

Draft Report

Sandy Hill Heritage Study



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EXECUTIVE SUMMARY

The Sandy Hill district includes the first Heritage Conservation Districts in Ottawa, designated in 1982. However, these designated districts, as early Ontario designations, are not supported by the conservation tools associated with designations carried out since 2005. No heritage conservation district plan (as prescribed under section 41.1(5) of the Ontario Heritage Act) has been prepared, and none of the components of a district plan exist.

The Sandy Hill District Study was undertaken to carry out research on heritage properties in Sandy Hill that had not been examined prior to the study, to develop management guidelines to assist in the management of the existing HCD's, and to identify additional buildings or groups of buildings that might be considered for designation under Part IV or Part V of the Ontario Heritage Act.

The following are the findings of this study:

1. Research findings:

The historic research identifies the study area as an evolving **cultural heritage landscape** whose layout of streets dates to the 19th century, but whose structural fabric is made up of elements dating from the entire period of its existence. The architectural character is not homogeneous; but is rather an ensemble, reflecting the changing nature and evolution of the area. In its scale, date of construction, materials and design, each building within the SHHSA contributes to an understanding of the growth of the city of Ottawa. There is a rather more elaborate architecture and a greater number of recognized heritage buildings in the former Besserer Place (north of Laurier) than in the former By estate (south of Laurier), but both consist of distinctive streetscapes whose variety help to tell the story of the evolution of a non-static cultural heritage landscape which has evolved, over time, from a wilderness to a suburb to a neighbourhood.

2. Analysis:

Although the five existing Heritage Conservation Districts in Sandy Hill are not supported by heritage conservation district plans (including a description of significant heritage values and supporting attributes), these districts have generally benefited strongly from designation, from a heritage conservation viewpoint and the heritage character of each of the five districts has been generally very well maintained over the last 28 years. This is due in general to the controls on design and demolition enacted under the Ontario Heritage Act (OHA) and the incentives for restoration provided by provision of matching heritage restoration grants. It also stems from the application of a "heritage overlay" (under provisions of the Zoning Bylaw) on top of the underlying zoning, to limit development to volumes and heights which approximate the existing. The heritage overlay has been applied to cover the areas contained within each of the designated heritage conservation districts and to any Part IV designated properties that lie outside of these districts.

Analysis through the inventory phase of work in this mandate has also permitted evaluation of the relative heritage values of the properties in the Study Area which lie outside the five designated heritage conservation districts. This analysis illustrates that a number of potential small areas of significant heritage value exist outside the designated heritage conservation districts. Toward the south end of the Study Area, an area(s) of residential density comparable to that of much of Sandy Hill but of more recent vintage and of generally lesser heritage value can also be identified. This analysis also reveals that there are small areas where a concentration of recent high rise construction has much altered the original heritage character of Sandy Hill.

The result, from a heritage perspective, is that the Study Area constitutes a mosaic of mini areas of varying levels of heritage interest: designated heritage conservation districts of high heritage value, undesignated heritage areas of comparable heritage value, areas of distinct but more modest heritage value and areas of little or no heritage value.

3. Challenges:

The primary challenge in establishing heritage protection for the study area lies in the need to set out a management strategy for both the five existing Heritage Conservation Districts and for the remainder of the Study Area, without losing the protections that are already in place.

Several strategies for conservation approaches were explored, taking into consideration:

- the inventory work carried out in this study which identifies the intrinsic significance of all individual structures built before 1950;
- the need to establish a framework for the review of development proposals which measures the impact of proposals on both the intrinsic significance of heritage properties within the District and on the significance of the Study Area as a whole;
- the conservation effectiveness of the five designated Heritage Conservation Districts in the Study Area;
- available mechanisms for protection of heritage structures, districts and areas of heritage value within Ottawa.

4. Recommended approach:

This study recommends that the Study Area be identified as a **Cultural Heritage Character Area, integrating a Heritage Conservation District Plan for the existing five districts** and that a range of planning tools and guidelines be adopted which would provide for homogeneous treatment of the Study Area, without necessitating new heritage conservation district designations.

This would involve:

1. preparation of a Statement of Significance for the Study Area as a whole;
2. preparation of objectives which conservation management must achieve for the Study Area as a whole;
3. preparation of a set of policies, guidelines and procedures which would apply equally to all properties in the Study Area, including application of the heritage overlay to the entire Study Area; and
4. upgrading of protection tools for the 5 existing districts through preparation of a Heritage Conservation District Plan for the Districts (including preparation of Statements of Significance for each, consisting of statements of cultural heritage value and descriptions of related supporting attributes);

This approach would offer a measure of updated support for the 5 districts, and a broad homogeneous policy of conservation and architectural design control for the entire Study Area, and be achievable with least administrative complexity.

Although there is no completely comparable approach to heritage protection of an area existing within Ottawa at present, the existence of the 5 early heritage conservation districts within a larger area also deserving of greater heritage recognition is also unprecedented in the Ottawa context.

5. Implementation of the recommended approach:

A framework for this approach and its implementation are set out in Section 4 of this report. The framework uses elements of the Ontario Heritage Act and the Ottawa Official Plan pertaining to Cultural Heritage Landscapes and Cultural Heritage Character Areas, as a means by which areas or districts of cultural heritage value may be conserved. In addition, other planning mechanisms are bundled together to achieve broad conservation goals for the Study Area, including:

1. the design principles identified in the City of Ottawa's urban design guidelines associated with the urban design objective for "protecting established character";
2. the provisions for creating a community design plan;
3. the provisions of the Zoning Bylaw for creation of *heritage overlays*;
4. the use of cultural heritage impact assessments;
5. the use of Parks Canada Standards and Guidelines for Conservation of Historic Places;
6. creation of a Study Area Register of Properties of Cultural Heritage Value or Interest;
7. increasing property standards enforcement capacity;
8. financial incentives for heritage building conservation;
9. extension of demolition control;
10. establishing a protocol to strengthen heritage conservation opportunities for diplomatic missions;
11. use of Part IV designation under the Ontario Heritage Act to increase individual property designations

In essence, it is proposed that the study area be treated as a ***cultural heritage character area***, through the process of creating a ***community design plan*** which incorporates specific mechanisms within the Official Plan and Zoning Bylaw (heritage overlay, best practice urban design principles for neighbourhoods, use of cultural heritage impact assessments), application of conservation principles modeled on the approach of the Parks Canada Standards and Guidelines, adopted as reference text by the City of Ottawa, enhanced use of the Ontario Heritage Act (Part IV individual designations, development of a Register of Heritage Properties), and use of Planning Act mechanisms to control demolitions and support increased conservation funding, and other mechanisms.

The identification of the heritage value and the heritage attributes of the Study Area and the heritage value and heritage attributes of existing designated heritage conservation districts in the Study area is an essential underpinning for application of this approach.

6. Guidelines and procedures for managing change in the Study Area

There are a number of policies, guidelines and procedures for managing change outlined in the report. The application of a heritage overlay (under article 60 of the Zoning Bylaw for Ottawa) is recommended for the entire Study Area to manage the scale of new construction and additions to existing buildings.

Guidelines, based on general principles of conservation and design, are set out for reviewing proposed alterations and additions, based on the distinction between *preservation*, *restoration*

and *rehabilitation* in the activity being carried out. Alterations that can be carried out without a permit are also described.

A step-by-step guide of the process to be followed is included to assist owners in assessing the impact of proposed changes to their properties. This includes understanding the intrinsic heritage value or interest of the property and its related attributes, identifying the extrinsic significance of the property, and properly identifying the design constraints to be respected for the proposed alteration or addition in view of the heritage overlay, the design guidelines and general heritage conservation principles.

TABLE OF CONTENTS

1. Introduction: The Study Process

- 1.1 Study Objectives
- 1.2 Study Area
- 1.3 Study Team
- 1.4 Study Phases

2. Phase I

- 2.1 History of Development of Study Area
- 2.2 Heritage Survey and Evaluation Forms Methodology

3. Phase II

- 3.1 Preparation of Inventory and Evaluations of 800+ properties
- 3.2 Development of Typology Matrix
 - 3.2.1 Overview of Building Evaluation Scoring
 - 3.2.2 Overall Scoring
 - 3.2.3 History
 - 3.2.4 Architecture
 - 3.2.5 Context
 - 3.2.6 Overall Approach to Weighting and Scoring
- 3.3 Development of Typology Matrix
- 3.4 Mappings of Evaluation Results
- 3.5 Analysis of Study Area: Overview of the existing situation
 - 3.5.1 Existing part V designations: creation of the five existing HCDs in Sandy Hill and current status
 - 3.5.2 Existing part IV designations
 - 3.5.3 Existing policy and planning/ regulatory framework –applicable zoning, setback and other regulations in Sandy Hill
 - 3.5.4 Streetscape
 - 3.5.5 Challenges to heritage conservation: analysis of recent typical development requests and responses, and summary of key problems to be addressed
- 3.6 Public Meeting

4. Phase III

- 4.1 Introduction
- 4.2 Overview: exploring conservation approaches for the Study Area
- 4.3 Framework for developing the preferred approach
 - 4.3.1 Introduction
 - 4.3.2 Cultural Heritage Character Area
 - 4.3.2.1 Ottawa Official Plan
 - 4.3.2.2 Ten Additional Planning Mechanisms

TABLE OF CONTENTS (cont'd)

- 4.3.3 Developing the Preferred Approach
 - 4.3.3.1 Statement of Objectives for Managing the Whole Area
 - 4.3.3.2 Description of the Heritage Value of the StudyArea
 - 4.3.3.3 Description of Heritage Attributes of the Study Area
 - 4.3.3.4 Policy Statements, Guidelines and Procedures
 - 4.3.3.5 Description of Alterations not Requiring a Permit
 - 4.3.3.6 Implementation of Cultural Heritage Characteristics
 - 4.3.4 Heritage Conservation District Plan for the 5 Heritage Conservation Districts
 - 4.3.4.1 Introduction
 - 4.3.4.2 Statement of Objectives for Managing the HCD's
 - 4.3.4.3 Statement of significance for the five HCD's
 - 4.3.4.4 Policy Statements, Guidelines and Procedures
 - 4.3.4.5 Exclusions
 - 4.4 Step-by-step Guide to Assist Owners to Assess the Proposed Alterations to Their Properties
- Annex I:** Existing Part IV Designations and Recommendations for Future Part IV Designations

1. Introduction: The Study Process

1.1 Study Objectives (excerpted from the Terms of Reference)

The Sandy Hill Heritage Study was commissioned by the Planning and Growth Management Department of the City of Ottawa in 2006 for the following purpose:

To carry out research on heritage properties in Sandy Hill that had not been examined to date, to develop management guidelines to assist with the management of existing and future Heritage Conservation Districts and to identify buildings and groups of buildings that might be considered for designation under Part IV or Part V of the Ontario Heritage Act.

The mandate focused on the evaluation of buildings constructed prior to 1950, approximately 840 in number.

1.2 Study Area

The study area is illustrated in Illustration I and is bounded by Besserer and Rideau to the north, Osgoode and Somerset to the south, King Edward to the west and the Rideau River to the east. It contains 842 pre-1950 properties, of which 27 have been designated under Part IV of the Ontario Heritage Act, and are illustrated on the map with a yellow dot.

There are also five existing Heritage Conservation Districts, which were designated in 1982. These are shown outlined on the map and are named as follows:

1. Charlotte Street/ Wilbrod Avenue/ Laurier Avenue/Chapel Street (bylaw 307-82)
2. Besserer Street/Daly Avenue/Augusta Street/Cobourg Street (bylaw 308-82)
3. Sweetland Avenue (bylaw 309-82)
4. King Edward Avenue (bylaw 310-82)
5. Stewart Street/Wilbrod Avenue (bylaw 311-82).

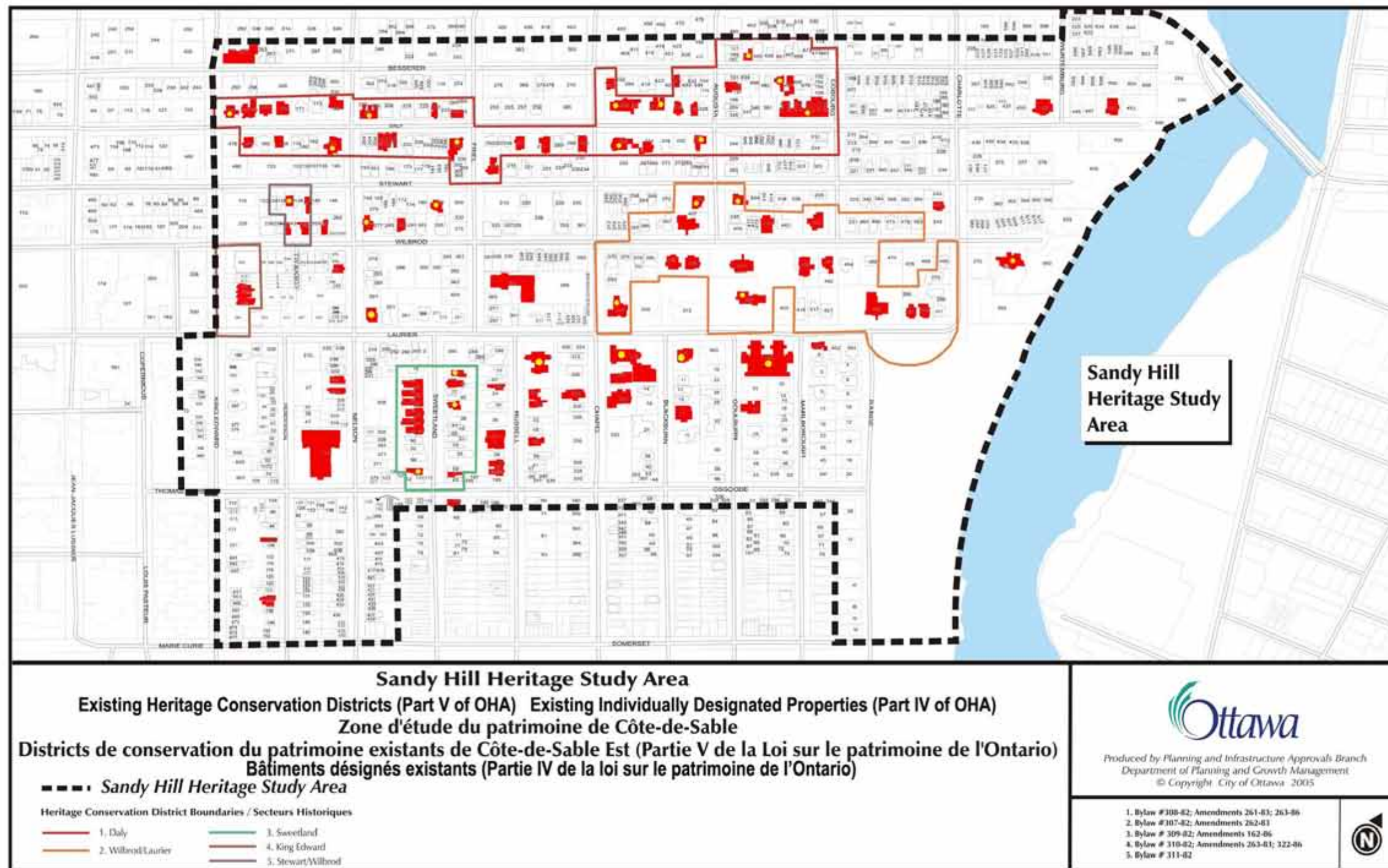


Illustration I: The study area is the property enclosed within the dotted lines. The five Heritage Conservation Districts are delineated by the solid boundary lines. Buildings in red with yellow dots are designated under the Ontario Heritage Act. (Department of Planning and Growth Management, City of Ottawa, 2005.)

