landscaped setting continue.”</p>	<p>Most existing landscape features are to be retained. The building is designed with natural materials. Many new trees are proposed to be planted.</p> <p>However, while the landscape plan maintains this original design intention of the HCD, the irregular massing of the building, particularly the north wing, creates a long wall that interrupts the continuity of the rear yards and compromises the qualities of a visually continuous, rich landscape.</p>
	<p>“To ensure that new house construction is compatible with, sympathetic to and has regard for the height, massing and setbacks of the established heritage character of the streetscape in order to conserve the character and pattern of</p>	<p>The proposal is not consistent with this objective. The proposed front yard setback, height and massing of the new building do not conserve the character and pattern of the</p>

	the associated streetscape, while creating a distinction between new and old.”	associated streetscape as they are incompatible with the neighbouring building.
	“To ensure the use of natural materials for new construction to reflect the existing character of the area.”	The proposal is consistent with this objective. The choice of natural materials proposed (stone, copper and wood) reflect the existing character of the area.
	“To encourage the retention of existing trees, shrubs, hedges and landscape features on public and private property.”	The proposal is consistent with this objective. The proposal will result in the retention of all but three mature trees.
<b>7.3.3, Front Yards, Plant Material, Trees and Walkways</b>	1. “The dominance of soft landscape over hard landscape is an essential heritage attribute of the HCD and shall be retained in order to maintain a green setting for each property.”	The proposal is generally consistent with this guideline. However, much of the front yard is proposed as hardscaped driveway, which does not respect the attributes and established character of the associated streetscape and the HCD.
	2. “Landscape projects shall respect the attributes and established character of the associated streetscape and the HCD.”	The proposal is generally consistent with this guideline. However, much of the front yard is proposed as hardscaped driveway, which does not respect the attributes and established

		character of the associated streetscape and the HCD.
	3. "Front yards shall have a generous area of soft landscaping which may include lawns, shrubs and flower beds, specimen or groupings of trees. The tradition of using native plant material is encouraged. Existing elements such as lawns, flower beds, glades of trees, shrubs, rocks and low stone walls shall be maintained and hard surfacing shall be kept to a minimum."	The proposal is not consistent with this guideline. Much of the front yard is proposed as hardscaped driveway as opposed to soft landscaping.
	4. "The removal of mature trees is strongly discouraged. Where a tree must be removed to allow for new construction, it will be replaced with a new tree of an appropriate size and species."	The proposal is consistent with this guideline. Three mature trees are proposed to be removed. Many new trees are proposed to be planted.
	10. "Visual continuity across property lines is strongly encouraged. Where dividing lines are required, hedges are an appropriate alternative to fences."	The landscape plan is consistent with this guideline as no fences are proposed

<b>7.3.3, Driveways, Landscape Features, and Lighting</b>	1. "Driveway design that minimizes the amount of asphalt and other paving materials is encouraged. Consideration should be given to the use of porous materials such as turfstone."	The proposal is consistent with this guideline. The driveway is proposed to be constructed with permeable paving.
<b>7.3.3, Fences</b>	1. "The use of fences to delineate lots was not typical for much of the history of the HCD. The continuation of soft borders between lots is encouraged. When fences are required for safety, they shall not be located in the front yard, and shall comply with the City's Fence by-law."	The proposal is consistent with this guideline as no fences are proposed.
<b>7.3.3, Lot Sizes</b>	4. "All lots will be large enough to provide generous open space around buildings, thus protecting the continuity and dominance of the soft landscape."	The proposal is consistent with this guideline. The existing lot is unusually large, and the proposed setbacks are appropriate to ensure generous open space between buildings. The applicant has demonstrated that soft landscaping will dominate the lot.
<b>7.4.2, Guidelines for New Buildings</b>	2. "New buildings shall contribute to and not detract from the heritage character of the HCD and its attributes."	The building has been designed generally to be set within its landscape. Hardscape is generally minimized. The proposed materials proposed will be complementary to the cultural heritage landscape of the HCD.

