

**Report to
Rapport au:**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
May 14, 2015 / 14 mai 2015**

and / et

**Planning Committee / Comité de l'urbanisme
May 26, 2015 / 26 mai 2015**

**and Council / et au Conseil
June 10, 2015 / 10 juin 2015**

**Submitted on April 29, 2015
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Submitted by

Soumis par:

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SUBJECT: Sandy Hill Heritage Study

OBJET: Étude patrimoniale de la Côte-de-Sable

REPORT RECOMMENDATIONS

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

- 1. Approve the creation of the Sandy Hill Cultural Heritage Character Area for the area shown in Document 2;**
- 2. Adopt the Sandy Hill Cultural Heritage Character Area Guidelines, attached as Document 3;**
- 3. Adopt the Heritage Conservation District Plans, attached as Documents 4 through 8, for the five existing Heritage Conservation Districts in Sandy Hill; identified as King Edward Avenue, Wilbrod/Laurier, Stewart/Wilbrod, Daly Avenue and Sweetland Avenue, according to Section 41.1 of the *Ontario Heritage Act*;**
- 4. Approve the addition of the buildings listed in Document 9 to the City of Ottawa Heritage Register according to Section 27 of the *Ontario Heritage Act*; and**
- 5. Direct staff to initiate Phase II of the Sandy Hill Heritage Study to examine possible additional designations under Part IV and Part V of the *Ontario Heritage Act*.**

RECOMMANDATIONS DU RAPPORT

Que le Comité consultatif sur le patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil ;

- 1. d'approuver la création du secteur à caractère patrimonial culturel de la Côte-de-Sable, pour le secteur indiqué dans le Document 2;**
- 2. d'adopter les lignes directrices du secteur à caractère patrimonial culturel de la Côte-de-Sable, que vous trouverez ci-jointes dans le Document 3 ;**

3. **d'adopter les plans des districts de conservation du patrimoine, présentés dans les Documents 4 à 8 ci-joints, pour les cinq districts de conservation du patrimoine existants dans le secteur Côte-de-Sable; soit l'avenue King Edward, Wilbrod/Laurier, Stewart/Wilbrod, l'avenue Daly et l'avenue Sweetland, conformément à l'article 41.1 de la *Loi sur le patrimoine de l'Ontario*;**
4. **d'approuver l'ajout des bâtiments énoncés dans le Document 9 au Registre du patrimoine de la Ville d'Ottawa, conformément à l'article 27 de la *Loi sur le patrimoine de l'Ontario*;**
5. **de demander au personnel d'amorcer la phase II de l'étude patrimoniale de la Côte-de-Sable, afin d'examiner l'ajout possible de désignations supplémentaires, aux termes de la partie IV et de la partie V de la *Loi sur le patrimoine de l'Ontario*.**

BACKGROUND

The City of Ottawa designated five heritage conservation districts (HCD) in Sandy Hill east of King Edward Avenue in 1982. These HCDs included the Daly Avenue HCD, the Laurier/Wilbrod HCD, Stewart/Wilbrod HCD, the Sweetland Avenue HCD and the King Edward HCD. These districts are shown on Document 1. These were the first HCDs designated in Ottawa and some of the earliest in Ontario. At the time of designation, no management guidelines or statement of heritage character were adopted for the districts.

On November 13, 2002, Les Jardins Pondev Ltée/ Groupe Lepine demolished two buildings on the Nicholas Waller Triangle without permits and the City initiated prosecution. In November 2004, a settlement of \$250,000 was received by the City. Committee and Council recommended that \$150,000 of this amount be used to undertake a study of Sandy Hill and its heritage conservation districts. City Council approved the initiation of a heritage study of Sandy Hill at its meeting of February 8, 2006. The study had three main goals:

1. Evaluate the buildings in the study area for their cultural heritage value. This included approximately 840 buildings, constructed after 1950.
2. Adopt heritage conservation district plans for the existing five HCD.
3. Consider options for the protection of the heritage character of the study area.

(See: <http://ottawa.ca/calendar/ottawa/citycouncil/occ/2006/02-08/pec/ACS2006-PGM-APR-0005.htm>)

In 2007, the City hired a team of consultants to complete the study. The consultant team was led by Fournier Gersovitz Moss Architects & Associates. The team also included Herb Stovel, Heritage Consultant and Dana Johnson, Architectural Historian. The Sandy Hill Heritage Study was submitted to the City in 2010. There are outstanding funds from the settlement still available.