1.3 Study Team

The interdisciplinary study team was led by Fournier Gersovitz Moss Architects & Associates (FGMAA) of Montreal. Rosanne Moss of FGMAA and Herb Stovel, Heritage Consultant, in Ottawa were the prime consultants. Dana Johnson, Architectural Historian, researched and prepared a history of the development of Sandy Hill. Carleton graduate students Chris Wiebe and Andrew Jeanes carried out the inventory and Ron Roy, Ha Nguyen and Sophie Beraud the photography of the 842 properties that make up the Study Area. Further assistance with finalizing the history component of the inventory was provided by Carleton student Heather Perrault. Assistance with map and directory research was carried out at FGMAA by architect Jean-Benoit Bourdeau and at Carleton by Carolyn von Sligtenhorst. Technical assistant Lynda Gagnon formatted and entered all photographic materials onto the inventory sheets and stagiaire Francois Saint-Hilaire prepared photographic collages of each street. Programming consultant Jocelyn Roy developed the digital tool for recording the inventory and evaluation data.

Study Phases

The terms of reference for the Study set out the following scope of work:

Phase I: research

The first phase will <...investigate the heritage character of the area and the history of the development and construction in Sandy Hill. A detailed heritage analysis of all pre-1950 buildings will be carried out involving historical research, photographic recording, and completion of City of Ottawa Heritage Survey and Evaluation forms.>

Phase II: evaluation

Phase II consists of <...the evaluation of the data gathered in Phase I and summarized on the Heritage Survey and Evaluation forms. An evaluation of the structures and sites within the study area will be undertaken by the consultants and an evaluation committee in accordance with the guidelines established in the "Handbook for Evaluating Heritage Buildings and Areas".>

At the end of Phase II the consultants will present the initial findings at a public meeting.>

Phase III: recommendations

The third phase is <...the preparation of a Heritage Conservation District Plan in accordance with the requirements of S. 41.1. (5) of the Ontario Heritage Act. The plan will recommend boundaries for any new heritage conservation districts, identify properties for individual heritage designation and guidelines for the management of the area's heritage resources. It will also discuss general planning recommendations, which may include zoning recommendations.>

At the conclusion of Phase III, the consultants will present their recommendations at a public meeting.>

The following sections describe the research and evaluation undertaken by the consultant team throughout the study process, and the resultant analysis and recommendations.

2. Phase One

Phase One consisted of two parallel tracks: the research into and preparation of an overall history of the social, economic and cultural development of the study area, and research and on-site evaluation of the 842 individual properties built prior to 1950. This information was recorded through a digital tool developed by the consultants and further described below and which was used to complete the survey aspect of the City of Ottawa Heritage Survey and Evaluation forms for each property.

2.1 History of Development of Study Area

The following report on the history and development of Sandy Hill was prepared by Dana Johnson, architectural historian.

FROM WILDERNESS TO SUBURB TO NEIGHBOURHOOD: THE SANDY HILL HERITAGE STUDY AREA, 1850-2007

Introduction

The following study deals with the evolving heritage character of a well-established section of the city of Ottawa, known as the Sandy Hill Heritage Study Area (or SHHSA). According to the city's RFP No, 15206-91819-P11, the study area is illustrated in Figures 1 to 3 and is described as follows:

The boundaries of the study will extend from Osgoode Street on the south (both sides) to Besserer on the north (both sides) and from King Edward on the west to the Rideau River on the east. The west side of Range Road, east side of King Edward Avenue, Henderson Street, Nelson Street to Somerset Street are included as well as the west side of King Edward between Laurier and Osgoode/Thomas More.

The study area includes approximately 710 pre-1950 buildings, on which the city has opened heritage files on 69, or slightly less than ten percent. The SHHSA also includes five Heritage Conservation Districts (shown in Figure 1) designated under the Ontario Heritage Act by city bylaws numbered 307-82 to 311-82, 29 heritage properties designated under Part 4 of the Ontario Heritage Act, and one National Historic Site (Laurier House National Historic Site of Canada at 337 Laurier Avenue East, Figure 4). The Heritage Conservation Districts date to 1982 and constitute the first such designations in the former city of Ottawa.¹

The following study is based on a well-developed secondary literature on the founding and expansion of the city of Ottawa and on its heritage programs. The secondary literature does not deal in detail with the development of the SHHSA and has therefore been supplemented by several key primary-source documents, notably the fire insurance plans of 1878, 1901, 1922 and 1956 and the aerial views of the city, which date to 1876 and 1893.² These sources have been supported, where necessary, by searches in the city directories.

The result of this review of the available sources is a series of area "snapshots" in which are highlighted important developmental processes and significant heritage buildings illustrating those processes. One additional factor needs to be taken into account in any heritage review of the SHHSA: a considerable number of the residences of possible heritage interest within the area's boundaries are now occupied by the embassies of foreign countries, 31 of which are currently located within the SHHSA. These structures are considered to be located on foreign soil and, within certain restrictions set by international law, are not subject to Canadian legislation.³

¹ See the list of heritage district designations under the Ontario Heritage Act at <http://www.culture.gov.on.ca/english/culdiv/heritage/hcdlist.htm>. Copies of the bylaws are available at the Ottawa City Archives (OCA).

² These sources are all located at Canada. National Library and Archives [NLA], National Map Collection [NMC]. The 1878 fire insurance plan [FIP] is G1149/.08G475G62/1878/FOL, NMC010731 and consists of 50 sheets. The 1901 FIP G1149/.08G475/.G62/1901/FOL, and contains 73 sheets. The 1922 FIP is G1149/.08G475G62/1922/FOL, NMC010838 and includes 93 sheets. In preference to the microfiche edition of the 1956 FIP in the NMC, the hard copy in the City of Ottawa Archives was used. The 1876 aerial view of the city is Herm. Brosius, *Bird's eye view of the city of Ottawa, Province, Ontario, Canada* (Chicago: Chas. Shober, 1876), NLA, NMC021081 and is available online at the NLA website at http://www.collectionscanada.ca/maps/3_0_exp/05140323_e.html. The 1893 aerial is in NLA, NMC, *City of Ottawa, Canada*, V1/440/Ottawa/[1893], NMC043176.

³ See the list of embassies and high commissions in Ottawa, with illustrations, at Wikipedia, the online encyclopedia at http://en.wikipedia.org/wiki/List_of_embassies_and_high_commissions_in_Ottawa. This listing does not include consulates or diplomatic residences.

In spite of a plethora of heritage resources, a consensus has emerged that, in contrast to the relative architectural consistency of the Sandy Hill West Heritage Conservation District, designated in 1992, the SHHSA is not a cohesive heritage district. On behalf of the city's LACAC, Paul Robertson has written that,

In terms of a heritage district, Sandy Hill West differs significantly from the portions of Sandy Hill east of King Edward Avenue that were designated earlier; because the contextual relationships of the historical and architectural merits of the area determined its boundaries, Sandy Hill East can be better characterized as a patchwork quilt of "micro" districts containing only select examples of high-style architecture.⁴

Current thinking suggests a slightly different interpretation of the diversity which characterizes the SHHSA: the SHHSA is an evolving cultural landscape whose layout of streets dates to the 19th century, but whose structural fabric is made up of elements dating from the entire period of its existence. The collectivity of its buildings reflects the changing nature of the area, its evolving character. That character reflects and speaks to aspects of the history of the city in a manner that the consistent architectural character of another area simply cannot do. In its scale, date of construction, materials and design, each building within the SHHSA contributes to an understanding of the growth of the city of Ottawa.

In other words, in heritage terms, the SHHSA is of lesser interest in comparison to other sectors of the city only to those who do not understand that an urban place evolves, and that this evolution is best understood in the woof and weave of an urban fabric created by the inputs of various owners and designers working within a specific area over an extended period of time. When the producers of the 1922 city directory noted, with the bombast typical of city promoters of the period, that "There is in the tale of the growth and development of Ottawa an epitome of the life story of the Canadian people,"⁵ they were clearly speaking in hyperbole. Nevertheless, the evolving complexity of the existing character of the SHHSA clearly reflects the dynamic history of this sector of the city of Ottawa.

The 19th-Century Roots

The SHHSA is framed or structured by a pattern of streets laid out as part of the development of a suburban residential enclave in the 19th century by two early Ottawa property developers on a plot of land originally granted by the Crown to Grace McQueen in 1801.⁶ The section of the SHHSA bounded by the present Laurier Avenue East (originally Theodore Street), Rideau Street, Waller Street and the Rideau River was known as the Besserer Estate or Besserer Place. Encompassing 124 acres of land, this property was originally a military grant to Lt. René-Leonard Besserer and was laid out for sale in 1838 by surveyor Anthony Swalwell for its then owner, Besserer's heir, his elder brother Louis-Théodore, a Québec City notary.⁷

The area within the SHHSA south of Theodore/Laurier Avenue East was a portion of the Ottawa property holdings of the estate of Colonel John By, the engineer in charge of the construction of

⁴ Paul Robertson, "About the Area: Sandy Hill West" in Local Architectural Conservation Advisory Committee, *Ottawa: A Guide to Heritage Structures* (Ottawa: [City of Ottawa], 1998), p. 93.

⁵ Might Directories, *The Ottawa City Directory 1922* (Ottawa: Might Directories, 1922), Vol. 49, p. 1.

⁶ For the early history of this area, see Bruce S. Elliott, *The City Beyond: A History of Nepean, Birthplace of Canada's Capital, 1792-1990* (Nepean: Nortext for the Corporation of the City of Nepean, 1991), esp. p. 8. McQueen received the land as the daughter of a Loyalist settler, Thomas Fraser of Fraserfield who, at the time of his death in 1821, owned, on his own, 17,000 acres in 11 townships of eastern Ontario; see Elliott, *The City Beyond*, p. 7.

⁷ For the survey and subsequent development of these two component parts of Sandy Hill, see Bruce S. Elliott, *The City Beyond: A History of Nepean, Birthplace of Canada's Capital, 1792-1990* (Nepean: Nortext for the Corporation of the City of Nepean, 1991), pp. 86-95. Elliott's meticulous scholarship is the basis of the following paragraphs.

the Rideau Canal. Encompassing roughly eight hundred acres, the By Estate was bounded by Theodore/ Laurier Avenue East on the north, the Rideau River on the east, Gladstone Avenue on the south, and Bronson Avenue on the west. By had purchased this portion of the 1801 McQueen grant in 1832 for a reported price of \$5500 as a speculative investment shortly before returning to England, and left it in the hands of his agent, John Burrows.⁸ When By died in 1836, his largely undeveloped Ottawa property was willed to his descendants and managed by agents.⁹ The location of these two properties is shown on Figure 5.

Though these two estates were made available for sale in the 1830s, market pressures ensured that prices would be relatively low and settlement would be slow. Both estates — and especially the more southerly By property — were distant from the commercial development east of the canal entrance and the main dock area in Lowertown and the industrial area around the Chaudière well to the west, while the ready availability of affordable property immediately to the west of Besserer Place on the holdings of Nicholas Sparks ensured that sale of building lots on both the Besserer and By estates would occur relatively slowly. In the 1830s and 1840s, agents for both owners tended to rent large portions of both properties at low annual fees, primarily for agricultural purposes, and faced almost insurmountable obstacles in trying to dispose of the lands when lots were offered for sale.¹⁰

The physical character of these estates is simple to define: the land consisted of a fairly flat height of sandy soil rising south of Rideau Street and west of the Rideau River. Originally well treed, the two estates had, by 1860, been denuded of its mature forest by tenants who had rented the lands for agricultural purposes and found the vegetation both a saleable commodity and a barrier to farming. Standard-sized lots generally measured 66 feet by 99 feet and had to accommodate the requirements of a late-19th-century suburban residence: a house, outbuildings for the horse, a cow and a flock of chickens, and a vegetable garden.

The First Decades as Capital

A plan of the Besserer estate prepared in 1856 — the year before Bytown was selected as the capital of the province of Canada — shows that only 16 structures had been erected on the land in the nearly two decades since the property had been surveyed into residential lots.¹¹ Most of these structures were located on the south side of Rideau Street, and none of these were built within the boundaries of the SHHSA. By 1863, Besserer Place had become the site of 97 scattered permanent homes and businesses, still a modest development considering the 124 acre size of the estate. None the less, this expansion stands as testimony to the impact of the choice of the city as capital on residential areas like Besserer Place. The first transformation in the SHHSA — from wilderness to a residential suburb — is rooted in the demand for housing

⁸ In addition to the explanation in Elliott, *The City Beyond*, p. 88, see *The Ottawa City Directory 1922*, p. 1, where the figure of \$5500 is cited.

⁹ Elliott, *The City Beyond*, p. 88. For By's career in Canada, see Robert F. Leggatt, "John By," *Dictionary of Canadian Biography*, Vol. 7 (1836-50), available online at <http://www.biographi.ca/EN/ShowBio.asp?Biold=37404&query=>.

¹⁰ In 1839, William Stewart, who was then Besserer's agent, reported that "it [that is, sales of property] Cannot be forced nor Can You Persuade people to Purchase and to build without they see an inducement for it. If this place was to grow there is no doubt but that eventually it would be valuable. I dare say if it [that is, the Besserer estate] was offered in fields Some of it would be disposed of." This letter of 19 March 1839 is cited in Elliott, *The City Beyond*, p. 90.