		<p>However, the proposed irregular massing of the building creates a very long footprint, particularly along the north elevation, which combined with the grade change will create the appearance of a two and three storey volume adjacent to the Grade I property at 484 Cloverdale and the rear of the Grade I property at 560 Hillsdale Road. The front yard setback and height of the building are not consistent with its neighbour. The expression of the building appears more institutional in character than residential.</p>
	<p>3. “Construction of new buildings will only be permitted when the new building does not detract from the historic landscape characteristics of the associated streetscape, the height and mass of the new building are consistent with the Grade I buildings in the associated streetscape, and the siting and materials of the new building are compatible with the Grade I buildings in the associated streetscape.”</p>	<p>The proposed front yard setback and height of the new building, as well as the dominance of hardscaped driveway in the front yard, detract from the characteristics of the associated streetscape. Most of the building’s mass is organized in the middle of the lot. However, this results in a building of considerable length and scale adjacent to its neighbour, which is a modestly sized Grade I building.</p>
	<p>4. “New buildings shall be of their own time but sympathetic to the character of their historic</p>	<p>The building design is of its own time. The overall mass of the building is significantly larger</p>

	<p>neighbours in terms of massing, height and materials. New buildings are not required to replicate historical styles.”</p>	<p>than the building at 484 Cloverdale Road. Most of the building’s mass is organized in the middle of the lot, which results in a building of considerable length and scale adjacent to its neighbour, which is a modestly sized Grade I building. The height and mass of the building are not sympathetic to its historic neighbour.</p>
	<p>6. “Existing grades shall be maintained.”</p>	<p>Staff are unable to fully assess compliance with this guideline. The applicant has stated that existing grades are to be substantially maintained; however, this has not been confirmed through a final grading plan.</p>
	<p>7. “In order to protect the expansive front lawns, and the generous spacing and setbacks of the buildings, identified as heritage attributes of the HCD, the following Guidelines shall be used when determining the location of new houses on their lots:</p> <p>(a) “New buildings on interior lots shall be sensitively sited in relation to adjacent buildings. Unless a new building maintains the front yard setback of a building it is replacing, the front yard</p>	<p>The proposal is not consistent with this guideline. Much of the front yard is proposed as hardscaped driveway as opposed to soft landscaping. The front yard setback of the building is less than that of its neighbour.</p>

	<p>setback of the new building shall be consistent with that of the adjacent building that is set closest to the street. A new building may be set back further from the street than adjacent buildings.”</p>	
	<p>8. “Windows may be wood, metal clad wood, steel or other materials as appropriate. Multi-paned windows should have appropriate muntin bars.”</p>	<p>The proposal is consistent with this guideline. Aluminium framed windows are proposed.</p>
	<p>9. “The use of natural materials, such as stone, real stucco, brick and wood is an important attribute of the HCD, and the use of materials such as vinyl siding, aluminium soffits, synthetic stucco, and manufactured stone will not be supported.”</p>	<p>The proposal is consistent with this guideline. The materials proposed are appropriate and will help to integrate the building in its natural surroundings.</p>
	<p>10. “Terraces on the top storey of buildings do not form part of the heritage character of the HCD, however, a terrace on the top storey may be permitted if it is set back from the roof edge, it and its fixtures are not visible from the surrounding public realm and the terrace does</p>	<p>The proposal is consistent with this guideline. The proposed rooftop terrace on the floating volume at the rear of the building is not visible from neighbouring properties, is set back significantly from the rear lot line of the property and will be screened by many mature trees.</p>