Staff have reviewed the recommendations in the consultant study and this report outlines the recommended actions. This report has been prepared because the adoption of heritage conservation district plans, additions to the Heritage Register and the creation of the Cultural Heritage Character Area require the approval of City Council.

DISCUSSION

Recommendations 1 and 2

Cultural Heritage Character Area

The area shown on the map included in Document 2 is proposed as the Sandy Hill Cultural Heritage Character Area (Heritage Character Area). It includes almost all of the properties within the Sandy Hill Heritage Study Area that are not included in the existing HCDs. The only difference between the proposed Heritage Character Area and the study area is the removal of properties fronting onto King Edward Avenue south of Laurier Avenue. These properties have not been included in the Heritage Character Area as this section of King Edward Avenue has policies and zoning in place that encourage its redevelopment as part of the University of Ottawa campus.

The heritage character area recommended for Sandy Hill is an urban cultural landscape that has evolved since the mid-19th century from one of Ottawa's earliest residential neighbourhoods at the edge of the city to a vibrant and mixed urban neighbourhood in the core of the city. It is associated with the early development of the city and Ottawa's role as the national capital. In the 19th century, the neighbourhood was the home of many politicians and senior civil servants who worked at nearby Parliament Hill. The area's rich architectural character reflects its status as an upper-middle class 19th century neighbourhood.

The City of Ottawa Official Plan provides the following direction related to cultural heritage character areas:

The City may recognize core areas of villages, older residential neighbourhoods, cultural landscapes or other areas in both the urban and rural areas as Cultural Heritage Character Areas, where designation under the *Ontario Heritage Act* may or may not be appropriate. In these areas, the City will prepare design guidelines to help private and public landowners construct new buildings, or additions or renovations to existing buildings, to reflect the identified cultural heritage features of the community.

To date, the City has created one other cultural heritage character area, in the Village of Richmond.

The proposed guidelines, attached as Document 3, are intended to be used in conjunction with all other relevant municipal and provincial planning policy and by-laws. The goals of the proposed Heritage Character Area are to celebrate the rich history of Sandy Hill, encourage retention of historic building fabric, assist property owners planning restoration and renovation projects, and to guide new development that is appropriate to the character of the neighbourhood. The proposed guidelines are divided into four sections: category 1, 2 and 3 buildings, category 4 buildings, infill and streetscape and public realm.

Recommendation 3

Heritage Conservation District Plans

In 2005, the *Ontario Heritage Act* was amended and, for the first time, buildings designated under Part IV and V were permanently protected from demolition. In addition, the revised *Ontario Heritage Act* required that City Council adopt, by by-law, a heritage conservation district plan for all newly designated heritage conservation districts. The revised *Ontario Heritage Act* has no requirement to update older HCDs to include heritage conservation district plans; however, Section 41.1 (2) of the *Ontario Heritage Act* provides the ability for Council to pass a new by-law adopting a heritage conservation district plan for existing HCDs. An HCD plan, adopted by by-law provides appropriate tools to manage change in an HCD and a greater level of protection for the cultural heritage character of the HCD.

The *Ontario Heritage Act* also prescribes the content of an HCD plan in Section 41.1 (5). A HCD plan must include:

- A statement of the objectives to be achieved in designating the area as a heritage conservation district;

- A statement explaining the cultural heritage value or interest of the heritage conservation district;
- A description of the heritage attributes of the heritage conservation district and of properties in the district;
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and
- A description of the alterations or classes of alterations that are minor in nature and do not require a heritage permit.

HCD plans that meet the above requirements have been drafted for each of the five existing HCDs in the study area and are attached to this report as Documents 4 to 8. Given the similar historical and architectural context of the existing HCDs, the content of these five plans is very similar, with minor changes to reflect the specific conditions in each district. In addition, a Statement of Heritage Character and a list of Heritage Attributes have been drafted for each HCD. If adopted by City Council, by-laws including the HCD Plans will be prepared for Council approval. The statutory requirements for public consultation under the *Ontario Heritage Act* have also been met as discussed in the Consultation section below.

Recommendation 4

Heritage Register

Section 27(1.2) of the *Ontario Heritage Act* gives municipalities the ability to list non-designated properties of cultural heritage value or interest on the Heritage Register.