¹¹ Canada. National Library and Archives [NLA], National Map Collection, F/440/OTTAWA/1856, "Plan of Lot Letter C Concession D, Besserer Place, City of Ottawa." This plan shows six structures along the south side of Rideau Street and nine along the east side of Waller. There is one structure noted on the south side of Daly between Nelson and Gloucester (now Friel).

among recently arrived civil servants in the decades following the choice of Ottawa as Canada's capital.¹²

In socio-economic terms, Besserer Place became the locale largely of the homes of well-to-do merchants and senior civil servants. According to John Taylor,

A survey, based on 1871 data, indicates that in the lower and middle income ranges, the civil service located according to cultural background: the Roman Catholics French and Irish, largely in Lower Town, and the Protestants in Upper Town. Those in high income brackets were to be mostly found in Sandy Hill, without regard for race or religion. The result was a reinforcement of all the major cultural cleavages within the city, except at the top. Here, the government and civil service gave Sandy Hill (St. George's ward) a new personality, making it an important and prestigious new player in the city's community life.¹³

In spite of this transformative effect of the arrival of the capital on Besserer Place, all evidence suggests that the development of these lands was slow: the 1878 city directory, supplemented by the 1878 fire insurance plan, suggests that construction on Besserer Place east of King (now King Edward) proceeded at a very measured pace. These two sources indicate that, by 1878, extant buildings were located primarily along the western portions of Daly, Theodore (now Laurier Avenue East), and Besserer (then St. Paul) streets (Figures 6 and 7). The 1878 city directory lists 149 households in the Besserer Estate within the SHHSA, hardly a dramatic increase from the 97 houses which had existed in 1863.¹⁴

According to all available evidence, even the arrival of the capital, with its influx of civil servants, did not lead to the development of the By estate, for almost no permanent construction is documented south of Theodore/ Laurier East until after 1878. Existing documentation in the form of the 1878 city directory and the first Ottawa city fire insurance plan, dating to the same year, identify only three structures then extant on the By estate within the SHHSA: a carpenter named Gourlay is noted as occupying a house on King Street (now King Edward) south of Theodore/Laurier East, a carpenter named D. B. McGillies lived on Henderson, while Roddy Maher is listed as occupying a farm house on the east side of Marlborough Street.¹⁵

It is difficult to provide an overview of the stylistic qualities of these early buildings, for there is no description of the 16 houses which existed in 1856 or the 97 permanent houses which stood in 1863. Relatively few pre-1878 residences survive within the boundaries of the Besserer Estate within the SHHSA, and none in the former By estate. As a result, discussion of building materials and architectural styles must be qualified by the thinness of the evidence. Even so, four significant designated properties within the boundaries of SHHSA help to clarify the nature of pre-1878 building within the study area. These four properties include Louis-Théodore Besserer's own house at 149 Daly, which appears to date to ca. 1859; the 1865 residence of Queen's Printer Georges-Édouard Desbarats, Chapel Court, at 309-311 Daly; the charming Gothic Revival cottage erected for Frank H. Badgley at 243 Augusta Street in 1866; and Philomène

¹² Elliott, *The City Beyond*, p. 92; the map used as evidence for this level of development is by surveyor James D. Slater and is located in NLA, NMC, NMC79958. For the impact of the arrival of the first civil servants on the Ottawa housing market, see Sandra Gwyn, *The Private Capital: Ambition and Love in the Age of Macdonald and Laurier* (Toronto: McClelland & Stewart, 1984), Chaps. 2 and 3, pp. 35-58.

¹³ John H. Taylor, *Ottawa: An Illustrated History* (Toronto: James Lorimer, 1986), p. 84.

¹⁴ This has been calculated from *Woodburn's City of Ottawa Directory* (Ottawa: A. S. Woodburn, 1878) and is, given the methods of the period, undoubtedly only an approximation.

¹⁵ See *Woodburn's City of Ottawa Directory* (Ottawa: A. S. Woodburn, 1878) and the 1878 fire insurance plan, available at Canada. National Library and Archives (NLA), National Map Collection, G/1149/.08G475/ G62/1878/FOL, NMC010731, 50 sheets.

Terrace at 363-383 Daly Avenue (1873-74). Each of these early buildings illustrates an important point concerning the pre-1878 architecture of this section of the city.

For many years, it was widely accepted by the heritage community that Besserer House (Figures 8 and 9) was erected in 1844, the year after its original owner, Louis-Théodore Besserer, arrived from Québec City to manage the estate left to him by his brother, René-Leonard. This dating was based primarily on the year of Louis-Théodore's arrival and on the house's appearance, for its Georgian or Palladian characteristics — its low-pitched hipped roof, symmetrical facades, relatively delicate classical ornamentation, casement windows, crisp and even stonework, and plethora of chimneys — were going out of fashion in the 1840s.¹⁶ Bruce Elliott has proven conclusively that the house was erected at some point between 1856 and 1863,¹⁷ and the city's LACAC has assigned it a construction date of ca. 1859.¹⁸

By this time, the Georgian style of the Besserer House was quite *passée* in Canada's urban centres, but it had been popular in Besserer's home community of Québec City when he left it in the early 1840s to come to Ottawa. The house's dated elegance points to a common characteristic in Ottawa architecture: that approaches to architectural design lingered in use here long after they had gone out of style elsewhere.

Chapel Court at 309-311 Daly (Figures 10 to 12) offers two quite different lessons. First, its original Italianate characteristics (shown in Figure 10, which dates to 1873) were quite fashionable in 1865 when its owner, the established Montréal publisher, Georges-Édouard Desbarats, commissioned its design and construction, perhaps from a Montréal architect. Appointed the year previously as Canada's Queen's Printer, Desbarats was a leading example of the few well-to-do senior bureaucrats who brought to the new capital a high degree of cultural sophistication. In a pre-income-tax era when one's financial and cultural attainments were best expressed in the design and furnishing of a gentleman's home, Chapel Court represented Desbarats very well indeed.

Chapel Court was renamed Winterholme by its second owner, the prominent railwayman-inventor-scientist, Sir Sandford Flemming (1827-1915) who, in 1869, purchased it at the remarkably high price of \$12,000 when Desbarats left Ottawa to return to Montréal to establish his next two endeavours, the weekly publications *L'Opinion publique* and the *Canadian Illustrated News*. Later owners made substantial additions and interior modifications to the original, many of which have muted the clarity and sophistication of its initial Italianate character. Even so, the house retains the heavy cut-stone masonry exterior, the rusticated corner quoins, smooth ashlar window surrounds, the bay and segmentally arched windows and shutters which distinguished its Confederation-era design (cf. Figures 10 and 11).¹⁹

Chapel Court's present extended configuration illustrates a second important point concerning the SHHSA: in the 19th and early 20th centuries, this area became the site of a series of elaborate suburban villa residences erected by senior politicians and civil servants, of which Chapel Court is a particularly fine and pioneering example. The survival of these large houses into the late 20th century depended upon a number of factors, notably their openness to adaptive reuse. Adaptive reuse often includes significant modification of original fabric — whether the new

¹⁶ See Nathalie Clerk, *Palladian Style in Canadian Architecture* (Ottawa: Parks Canada, 1984), pp. 31-34. In his *Ontario Architecture: A Guide to Styles and Building Terms, 1784 to the Present* (Toronto: Fitzhenry & Whiteside, 1990), Chap. 1, "Georgian," John Blumenson gives outside years of 1784 to 1860 for this type of architectural design in Ontario.

¹⁷ Elliott, *The City Beyond*, p. 92.

¹⁸ *Ottawa: A Guide*, p. 124.

¹⁹ *Ottawa: A Guide*, p. 127.

function is as a National Capital Commission sponsored conversion to an embassy or ambassador's residence, or — as was the case with Chapel Court — a privately financed conversion to an apartment building (Figure 11). Chapel Court/Winterholme is a key early example of the survival of a significant cultural resource from the Confederation era through adaptive reuse.

A third pre-1870 heritage property, the Badgley House at 243 Augusta Street (Figures 13 and 14), dates to 1866 and represents the kind of substantial, but fairly plain, residences erected by builders in the Confederation era for middle-level civil servants of moderate means.²⁰ Badgley was the assistant law clerk and chief English-language translator for the House of Commons — a position of significance but hardly one on the level of Queen's Printer. Badgley's house, shown as a fragment in its original form in Figure 13 and in its current appearance in Figure 14, was a Gothic-Revival-inspired Picturesque cottage with its irregular L-shaped footprint, stuccoed brick exterior, Gothic wood detailing, steeply pitched gables and roofs, and irregular outline. It illustrates the stylistic eclecticism found in the limited number of surviving pre-Confederation residences, evidence of a time when the houses of middling families could be vernacular interpretations of Italianate, Second Empire, Classical Revival or Picturesque styles and still be considered fashionable. The Badgley house's history is relatively well documented, in part because its neighbouring property (Figure 13) was owned by the loquacious diarist, E. A. Meredith,²¹ and in part because, between 1947 and 1954, 243 Augusta served as the residence of the Liberal politician Lester Bowles Pearson, then Secretary of State for External Affairs and later Nobel Peace Prize winner and Prime Minister.

A final example of pre-1878 architecture in the SHHSA is Philomène Terrace at 363-383 Daly Avenue (Figures 15 and 16), reportedly the oldest example of stone row housing in Ottawa and a candidate as a significant example of the type nationwide.²² This eight-unit row house of local stone was erected in 1874-75 as an investment or rental property by local quarry owner and politician, Honoré Robilliard. Its simple lines, ashlar quoins and trim, and balanced façade relate the structure to earlier, and quite dated, Georgian design traditions, while the unit's relative lack of decorative detailing reflects the solid, middle-level government employee or merchant that Robilliard sought as a client.²³

In its nature in 1878, Sandy Hill east of King (now King Edward) was an entirely residential area, suburban in character — that is, it was a semirural residential area on the periphery of both the central business district and the traditional built-up residential zones, dependent upon the city centre for its non-residential services. Though the western end of streets such as Daly and Besserer exhibited some of the qualities of urban development, the remainder of the district appears to be suburban, consisting primarily of middling to large villa residences often located on extensive properties composed of a number of lots.

Logic would dictate that properties closer to Parliament Hill and the Sparks Street commercial core would be the most desirable, while outlying areas would be developed later. Yet, urban expansion is the accretion of many individual decisions, and Ottawa was a complicated city in the Confederation era. The city had one focus of activity on Parliament Hill, where politicians and civil servants congregated, but it possessed two commercial areas, Sparks Street and Lower Town, and a major industrial area centered on the Chaudière. This diversity of foci of activities, coupled with the vagaries of individual choice, meant that residential development within the city

²⁰ See *Ottawa: A Guide*, p. 131.

²¹ See Gwyn, *The Private Capital*, Chap. 3, "'Drains, Drains, Nothing but Drains'," esp. pp. 52-53.

²² See Katherine Fletcher, *Capital Walks: Walking Tours of Ottawa* (Toronto: McClelland & Stewart, 1993), p. 184.

²³ *Ottawa: A Guide*, p. 129.

was by no means regular or sequential. Properties in Sandy Hill west and east of King Street (now King Edward) competed with lots on the height of land overlooking the Chaudière west of Parliament Hill, residences above commercial properties along Sparks Street or near the northern end of Bronson Avenue, riverside lands north of Lowertown, large lots along Rideau Street, and properties around the Governor General's residence at Rideau Hall as possible locations for the residences of the expanding population of upscale civil servants and well-to-do merchants. The SHHSA in the 1870s was a suburban residential enclave of scattered construction of various styles, scales and materials. Its semirural, suburban character can be seen clearly in the 1876 aerial view of the city (Figure 17), which shows both the undeveloped quality of the By Estate and the strongly suburban character of Bessesser Place at that time.

During the last quarter of the 19th century, the overall character of the SHHSA north of Theodore/Laurier East changed only in modest ways. New construction occurred on every street, but two — Daly and Theodore/Laurier East (Figures 18 and 19) — seem to have become the prestige locales for the finest residences. Nevertheless, everywhere more large suburban residences for well-to-do merchants and senior civil servants, mixed with smaller single-family homes for individuals of middling income, were erected in the former Besserer Place.²⁴ Examples designated by the city under the Ontario Heritage Act include the sophisticated Second Empire styled house at 335 Theodore/Laurier East, erected in 1878 for jeweler John Leslie (Figure 4), which was sold in 1896 to become the Ottawa residence of Prime Minister Sir Wilfrid Laurier. A later example, at 192 Daly, was built by businessman John Roberts Allen in the Queen Anne Revival style.²⁵ The late 19th-century residences of grocer H. A. Bate at 216 Chapel (Figure 20), of Sergeant-at-Arms of the Senate St. Denis Lemoine at 505 Wilbrod (Figure 21), of the Fuller family at 218 Stewart (Figure 22), and of R. B. Whyte at 370 Wilbrod (Figure 23) all illustrate the kind of grand, undoubtedly architect-designed houses which were increasingly being built.

A review of the city directory for 1901 reveals the continued suburban character of the SHHSA north of Theodore/Laurier East. North of Rideau in Lowertown, one found streets continuously and densely lined with residences, but the thoroughfares of the former Besserer Place were instead dominated by scattered, relatively generously scaled suburban villas with ample "private grounds" surrounding them. An example is perhaps the most densely built street, Daly, which still had a large number of houses occupying multiple lots and flanked by open spaces — the Victorian family's "pleasure grounds." A considerable number of vacant lots were also listed: on Daly Street, almost all the land east of Cobourg was still unbuilt upon.²⁶

In contrast, great change was underway on the former By estate, south of Theodore/Laurier East. In 1876, the partnership of James McLaren, Charles Magee and Robert Blackburn purchased the entire By property in Ottawa from the By estate and resurveyed it, intending to engage in an aggressive sales campaign.²⁷ Demand coupled with attractive pricing of lots resulted in the construction of a number of houses along the south side of Theodore/Laurier East and on the streets which ran south. The expansion was, however, gradual, scattered and unspectacular. As the *Ottawa Citizen* noted at the end of the 19th century, "the capital has never had a boom such as those which have visited Toronto and Winnipeg ... the growth [in Ottawa's neighbourhoods] is steady and not of the mushroom type, and there is exhibited on all sides that substantial expansion which has always characterized all projects of investment in Ottawa."²⁸ The overall

²⁴ Gwyn, *The Private Capital*, pp. 145-147 describes the gradations in Ottawa society at this time.

²⁵ For these houses, see *Ottawa: A Guide*, pp. 133 and 125.