	<p>not have a negative effect on the character of the surrounding cultural heritage landscape.”</p>	
	<p>11. “Terraces and balconies below the top storey (for example, on a garage roof, or one storey addition) may be recommended for approval if they do not have a negative effect on the character of the surrounding cultural heritage landscape.”</p>	<p>The proposal is not consistent with this guideline. The terrace above the garage is located approximately at the edge of the front volume of the building, which is not set back sufficiently from the street. The terrace will be visible from the public realm, although somewhat mitigated by the presence of front trees.</p>
	<p>12. “If brick and stone cladding is proposed, it will extend to all façades and not be used solely on the front façade. Other cladding materials may be appropriate.”</p>	<p>The proposal is consistent with this guideline. Stone cladding is proposed on all façades of the building.</p>
<p><b>7.4.3, Landscape Guidelines – New Buildings and Additions</b></p>	<p>1. “New buildings and additions to existing buildings shall respect the heritage attributes of the lot’s existing hard and soft landscape, including but not limited to trees, hedges and flowerbeds, pathways, setbacks and yards. Soft landscaping will dominate the property.”</p>	<p>The proposal is generally consistent with this guideline. The landscape attributes of the lot are substantially retained and enhanced through the addition of new trees. The applicant has demonstrated that soft landscaping will dominate the lot; however, the front yard is dominated by hardscaped driveway.</p>

	<p>2. “New buildings and additions will be sited on a property to respect the established landscaped character of the streetscape.”</p>	<p>The proposal is generally consistent with this guideline. A two-storey side garage is proposed at the front of the building, with most of its massing located away from the street. However, the proposed front yard setback is not consistent with the neighbouring Grade I building and the front yard is dominated by hardscaped driveway.</p>
	<p>3. “The existing landscaped character of a lot will be preserved, when new buildings and additions are constructed.”</p>	<p>The proposal is consistent with this guideline. The retention of most existing landscape features and proposed new plantings maintain the character of the lot.</p>
	<p>4. “The front lawns and side yards of new buildings shall protect the continuity and dominance of the soft landscape within the HCD.”</p>	<p>The proposal is not consistent with this guideline. Much of the front yard is proposed as hardscaped driveway as opposed to soft landscaping.</p>
	<p>7. “Setbacks, topography and existing grades, trees, pathways and special features, such as stone walls and front walks shall be preserved.”</p>	<p>The proposal is not consistent with this guideline. The proposed front yard setback of the building is not consistent with the neighbouring Grade I building to the north.</p>
	<p>8. “All applications for new construction shall be accompanied by a detailed landscape plan. The</p>	<p>A provisional landscape plan has been provided.</p>

	plan must clearly indicate the location of all trees, shrubs and landscape features including those to be preserved and those to be removed, and illustrate all changes proposed to the landscape.”	
	9. “The removal of mature trees is strongly discouraged and all applications will be subject to the appropriate bylaw and permitting process. Where a tree has to be removed to accommodate new construction, it will be replaced with a new tree of an appropriate size and species elsewhere on the lot with preference given to native species.”	The proposal is consistent with this guideline. Three mature trees are proposed to be removed. Many new trees are proposed to be planted.
	10. “Existing grades shall be maintained.”	It is understood that existing grades are to be substantially maintained; however, this has not been confirmed through a final grading plan.

**Document 13 – Standards & Guidelines Evaluation Chart**

<b>Applicable Standards</b>	<b>Proposal</b>	<b>Staff Comment</b>
<p>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 an historic place if its current location is a character-defining element.</p>	<p>The proposal is for new construction and the design of the building, contemporary in style, has been guided by the guidelines in the Rockcliffe Park HCD Plan. Most existing landscape features are to be retained and new trees are proposed. The building is designed with natural materials, including wood, stone, and copper. The proposed building is generally surrounded by soft landscaping.</p>	<p>The proposal is not consistent with these Standards. The proposal detracts from the heritage value of the streetscape and of historic homes in the associated streetscape as the building is set closer to the street and is taller than its Grade I neighbour. The proposed length and mass of the building on its north elevation are not consistent with or sympathetic to its neighbour and interrupt visual continuity of the landscape in the HCD. The institutional expression of the building do not preserve or enhance the residential character of the HCD.</p>
<p>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.</p>	<p>The proposed new building will be taller than and set back closer to the street than its historic neighbour. It will be two storeys in height with a walk-out basement opening up towards the rear of the lot. It is irregularly shaped in plan, comprised of several interlinked wings. The building has a length of approximately 42 metres.</p>	