The implication of listing properties on the City of Ottawa Heritage Register is listed in Section 27(3) of the *Ontario Heritage Act*:

If property included on the register under subsection (1.2) has not been designated under Section 29, the owner of the property shall not demolish or remove a building or structure on the property...unless the owner gives the council of the municipality at least 60 days notice in writing of the owner's intent to demolish or remove the building or structure....

Over 800 buildings were evaluated through the Sandy Hill Heritage Study. Of those buildings that were not already designated, there are 332 buildings that were deemed worthy of addition to the Heritage Register. The properties shown on the map and listed

in Document 9 are recommended for inclusion on the City of Ottawa Heritage Register under Section 27 (1.2) of the *Ontario Heritage Act*.

Recommendation 5

Future Designations

The consultant report submitted in 2010 contained recommendations for additional designations under Part IV and Part V of the *Ontario Heritage Act*. There is approximately \$60,000 remaining in the Sandy Hill Heritage Study project budget from the aforementioned Groupe Lepine settlement and the Department recommends that the remaining funds be used to hire a consultant to complete the proposed designations.

The report recommended that City consider the designation of four additional properties under Part IV of the *Ontario Heritage Act*. These properties include the former École Saint-Pierre, 353 Friel Street, École Franco-Jeunesse, 119 Osgoode Street and houses located at 55 Russell Avenue and 323 Chapel Street.

In addition, the consultant report identified four additional areas in Sandy Hill for possible designation as new HCDs. These areas include:

- Russell Avenue, Chapel Street and Blackburn Avenue between Laurier Avenue and Osgoode Street.
- Marlborough Avenue and Range Road between Laurier Avenue and Osgoode Street.
- Besserer Street and Daly Avenue east of Charlotte Street.
- King Edward Avenue, Henderson and Nelson Streets between Laurier Avenue and Osgoode Street.

These areas are shown on the map attached as Document 10.

The department recommends using the remaining funds to undertake the necessary work to move forward with the recommended Part IV designations and determine if the additional areas merit Part V designation and to prepare heritage conservation district plans for any new HCDs.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

HCD Plans and Cultural Heritage Character Area

Since the beginning of the Sandy Hill Heritage Study in 2008, several public meetings have been held. The most recent public open house was held on June 26, 2014 to present the draft HCD plans and the draft Cultural Heritage Character Area Guidelines and receive feedback. Property owners in the study area were notified of the meeting by way of postcard and notice was given of the meeting date in the Ottawa Community News and Le Droit. Heritage Ottawa and Action Sandy Hill were also invited to the open house. Forty-four people signed the attendance sheet at the open house.

Section 41.1 (6) of the *Ontario Heritage Act* requires that at least one public meeting be held prior to City Council passing a by-law adopting an HCD plan. The June 26, 2014 meeting served as the public meeting required by the *Ontario Heritage Act*.

In addition to the public open house, the draft documents were made available on the City's website and interested parties were offered the opportunity to provide comments on the draft documents by email or telephone until July 15, 2014. The overall reaction to the proposed plans and guidelines was positive. No comments were received.

COMMENTS BY THE WARD COUNCILLOR

Councillor Fleury supports the recommendations of the report and provided the following comment:

"These new measures will go a long way in protecting the heritage character of Sandy Hill. I am glad to see that we have the remaining funding to go ahead and begin work on phase II."

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendations outlined in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications.

FINANCIAL IMPLICATIONS

There is \$60,000 remaining in 990234 Heritage Study account. Pending approval, these funds will be transferred into a new account, Sandy Hill Heritage Study, and used to hire

a consultant to complete the proposed designations. The new account will be set up with a project completion year of 2016.

ACCESSIBILITY IMPACTS

There are no accessibility implications.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priority:

HC4 – Improve Arts and Heritage.

APPLICATION PROCESS TIMELINE STATUS

The application was processed within the 90-day statutory requirement under the *Ontario Heritage Act*.