²⁶ Might's Directories, *The Ottawa City Directory, 1901* (Toronto: Might's Directories, 1901), Vol. 26, *passim*.

²⁷ NLA, National Map Collection, H11/440/OTTAWA/[1870s], NMC016923, "Plan of the By Estate, Being Subdivision of Parts of Lots D & E in Concessions C & D in Nepean [Township] and forming Part of the City of Ottawa, Being the Property of James Maclaren, Charles Magee & Robert Blackburn, surveyed by Robert Sparks, PLS."

²⁸ "Many Homes Will Be Erected in Ottawa This Summer," *Citizen* (Ottawa), 25 February 1899.

character of the SHHSA remained suburban, a point made effectively by the 1893 aerial view of the city (Figure 24)

By 1901, some new construction existed on every street in the former By estate within the SHHSA. For example, Blackburn continued to be largely vacant but three houses had been erected on the east side of the street (at 13, 15 and 17) while 17 had been built on the west side, three of which were at the south end of the street, at Somerset Street East.²⁹ This phenomenon, of the opening up of the former By estate within the SHHSA, is recognized by city designations of pre-1900 properties such as the Simard House (1884) at 31 Sweetland and the Mitrow House (1895) at 62 Sweetland.³⁰ Both are, in contrast to the villa residences found north of Theodore/Laurier East, modestly scaled houses of frame construction (the Mitrow house was brick veneered), of vernacular design with high-style decorative touches. These buildings reflected the income and status of their first residents.

In the period before 1900, grand residences on the former By estate lands in the SHHSA were limited to Theodore/ Laurier East. At 312 Theodore/Laurier East, one finds the surviving Edwardian Classical mansion of railway contractor George Godwin, which was erected in 1899-1900,³¹ while businessman W. H. Davies sponsored the completion of a since-demolished villa at 404 Theodore/Laurier East at the corner of Marlborough ca. 1890 (Figure 25).

From Suburb to Neighbourhood: The Early 20th Century

In the first two decades of the 20th century, the character of the SHHSA transitioned from that of a suburb — that is, a semirural residential area dependent upon the city centre for its non-residential services — to a neighbourhood. The transition was neither abrupt nor easily defined but, by the time of the preparation of the 1922 fire insurance plan, the SHHSA was well on its way to being a neighbourhood, with a mixture of residential housing for all income groups, including renters and boarders, supported by a number of commercial and institutional facilities appropriate for an urban neighbourhood.

Two early formative elements in neighbourhood building need to be noted: the construction of a permanent concrete Cummings Bridge in 1893 and the establishment of Strathcona Park south of Theodore/Laurier East and east of Range Road. Neither event involves the erection of structures of enduring heritage significance, but both helped to form the character of the emerging neighbourhood.

There had been a wooden bridge crossing the Rideau River at the terminus of Rideau Street since 1836, and this assisted in the transportation of goods to and from market in Lowertown to Janeville, a hamlet located on the east side of the river. The replacement of the wooden bridge by a permanent structure in 1893 (Figures 26 a and b) made Rideau Street into a primary thoroughfare, the site (at 589 Rideau) of a Protestant civic hospital built in 1873-75 and considerably enlarged in 1897 and of a series of large suburban villa residences, such as the one erected for William Davis at 565 Rideau (Figure 27).³² These features, which are outside the study area, underline the importance of the bridge's construction to the expansion of the city eastwards, and this expansion inevitably led to the development of the SHHSA.

The second event is more important to the creation of a neighbourhood: the laying out of Strathcona Park, which is one of three historic landscapes in the city designated under the Ontario Heritage Act.³³ The land along the west bank of the Rideau River south of

²⁹ *The Ottawa City Directory, 1901.*

³⁰ For these houses, see *Ottawa: A Guide*, p. 132.

³¹ *Ottawa: A Guide*, p. 133.

³² For the hospital, now called Wallis House, see *Ottawa: A Guide*, p. 122.

³³ See Sally Coultts, "Case Study: Cultural Heritage Landscapes" in *Ottawa: A Guide*, pp. 138-39.

Theodore/Laurier East served as pasturage in the 1870s and 1880s and then, in the 1890s, was laid out by local resident Hugh Renwick as a nine-hole golf course and by the federal government as a rifle range (Figure 28).³⁴

The provision of public amenities is critical to the development of a neighbourhood. After 1900, these lands were laid out as a formal public park, and a new isolation hospital for the treatment of infectious diseases and a nurses' residence (long since demolished and replaced by an apartment building) were built at the south end (Figure 29). Strathcona Park became the centre of recreational activities in the SHHSA and, in time, a row of fine residences were built along the west side of Range Road.

The laying out of Strathcona Park signaled that the character of what had been a semirural suburb was in the process of transitioning once again, from a suburb into a neighbourhood, at a time when the city in general was maturing. These two processes proceeded in tandem, the city becoming a modern urban centre in the first two decades of the 20th century as the neighbourhood developed. As the city directory for 1921 pointed out, the city of Ottawa had been modernized in the two previous decades. This city of just over 100,000 now possessed 63 miles of paved streets, 228 miles of paved sidewalks, 201 miles of watermains, 152 miles of sewers, and a street railway system extending along 55 miles of city streets.³⁵ All of these city services had been extended into the SHHSA, and these helped to integrate what had, in the 19th century, been a suburb into the community structure of the wider city.

Of equal importance was the establishment of public and private amenities which helped to establish the SHHSA as an emerging neighbourhood. Before the mid-1890s, the SHHSA consisted almost uniquely of residential properties, all institutional and commercial development existing outside the study area's boundaries. After 1895, the SHHDA gradually acquired the character of a neighbourhood by the addition of those services needed for community development. The first of these actually predate the turn of the century: in 1897, the number of children of school age required the Ottawa Public School Board to erect an elementary educational facility within the SHHSA, the Osgoode Street School (Figures 30 and 31). Then, three years later, an Anglican church was established, All Saints, on the southeast corner of Theodore/Laurier East and Chapel streets (Figures 32 and 33). Later, in 1906, a separate school, St. Pierre, was established at 353-355 Friel, at the corner of Wilbrod, to serve the surrounding neighbourhood. It survives, much altered, as La Residence Sandy Hill Retirement Residence (Figure 34).

Commercial premises arrived for the first time. The one corner store which appears in the 1901 city directory, at the northwest corner of Nelson and Stewart streets, had multiplied by 1922 (when the next fire insurance plan gives a more complete picture of the area) to a large number of local and regional service facilities, ranging from confectionery shops, to a drug store, to laundries, to professional offices, to a bank branch (the Bank of Montreal on the southeast corner of Friel and Daly), to a regional telephone exchange building (erected ca. 1910 for the Bell Telephone Company at the northeast corner of King Edward and Besserer, Figure 35).

In terms of housing, the SHHSA continued to be dominated by single family residences but, in the first two decades of the 20th century, change was clearly underway. One again sees the

³⁴ See also Fletcher, *Capital Walks*, pp. 178 and 180.

³⁵ *The Ottawa City Directory 1922*, p. 1. This information is open to question: the federal census of 1921 gave a population of 107,843, which is far different from the directory's estimate of 150,106; see Taylor, *Ottawa: An Illustrated History*, p. 210. It seems possible, but unlikely, that 55 miles of the city's 63 miles of paved streets were serviced by the street railway.

continuance of two trends evident in the late 19th century: the selection of the SHHSA as a site for prestigious, architect-designed residences for Ottawa's manufacturing and mercantile elite, and further new construction of more middling housing on vacant lots, especially in the east end of Besserer Place and along the streets running south from Theodore/Laurier East in the former By estate. Of note are two definitely 20th century trends: the construction of apartment buildings in the place of single-family residences, and the conversion of existing villas into rooming houses, apartment buildings, or institutional uses.

The first of these phenomena, the continuing construction of grand residences for the city's mercantile and manufacturing elite, can be embodied in one early 20th century structure, the magnificent Queen Anne Revival mansion erected in 1900-1902 at 500 Wilbrod Avenue by architect John W. H. Watts (1850-1917) for the family of Andrew W. Fleck, the president of the Vulcan Ironworks (Figures 36 and 37). Overlooking the Rideau River, this sumptuous family home, set on generous grounds, set a new standard for conspicuous consumption, while the interior featured a breath-taking array of decorative elements. Now the Embassy of Algeria, this is a rare example of a heritage structure designated for both its exterior and interior qualities.³⁶

The second continuing phenomenon is the gradual and inexorable building up of those vacant lots in both the Besserer Place and By estate portions of the study area. Though alternative areas of expansion existed in the Glebe, Ottawa East, Ottawa South and other new subdivisions now accessible by street railway, the eastern portion of Sandy Hill became increasingly attractive to residents of all income levels in the early 20th century. For professionals and merchants, it was possible to take advantage of the low housing densities on the well-established streets of Besserer Place by erecting substantial infill housing on the still-vacant lots and on the former "private grounds" which had been so prevalent in the period between Confederation and the 1890s. For individuals of more middling incomes, lots were available for more modestly scaled single-family residences south of Laurier East, or units could be procured in the new multifamily apartment buildings which began to appear on the streets of the SHHSA around the First World War. An early row, at 253, 255 and 257 Daly (Figure 38), illustrates the scale and design of these early structures. The Corona at 253 housed eight units, the Queen at 255 housed 16 units, while the Royal at 257 contained six further apartments. By 1922, the city directories and fire insurance plans document 29 purpose-built apartment buildings within the SHHSA, housing between three and 18 families (the largest was the Delta at 171 King Edward). Furthermore, during this period several former single-family homes had been divided into multiple-occupancy units housing as many as five separate households.³⁷

For those of even more limited incomes, a few of the 19th century villas within the SHHSA had already been converted to rooming houses, often for single females who worked as shopkeepers in the stores of Centretown, as clerks or secretaries in the burgeoning civil service, or for widows seeking affordable group housing. The boarding house at 250-252 Daly and the nearby Elizabeth Residence for Elderly Women at 274 Daly offer examples of these types of conversions.

Finally, one finds in the first two decades of the 20th century examples of two new types of facilities, hitherto unknown in the formerly residential SHHSA: the social agency and the consulate. When the SHHSA was a suburb, social agencies were either located elsewhere or non-existent. In the period 1901-22, a number of these institutions had been opened within the SHHSA, including the Salvation Army Maternity and Rescue Home at 348-350 Daly (Figure 39), the May Court Club Dispensary, a medical clinic at 248 Friel, and the residence of a religious

³⁶ *Ottawa: A Guide*, pp. 136 and 114-115;

³⁷ *The Ottawa City Directory 1922*, *passim*.

body, the Chanoinesses des cinq plaies. One also finds, at 446 Daly, the first example of a now-common element within the SHHSA: the establishment of a foreign diplomatic representative, the office and home of the Belgian Consul-General at 446 Daly Avenue.

Between the 1922 and 1956 fire insurance plans, these identified early 20th century trends continued to develop through economic boom in the 1920s, depression in the 1930s, and war and reconstruction in the 1940s and 1950s. There was one exception to this continuity of earlier trends: very few grand homes of the well-to-do were erected within the SHHSA after the First World War, as prestige locations in Rockcliffe, the Glebe, or off Queen Elizabeth Driveway became the sites-of-choice for extravagant new residences. Admittedly, several fine architect-designed homes were erected on the west side of Range Road in the block between Laurier East and Osgoode in the 1920s and 1930s, including examples at 18 (the Street house, 1920, W. E. Noffke, architect), 28 (the J. R. Booth Jr. house, 1924, Burritt & Kingston, architects) 32 (the Gerald Bate house, 1930, Noffke, Morin & Sylvester, architects). Furthermore, a few existing residences in the grand tradition were expanded to meet the increased needs of their owners. An example of this latter phenomenon is 453 Laurier Avenue East, which is currently a restaurant. It was built ca. 1878 as a showcase residence for lumberman John Mather and was expanded by the Tudor half-timbered addition designed in 1926 by W. E. Noffke for its new owner, J. Ambrose O'Brien.³⁸ None the less, the truly monumental residences of Ottawa's wealthy were now being built outside the SHHSA.

Other identified housing trends did continue between 1922 and 1956, including an expansion of the existing housing stock through new construction, the subdivision of existing single-family homes into multifamily accommodations, and the erection of apartment buildings. Purpose-designed apartment buildings were an especially important component in the new housing stock and the designation of one outstanding example, the Strathcona at 404 Laurier East (Figure 40), commemorates the earliest large-scale example of its type in Sandy Hill. Erected in 1926-27, the Strathcona was built to a scale unprecedented in Ottawa, with one hundred housing units of various sizes and several standard layouts arrayed on its five floors. Its grandeur in scale and decoration overshadowed the much larger number of three- to ten-unit buildings of more modest pretensions which, by the mid-1950s, had become a common feature of every street in the SHHSA. Even new steel cage construction of the 1950s did not challenge the scale of the Strathcona: the largest of these starkly modernist highrise apartment buildings — the Belgarde at 385 Besserer, which had 58 rental units available, and the Beverley at 265 Daly, with 61 (Figure 37) — were still dwarfed by the three-decade-old Strathcona.

In keeping with trends first identified in the period between 1901 and 1922, additional institutional and commercial premises and diplomatic offices and residences were also found within the boundaries of the SHHSA. Institutional and commercial premises were numerous and included the 1933 St. William School at 341 Wilbrod, the offices of the French Supply Council of Canada at 320 Chapel Street, and the conversion, in the 1950s, of the O'Brien residence at 453 Laurier East (noted earlier) into a student residence for the University of Ottawa. Legations or embassies included those of Yugoslavia (in 1956, at 17 Blackburn Avenue), Poland (321 Stewart Street), Argentina (211 Stewart Street), Spain (149 Daly Street), Ireland (450 Daly Street), and Denmark (451 Daly Street), but none rivaled, in scale or ideological message, the new Embassy of the USSR at 285 Charlotte, designed in 1956 by W. E. Noffke and Earle Ingram (Figure 41).³⁹

³⁸ Fletcher, *Capital Walks*, pp. 180-181. See also Harold Kalman and Joan Mackie, *The Architecture of W. E. Noffke* (Ottawa: Heritage Ottawa, 1976). None of the buildings mentioned in this paragraph has been designated by the city of Ottawa.

³⁹ *Might's Directories Ltd., 1956 Ottawa City Directory* (Ottawa: Might's Directories, 1956) and Kalman and Mackie, *The Architecture of W. E. Noffke*, p. 23.

The 1956 fire insurance plan shows that, by mid-century, the SHHSA was a mature neighbourhood, integrated into the larger city by busses but possessing a reasonable range of educational and commercial services appropriate to a 20th century neighbourhood. A century after its structural grid of streets had been laid out, the SHHSA had been almost completely built up.

The character of the two areas, north and south of Laurier Street East, was notably different. The former Besserer Place retained a declining, but still significant, number of grand suburban villas of the 19th century, elaborate turn-of-the-century mansions of the well-to-do, or simpler but still impressive stone or brick houses or rows appropriate as the residences of families of more middling incomes. Increasingly, market pressures had led to the conversion of formerly single-family homes into small apartment buildings, or the demolition of existing housing stock for the construction of new apartment buildings, most of which were modest in scale and appropriate to the neighbourhood. The former By estate, on the other hand, had been filled with rather more modest single family homes, multiple-family row housing, and small-scale apartments.

Modern Developments

With a rising respect for Canada's history engendered by the 1954 Massey Royal Commission on the Arts and Letters and, especially, by the discovery of "Canadian Studies" in the 1960s, many Canadians engaged their past. A remarkable number of local, church and community histories were produced as Centennial projects during the 1967 celebration of Canada's hundred year of existence as a nation. But, too often, Canadians saw their architectural heritage disappearing at an alarming rate, a point made forcibly by the Massey Commission report. Local heritage groups and historical societies were formed and provincial legislation — the Ontario Heritage Act of 1975 — was passed in an effort to stem the destructive tide.

In 1968 Action Sandy Hill (ASH) was formed "to save the community's residential, ethnic and historic [sic] character and scale."⁴⁰ Concern for the preservation of the historical fabric and heritage resources of the district ranked high on ASH's agenda and, after four years of often-acrimonious discussions, the Sandy Hill Development Plan was agreed to by both city representatives and ASH. The municipal council approved a considerably revised version of the plan in 1976.

The new Ontario Heritage Act permitted the designation of single properties and historic districts. The existence of important blocks of structures of heritage interest within Sandy Hill encouraged the delineation of heritage districts, a process much more difficult and contentious than the designation of a single property. Nevertheless, in 1982, council approved bylaws 307-82 to 311-82, which established five heritage districts within the SHHSA. The Ontario Municipal Board approved the disputed city bylaws on 5 March 1984.

While this process of study, negotiation, compromise and agreement was underway, change continued within the SHHSA in ways which recalled earlier trends. Homes of modern design were erected on the limited number of empty lots which remained or as replacements for earlier residences which, their owners judged, had outlived their usefulness. Some community institutions, such as its schools, were closed or changed in character: for example, the English-language Osgoode Street Public School was closed down in the mid-1970s and, in 1979, reopened as L'École francojeunesse.⁴¹ More commercial premises were opened along major thoroughfares, such as Somerset and Laurier Streets East, while the rapid expansion of student

⁴⁰ Rys Phillips, "About the Area: Sandy Hill East," in *Ottawa: A Guide*, p. 121; see also the Action Sandy Hill website at http://www.ash-acs.ca/main_e.html.

⁴¹ See the school's website at <http://www.francojeunesse.cepeo.on.ca>, "Historique de l'école."

numbers at the University of Ottawa led to the influx of student-oriented residential and commercial premises on the streets of the SHHSA adjacent to the campus.

Many fine suburban villas or mansions having survived. A key factor in this retention of late-Victorian residences has been the policy of the National Capital Commission to encourage foreign embassies to occupy and preserve these prime elements in the SHHSA's inventory of buildings of heritage interest. Currently, 31 embassies and legations are to be found within the boundaries of the SHHSA; all but one of these diplomatic establishments are located in former residences of heritage interest.⁴² Some occupy premises which have been the focus of heated controversy over their redevelopment. One example is 229 Chapel Street (Figure 43), which was constructed as a single-family residence for Frederick Toller in 1874-75 to designs by the skilled local architectural firm of Horsey and Sheard. In the early 1990s this was slated for conversion to a shelter for homeless women and, upon the failure of that plan at the Ontario Municipal Board, to a rooming house. This fine Victorian residence (Figure 42) now serves as the Embassy of Croatia.⁴³ The west side of Range Road south of Laurier Street East has become a prime location for facilities of this type (Figure 43). Other large properties have been converted to use as a bed and breakfast, an adaptive reuse which preserves its original residential use, encourages the retention of original period features, and contributes to the visual qualities of streetscapes.

Because the SHHSA was largely built up by the middle of the 20th century, the existing current housing stock overall seems relatively little changed from that discernible on the 1956 fire insurance plan. Certainly, individual properties have been modernized and, in some cases, new construction on the front of an existing house obscures its original design character. There has been some infilling or replacement with buildings of modern (and often incompatible) stylistic qualities (Figure 44). Nevertheless, the rule of the marketplace, tempered by recent heritage legislation, has left the SHHSA with significant structural resources whereby Ottawa's development can be interpreted.

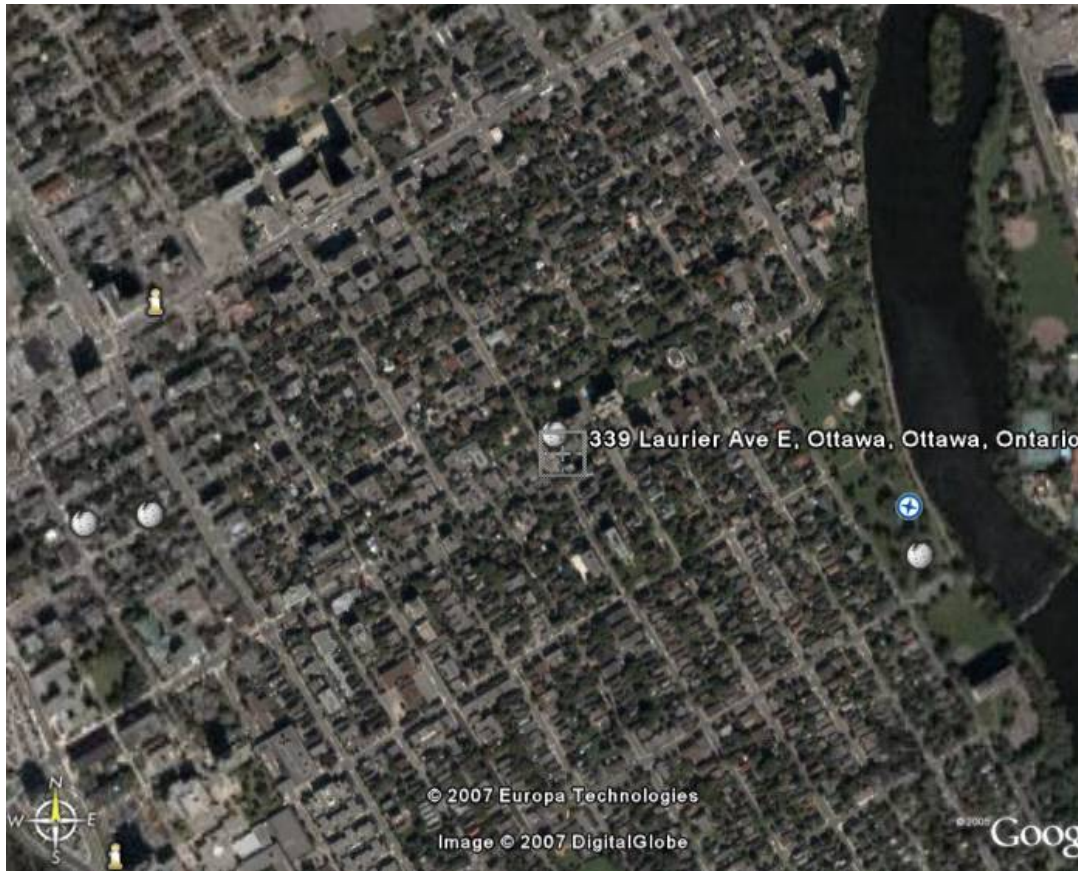
Conclusion

Viewed in traditional heritage district terms, the SHHSA undoubtedly conforms to Paul Robertson's description of "a patchwork quilt of 'micro' districts containing only select examples of high-style architecture."⁴⁴ Nor is that status such a bad thing. The SHHSA is one of Ottawa's most pleasant and livable neighbourhoods, its streets lined with generally well-maintained homes of generally compatible scale characterized, not by uniformity or homogeneity, but by variety in materials, architectural styles, and levels and periods of decoration. There is a rather more elaborate architecture and a greater number of recognised heritage buildings in the former Besserer Place than in the former By estate, but both consist of distinctive streetscapes whose variety help to tell the story of the evolution of a non-static cultural landscape which has transitioned, over time, from a wilderness to a suburb to a neighbourhood.

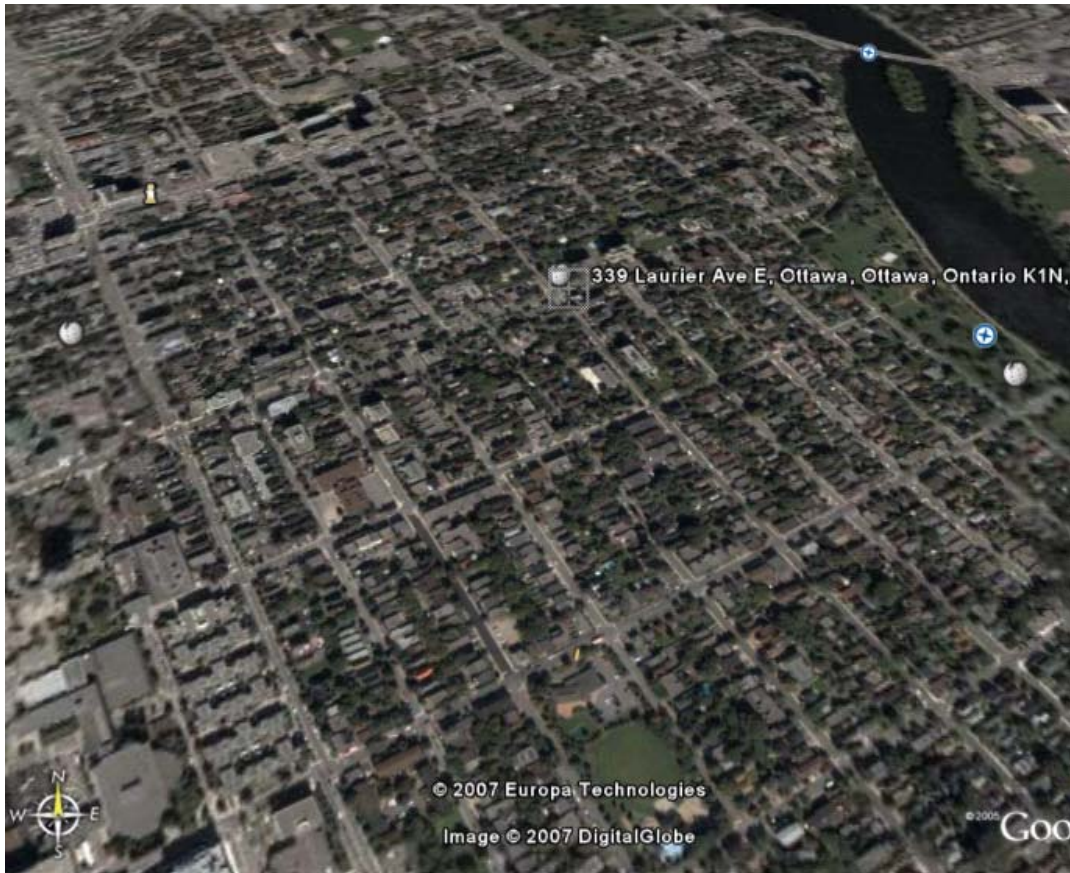
⁴² See http://en.wikipedia.org/wiki/List_of_embassies_and_high_commissions_in_Ottawa.

⁴³ Fletcher, *Capital Walks*, p. 179; the

⁴⁴ Paul Robertson, "About the Area: Sandy Hill West" in Local Architectural Conservation Advisory Committee, *Ottawa: A Guide to Heritage Structures* (Ottawa: [City of Ottawa], 1998), p. 93.



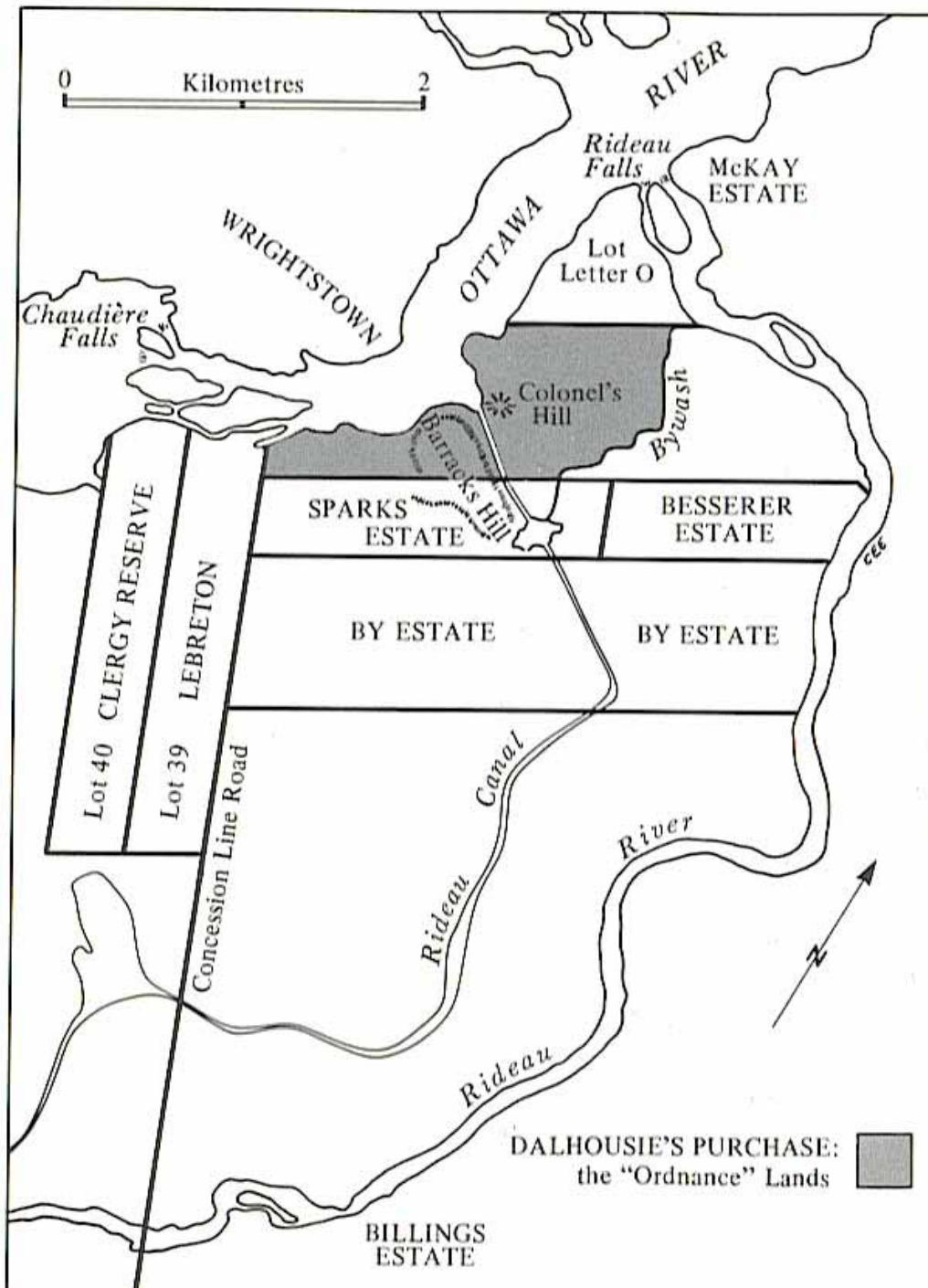
- 2 This image of the study area from approximately five thousand feet shows the current street and occupancy pattern. (*GoogleEarth, April 2007.*)