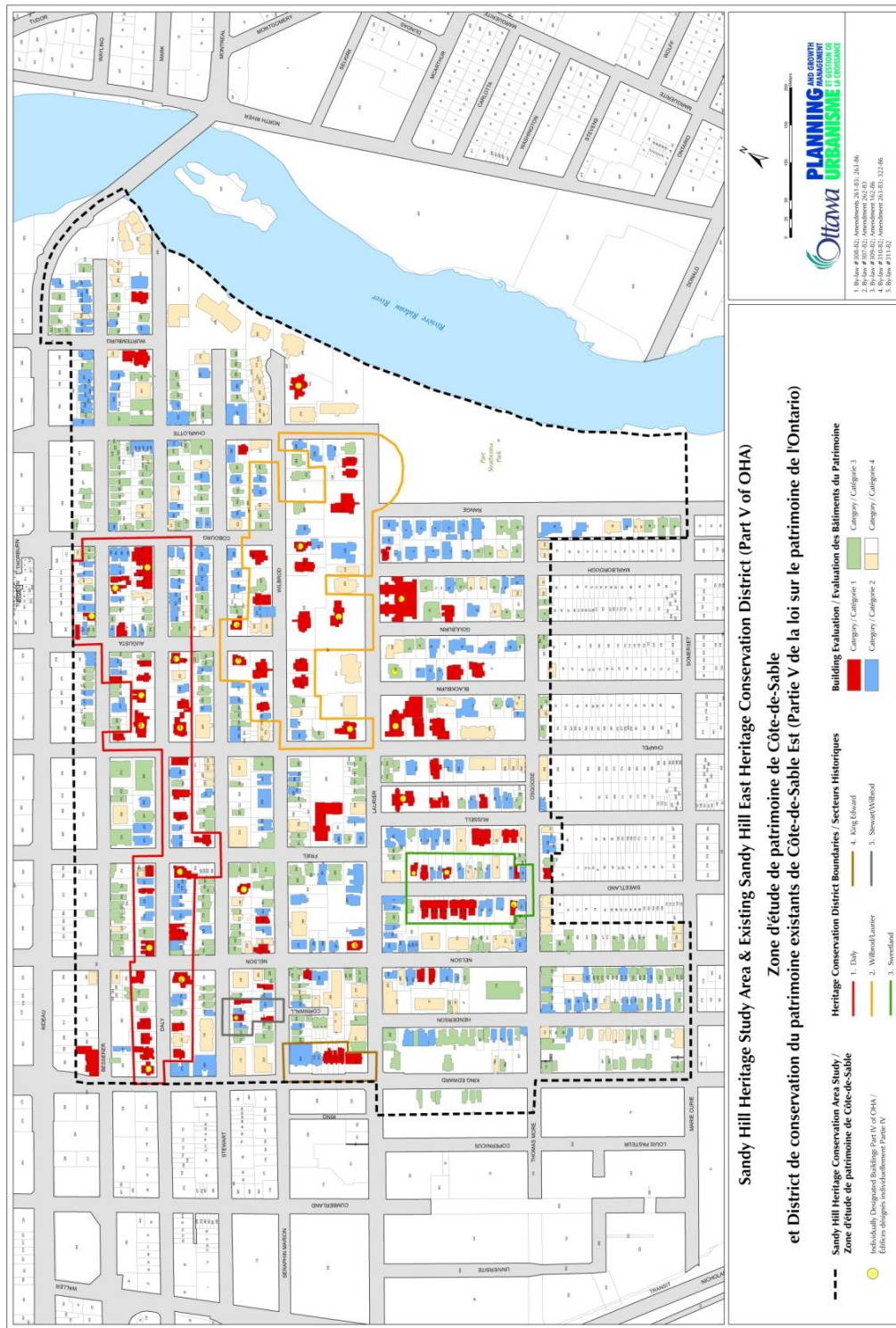
SUPPORTING DOCUMENTATION

- Document 1 Sandy Hill Heritage Study Area
- Document 2 Sandy Hill Cultural Heritage Character Area Map
- Document 3 Sandy Hill Cultural Heritage Character Area Guidelines
- Document 4 King Edward Heritage Conservation District Plan
- Document 5 Stewart/Wilbrod Heritage Conservation District Plan
- Document 6 Wilbrod/Laurier Heritage Conservation District Plan
- Document 7 Daly Avenue Heritage Conservation District Plan
- Document 8 Sweetland Avenue Heritage Conservation District Plan
- Document 9 List and map of buildings to be added to the City of Ottawa Heritage Register
- Document 10 Sandy Hill Heritage Study Phase II Proposed HCDs and Properties for Individual Designation

DISPOSITION

Planning and Growth Management Department, Heritage Services Section, to prepare by-laws for each of the five heritage conservation district plans for passage by City Council.

Document 1 – Sandy Hill Heritage Study Area



Document 2 – Sandy Hill Cultural Heritage Character Area