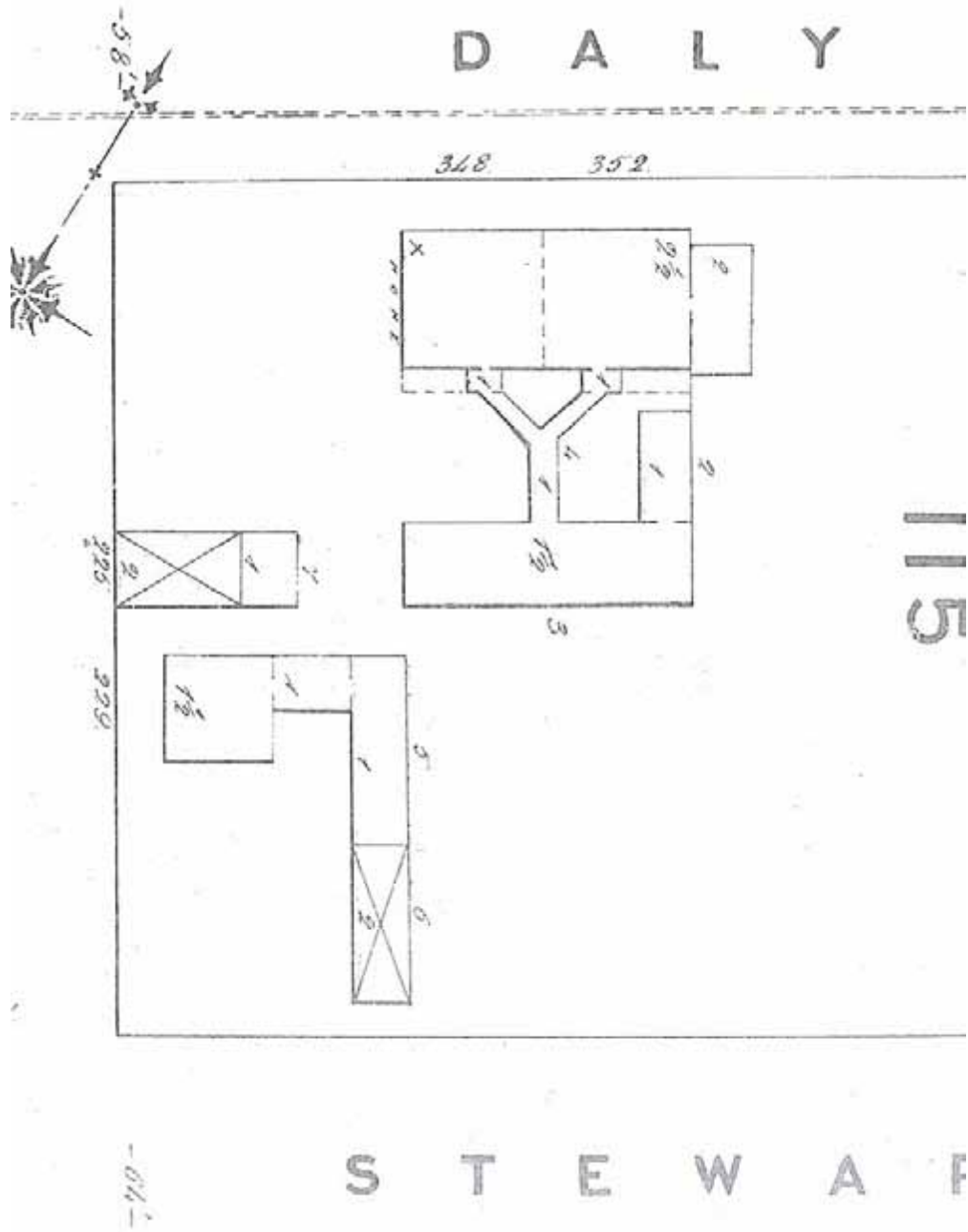
- 3 This aerial view of the study area from the southwest points to the low-rise but dense nature of the existing built heritage. (*GoogleEarth, April 2007.*)



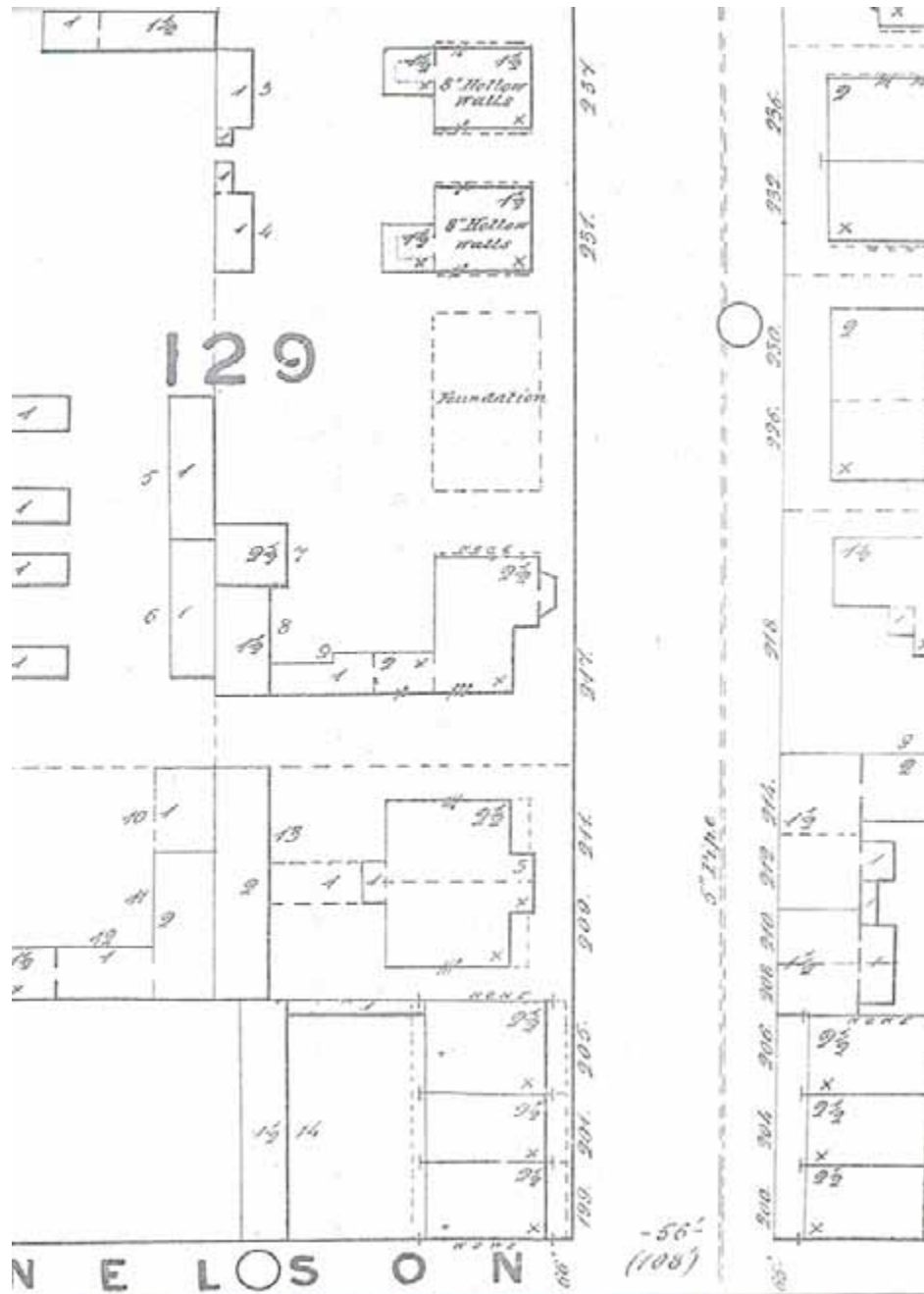
- 4 Laurier House, 225 Laurier Avenue East is both a National Historic Site and a structure designated by the city under the Ontario Heritage Act.
(Parks Canada Agency at <http://laurierhouse.archives.ca>.)



5 This map of the old city of Ottawa shows the relative locations of the Besserer and By estates in the study area. The boundary line between the two estates is the current Laurier Avenue; the northern boundary of the Besserer estate is Rideau Street. (*John H. Taylor, Ottawa: An Illustrated History [Toronto: James Lorimer, 1986], p. 15.*)



6 This section of the 1878 fire insurance plan shows a double house (at 348-352 Daly above) and, to the lower left, a single at 229 Augusta. Note the extensive nature of the outbuildings, required by the need to house domestic animals, cordwood and other necessities of life. (Canada. National Library and Archives [NLA], National Map Collection, G1149/08G475G62/1878/FOL., NMC010731, Block 115, 24/50.)



7 This view of Daly Street between Nelson and Friel illustrates the mixture of housing types found on the street in 1878. The surviving three-unit row on the lower right corner, at 199-205 Daly, is McFarlane Terrace, erected in 1868. The foundations of 225 Daly point to the additive growth of the district. (NLA, National Map Collection, G1149.08G475G62/1878/FOL., NMC010731, Block 129, 25/50.).



8 Besserer house, 149 Daly Avenue, erected ca. 1859, front elevation ca. 1900.
(*NLA, PA051842.*)



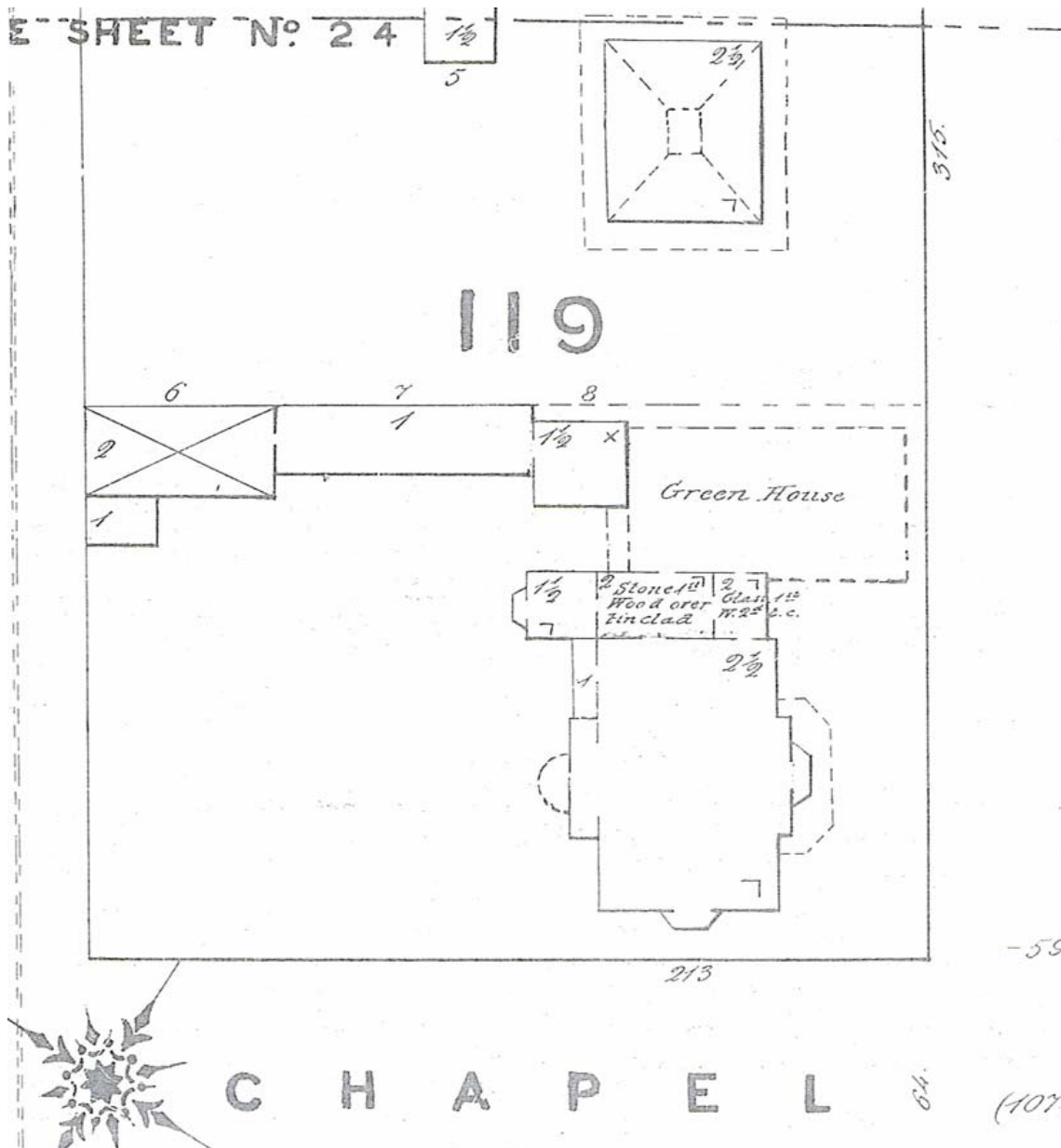
9 Besserer house today. (*Bruce Macdonald, 29 April 2007.*)



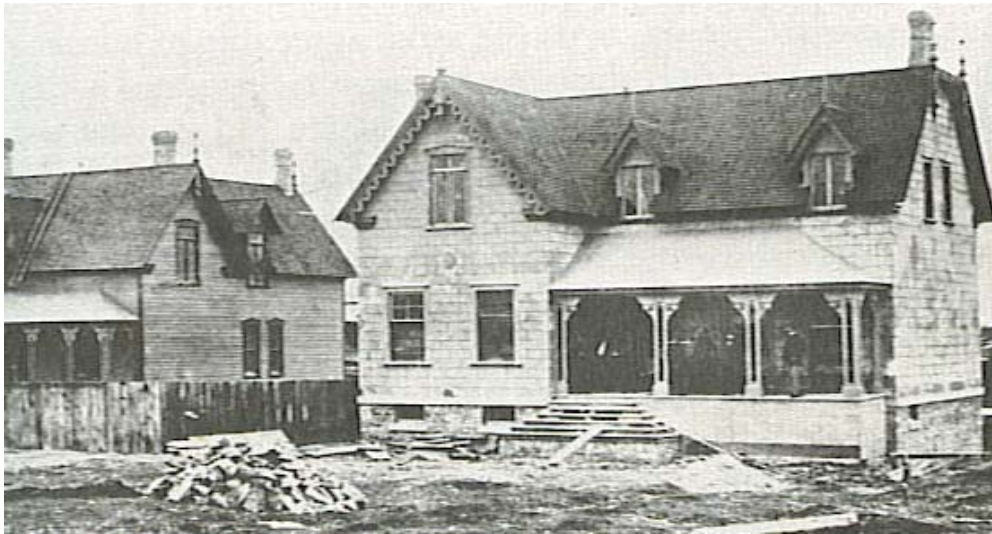
10 Chapel Court/Winterholme, 309-311 Daly Street, built for G.-É. Desbarats in 1865, as it appeared in 1873 in the ownership of Sandford Fleming. (NLA, PA-026478 (cropped.)



11 Winterholme now, after considerable alterations. (Bruce Macdonald, 29 April 2007.)



- 12 Winterholme as it appeared in the 1878 fire insurance plan as 213 Chapel Street. Note the extensive grounds, the inclusion of a conservatory/greenhouse, and the large attached stables and sheds. (NLA, NMC, G1149/ .08G475G62/1878/FOL., NMC010731, Block 119, 25/50.)



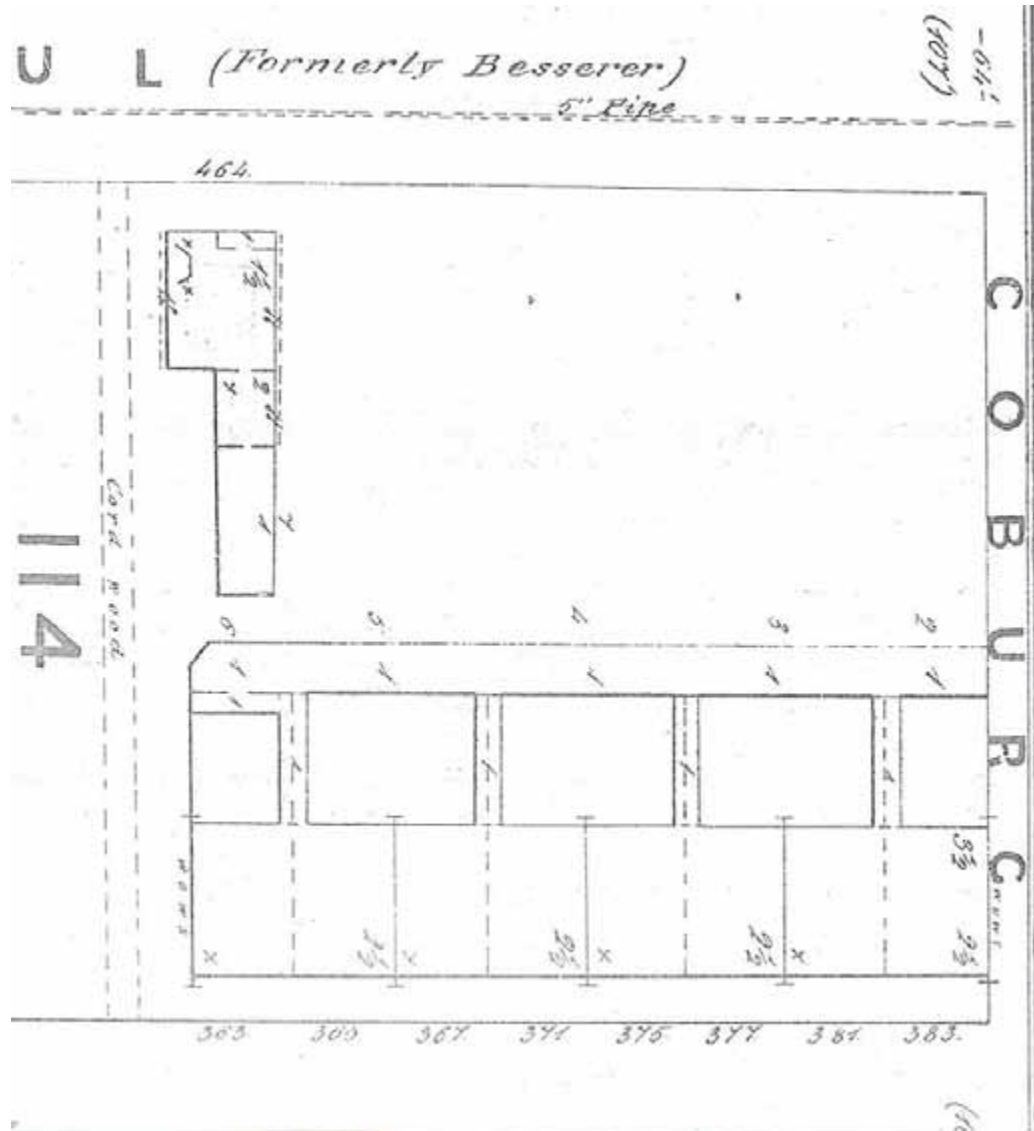
- 13 Houses at 243 (left) and 253 Augusta (right) illustrate the solid, conventional accommodations erected in the early 1870s for mid-level civil servants. (NLA, C08604.)



- 14 The Badgeley/Pearson house at 243 Augusta today; its companion at 253 Augusta (right side in Figure 13), which dates to 1871, was demolished in the 1960s. (Bruce Macdonald, 29 April 2007.)



- 15 Philomène Terrace, 363-383 Daly Avenue today. No comparable historical view has been discovered, but the 1878 fire insurance plan (see Figure 16 below) shows its original configuration. (*Bruce Macdonald, 29 April 2007.*)



- 16 Located on the corner of Cobourg and Daly, Philomène Terrace (bottom) is represented here in 1878 as eight units numbered 363-383 Daly, with extensive attached rear outbuildings. (NLA, NMC, G1149/08G475G62/1878/FOL., NMC010731, Block 114, 24/50.)



- 17 This view of the SHHSA in 1878 from the northwest looking southeast gives a clear idea of the semirural, suburban character of the study area. (*NLA, NMC, NMC021081.*)



18 Daly Street looking east in 1898; note the mature trees and park-like setting.
(*William H. Carré, Art Work on Ottawa, Canada*
[n. p.: W. H. Carré, 1898].)



19 Theodore/Laurier Avenue East looking east in 1896.
(*Carré, Art Work on Ottawa, Canada.*)



20 The H. A. Bate residence, 216 Chapel Street, ca. 1900. (NLA, PA09029.)



21 The residence of St. Denis Lemoine, 505 Wilbrod Street, ca. 1900 (demolished). (NLA, PA09028.)



22 The residence of St. Denis Lemoine, 505 Wilbrod Street, ca. 1900 (demolished). (NLA, PA09028.)



23 The R. B. Whyte residence, 370 Wilbrod Avenue, 1890. ((NLA, PA131893.)



24 A portion of the SHHSA according to the 1893 aerial view of the city of Ottawa (NLA, NMC43176.)



25 The W. H. Davies residence, 404 Theodore/Laurier Avenue East at the corner of Marlborough, ca. 1895, was among the first of the grand residences in the former By estate. (NLA, PA27700.)



26 The W. H. Davies residence, 404 Theodore/Laurier Avenue East at the corner of Marlborough, ca. 1895, was among the first of the grand residences in the former By estate. (NLA, PA27700.)





27 The W. H. Davis house, 565 Rideau Street, 1889. (NLA, PA27186.)



28 Lady Macdonald River, ca. 1890. (Topley fonds, NLA, PA11371.) inaugurating the rifle range along the west bank of the Rideau



29 Strathcona Park as it was laid out ca. 1910 with the isolation hospital in the distance. (NLA, PA9927.)



30 The Osgoode Street school was opened in 1898 and is now l'École franco jeunesse. This postcard view dates to 1911. (<http://www.francojeunesse.cepeo.on.ca>.)



31 Osgoode Public School now, as l'École francojeunesse. (Bruce Macdonald, 29 April 2007.)



32 All Saints Anglican Church, 315-317 Chapel Street at Laurier Avenue East; built in 1899-1900, A. M. Calderone, architect, ca. 1900. (NLA, PA09034.)



33 All Saints Anglican Church, the interior today. (<http://www.allsaintssandyhill.ca/facmainchurch/mainchurch.html>.)



34 Former École St.-Pierre, 353 Friel Street, now La Résidence Sandy Hill Retirement Residence; built in 1906, closed as a school in 1930. (Bruce Macdonald, 29 April 2007.)



- 35 The Bell Telephone Exchange Building (now an office block), 251 Besserer Street, was among the first commercial premises erected within the SHHSA. (Bruce Macdonald, 29 April 2007.)



- 36 The Andrew Fleck residence, 500 Wilbrod Avenue ca. 1910; built in 1900-1902, J. W. H. Watts, architect. (NLA, PA34302.)



37 The Fleck house today, as the embassy of Algeria.
(http://upload.wikimedia.org/wikipedia/commons/d/d4/Algeria%2C_Ottawa.JPG.)



38 The three apartment buildings at 253-255-257 Daly Avenue illustrate the design of early multiple-family buildings within the SHHS. (Bruce Macdonald, 29 April 2007.)



39 Salvation Army Maternity and Rescue Home, 348-350 Daly Avenue, illustrates the introduction of social institutions into the SHHSA in the early 20th century. (NLA, PA28077.)



- 40 The embassy of the USSR (now the embassy of the Russian Federation), 285 Charlotte Street; erected in 1956, W. E. Noffke and Earle Ingram, architects. (http://en.wikipedia.org/wiki/Image:Russian_Embassy_in_Ottawa.JPG.)



- 41 The present embassy of Croatia occupies the former Toller house at 229 Chapel Street, which had been a subject of local controversy. (http://en.wikipedia.org/wiki/Image:Croatian_Embassy_in_Ottawa.JPG.)



- 42 This row of early 20th century houses along the west side of Range Road, south of Laurier Avenue East, now includes a number of embassies and ambassador's residences. (Bruce Macdonald, 29 April 2007.)



- 43 This recently constructed condominium row house at 314-318 Friel occupies a formerly vacant property and uses a housing form traditional for the SHHSA. (<http://ottawa-realestate.net>.)

2.2 Heritage Survey and Evaluation Forms Methodology

The City of Ottawa uses a standardized method for the evaluation of individual properties which is set out in the "Handbook for Evaluating Heritage Buildings and Areas in the City of Ottawa" (January 1989). A photographic record and a description of the history, architecture and environment for each property are recorded on a City of Ottawa Heritage Survey and Evaluation form. The goal is to develop a consistent record and numerical evaluation of properties across all study areas in the City. Several examples from other study areas were given to the consultant team as models for the Sandy Hill study.

The consultant team faced two important challenges in carrying out the survey and evaluation:

1. the quantity of properties (842) to be surveyed and evaluated was disproportionate to the schedule set out and the funds allocated by the City for the study. As partial mitigation of this challenge, the City agreed that the historical research for individual properties would not include title searches or review of permit applications.
2. a review of previous studies revealed that the survey and evaluations of properties were not consistent for different study areas and varied across a number of topics including the extent of historical research, the architectural description and the interpretation of environment (context) for each property. The challenge was to develop a methodology that would provide greater consistency.

Map and Directory Research:

The history section of the inventory and evaluation form seeks to establish both the date of construction (within a five year range) and the original property owner for each property. Where possible, other important figures or events associated with the property are identified. However, very few pre-1950 properties in the Sandy Hill study area were designed by well-known architects or builders and, as a result, little information exists in terms of plans or dates of construction in the City archives. Title searches for individual properties were not within the scope of this mandate.

The exceptions were the 27 properties that were designated under Part IV of the Ontario Heritage Act; these had been previously researched and the team used the information that was on file at the City. For the remaining properties, the study team looked first to insurance maps to try and pinpoint the date of construction for each property. Unfortunately, insurance maps for the area exist only for years 1878, 1902 (updated in 1922), 1948 and 1956. As this did not allow sufficient precision in dating, the team turned to the directories of the period, which were published more frequently, to narrow the range through property owners identified with each specific address.

Inventory:

The inventory of individual properties of the study area posed a challenge due to the large number of properties involved. Originally described in the Terms of Reference as 710 properties, the actual count was over 840. The inventory process normally involves a site visit to photograph each property and to record, by hand, observations related to its architectural features, architectural design and context onto a data sheet. The photographs are then transferred (in the past these were developed and physically attached, more recently they have been digitally manipulated and inserted) and the

recorded information transcribed (in the past typed, more recently entered by computer) onto the survey forms.

Since 1988, this consultant team has been involved in the inventory process for a number of district studies and sought here to develop a method that would provide greater consistency, be more efficient and take advantage of new technology, providing an easy-to-use recording tool that forms a data base allowing for easy updating, sharing and dissemination of the recorded information. In collaboration with Jocelyn Roy, a computer programmer, a digital survey sheet was developed for data entry that obliges the recorder to enter information in a proscribed number of fields, either by checking one of a number of predetermined choices or by adding additional written description as required. This assures that the same attributes of each property are described and done so in a consistent fashion. On site, the researchers were equipped with tablet computers for recording information directly onto the screen, thereby eliminating the additional transcription step. The same process of direct entry into the computer data base applied to the historical research. The raw data was then automatically transformed into prose format to complete the survey part of the form. The process is illustrated below.

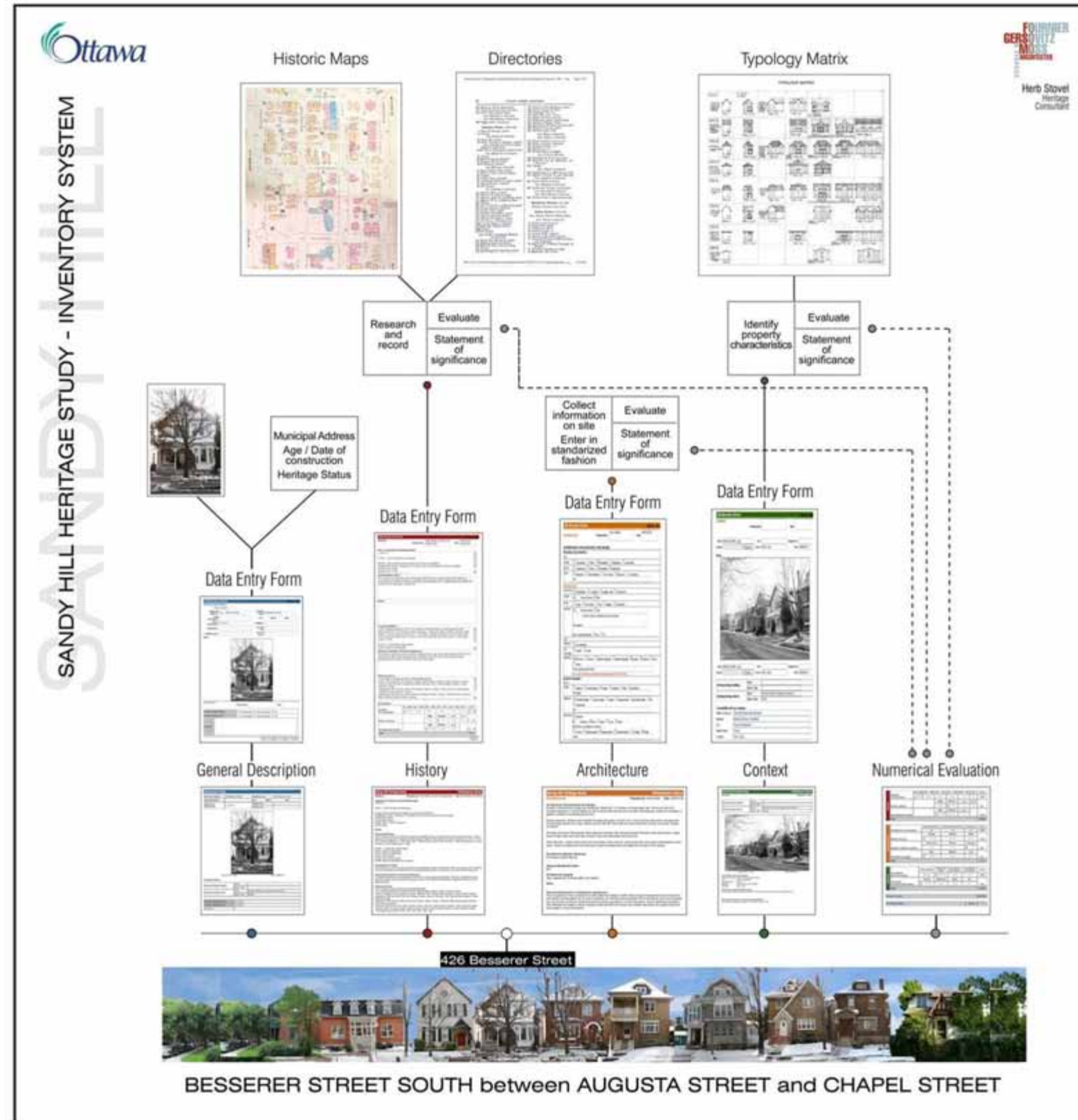


Illustration 2
Example of Inventory Sheet Data Input

3. PHASE TWO

3.1 Introduction

In Phase II, each property was evaluated in terms of its history, architectural features and context in accordance with the City of Ottawa's Handbook for the Evaluation of Historic Properties. The individual evaluation sheets were reviewed by Stuart Lazear, Coordinator of Heritage Planning, City of Ottawa, and by 2 independent reviewers, Scott Whamond of the City of Ottawa Built Heritage Advisory Committee (OBHAC formerly LACAC) and Susan McLeod O'Reilly, Action Sandy Hill representative.

The consultant team modified some of the language of the City Survey and Evaluation forms to provide more accurate descriptions of content and intent of various subject headings, as follows:

City of Ottawa Survey & Evaluation Form	Sandy Hill East Survey & Evaluation form
Trends	Developmental Context
Architectural Design	Architectural Characteristics and Design
Architectural Style	Architectural Stylistic Influence
Environment	Context
Compatibility with Heritage Environs	Compatibility with Surroundings

3.2 Evaluations of 800+ properties

3.2.1. Overview of building evaluation scoring

The <City of Ottawa Handbook for Evaluating Heritage Buildings and Areas> offers eleven evaluation criteria under three broad categories (History, Architecture and Environment). With the encouragement of Heritage Planning staff during the course of preparing this study, the applicable sub-criteria within these three sub categories, as applied to individual properties within the study area, have been modified slightly as described below:

History (30 points)

Age/ date of construction (10)

Events/ persons (5)

Developmental patterns and trends (15)

Architecture (40 points)

Architectural characteristics (15)

Architectural Stylistic influences (15)

Designer/ builder/ architect (5)

Architectural integrity (5)

Context (30 points)

Compatibility with surroundings (20)

Community/ landmark status (10)

This grouping generally follows those categories already established in the <City of Ottawa Handbook for Evaluating Heritage Buildings and Areas>. Several sub-categories have been slightly re-phrased to better express the intent of evaluation in that area (developmental patterns and trends, architectural characteristics, stylistic influences); in addition, four sub-categories have been combined into two (associations with events/persons, community/landmark status) in order to group categories of similar focus. All the sub-categories are explained more fully below.

Maximum scoring values in each category and sub-category are noted above. A more detailed breakdown for each sub-category is described below. The intended evaluation focus of the categories and sub-categories and the related scoring breakdown is defined in greater detail below.

3.2.2. Overall:

History (30 points), Architecture (40 points), Context (30 points).

The relative weighting assigned history, architecture, context in the “City of Ottawa Handbook for evaluating heritage buildings and areas” is 20:35:45. This seems to privilege both context and architecture strongly over history. This weighting may be desirable in some contexts, but is not *a priori* applicable broadly. We believe that bringing the three categories more closely into balance with each other provides a more accurate picture of the relative heritage worth of buildings in the Study Area.

3.2.3. History (30 points):

Age/ date of construction (10), Events/ persons (5), Developmental trends (15)

This weighting gives most importance to developmental patterns and trends, recognizing the importance of understanding how strongly a building may reflect important historical, social and cultural trends in the development of this part of the city. It gives less – but still major - weight to date, in recognizing the importance of older buildings within the neighbourhood. And finally, it provides minimal weight for associations with important events and or people, recognizing that moments in time or particular occupants/owners are considerably less important than the understanding of what the building may convey about important historical trends.

Age/ date of construction assigns scores on the basis of the age and period of the building (pre 1890, 1891-1900, 1901-1910, 1911-25, 1925-1950, and 1951 and beyond).

Events/ persons measures the associations of a particular building with important events and/or persons as high, medium, or low.

Developmental patterns and trends measures the contribution of the building to important historic, social and / or cultural trends in the development of this part of the city as high, medium or low.

3.2.4. Architecture (40 points):

Architectural characteristics (15), Stylistic influences (15), Designer/ builder/ architect (5), Architectural integrity (5).

This weighting indicates the equal importance given architectural characteristics and stylistic influences. Few buildings in Sandy Hill are pure examples of an architectural style although most have architectural elements borrowed from one or more styles. The retention of two slightly overlapping categories recognizes that architectural character and value are

present in definable architectural features and motifs, as much as in stylistic coherence. A relatively minor weight is assigned for architects/ designers/ builders of Sandy Hill buildings; in fact architects/ designers/ builders can rarely be firmly identified, and thus, a minimal score here does not unduly compromise overall scoring of buildings. Architectural integrity has also been minimized; where a building may have lost some of its integrity, the change of condition accompanying loss of integrity is often recoverable, and heritage value may not be substantially affected.

Architectural characteristics are measured by assessing the quality of the proportion/ scale, detail/ craftsmanship, and overall coherence associated with the architectural design and its expression.

Stylistic influences measure whether the overall stylistic coherence of a particular building may be understood as strong, medium or weak.

Designer/ builder/ architect measures whether the designer, builder or architect can be considered renowned, known, or unknown.

Architectural integrity measures whether the degree of integrity associated with the building can be understood as high, medium or low.

3.2.5. Context (30 points):

Compatibility with surroundings (20), Community context/ landmark status (10).

This weighting assigns major importance to the compatibility of the subject building with its physical setting. This sub category allows measurement of the contribution of a building to the character of a street and/or mini-neighbourhood enclaves within the larger Sandy Hill study area.

The sub category of community context/ landmark status provides an opportunity for recognizing the intangible associations which buildings may carry for a community's residents and visitors. Buildings lacking substantial intrinsic architectural and/ or historic significance gain significance here through their perceived contribution to the physical character and local social/ community associations of their immediate neighbourhood.

In addition, the study team identified 8 categories of building typology that provide another measure of compatibility of individual buildings within the immediate and larger context. These typologies are illustrated graphically on the Typology Matrix (Illustration 4).

Compatibility with surroundings requires measuring whether the building sets an example (or helps establish the character) in its context, reinforces the existing context, is merely compatible with the existing context patterns, or is relatively incompatible with its context. The building typology is also used as a part of the evaluation criteria.

Community context/ landmark status involves measuring whether the perceived contribution to either or both can be described as strong, moderate, weak or non-existent.

3.2.6. Overall approach to weighting and scoring

It is important to recognize that the attempt to attribute mathematical scores to buildings to assess their heritage value does not provide an absolute scientific basis for determining the "amount" of heritage value of any particular building. However, this approach does provide an iterative evaluation process, a consistent assessment of large numbers of similar buildings, and a framework for debate. This approach also provides a means to assess the

relative merits of subject buildings from a common perspective, and therefore to permit a rough relative ranking of buildings. By carefully establishing scoring benchmarks, the ranked buildings may be grouped in clusters of approximately similar value. This provides a means to separate the wheat from the chaff, so to speak, and is useful in separating those groups of buildings which are most worthy of long term conservation from those which are less worthy.

Heritage value groups have been established as indicated below:

Group 1 buildings: 70-100 points.

Group 2 buildings: 55-69 points.

Group 3 buildings: 40-55 points.


Group 4 buildings: 0-39 points.

The Heritage Survey and Evaluation dossiers for each property have been issued to the City under separate cover.

One property is illustrated below.

426 Besserer Street

Municipal Address	426 Besserer Street	Building name	426 Besserer Street
Legal description		Lot	Block
Age/Date of Construction	c. 1874-75	Original use	
		Present use	



Source: Ron J. Roy Date: 2006/02/10


Heritage Status

Existing heritage building	Name	
	Style / Date	
Existing heritage district	Name	Besserer St/Day Ave/Kingsgate St/Collingwood St
	Style / Date	1908-02
Potential heritage building	Name	Not defined
Potential heritage district	Name	Not defined
Comments		

Sandy Hill Heritage Study 426 Besserer Street

Context Prepared by: Date:

Existing heritage building	Name	
	Style / Date	
Existing heritage district	Name	Besserer St/Day Ave/Kingsgate St/Collingwood St
	Style / Date	1908-02



Source: Ron J. Roy Date: 2006/02/10

Compatibility with surroundings:
 Pattern of site use: Typical front and side set back
 Use: Typical residential
 Height/Volume: Typical
 Materials: Appropriate to existing building
 Typology: Type 1 (2-3)

Community context/Landmark status:
 This property makes a strong contribution to the history and architecture of the neighbourhood.

Summary/Comments on environmental significance:
 This property reinforces the pattern of the block in which it sits.

Group 1 Property

HISTORY	Pre 1890	1891 - 1900	1901 - 1910	1911 - 1925	1926 - 1950	1951 +	Score
Age/Date of Construction	✓ 10	8 - 9	6 - 7	4 - 5	1 - 3	0	10/10
Events / Persons			High	Medium	Low	N / A	3/5
			4 - 5	✓ 3	1 - 2	0	
Developmental Context			High	Medium	Low		12/15
			✓ 11 - 15	6 - 10	1 - 5		
Total							25/30

ARCHITECTURE	Proportion/Scale	Detail/Craftsmanship	Coherence	Score
Architectural characteristics	5/5	5/5	5/5	15/15
Stylistic Influence	Strong	Medium	Weak	14/15
	✓ 11 - 15	6 - 10	0 - 5	
Designer / Builder / Architect	Renowned	Known	Unknown	0/5
	3 - 5	1 - 2	✓ 0	
Architectural Integrity	High	Medium	Low	4/5
	✓ 4 - 5	2 - 3	0 - 1	
Total				33/40

CONTEXT	Sets example	Reinforces pattern	Compatible with pattern	Incompatible with pattern	Score
Compatibility with surroundings	15 - 20	✓ 10 - 14	5 - 9	0 - 4	14/20
Community Context/Landmark Status	Strong	Moderate	Weak	No	8/10
	✓ 7 - 10	4 - 6	1 - 3	0	
Total					22/30

Phase II score	80/100		
Heritage Status	<table border="1" style="display: inline-table;"> <tr> <td style="border: 2px solid red;">Group</td> <td style="border: 2px solid red;">1</td> </tr> </table>	Group	1
Group	1		

Illustration 3: Typical Sandy Hill Heritage Survey and Evaluation for 426 Besserer

3.3 Development of Typology Matrix

The Heritage Survey and Evaluation Forms require that the architectural style of each property be identified. Sandy Hill was largely built up between 1880 and 1930, when revival styles were very much in vogue. However, there are only a few examples in the Study Area of “pure” or “high” revival styles; most buildings are either fairly modest examples of a particular style or, more often than not, exhibit a mix of stylistic elements. Therefore, the effort to categorize buildings by <style> became an exercise in <style inflation>, where the style named was based on a small number of modest architectural elements. For that reason, the consultants decided to use the term <stylistic influence> to categorize buildings in the Architecture section of the Inventory and Evaluation Form.

What did become clear, as the survey of the Study Area progressed, was that buildings were fairly consistent in height (2 ½ -3 ½ storeys) across the Study Area and that there were a number of recurring building forms or types. The consultant team began to identify the different building types and gradually a pattern emerged. These were mapped out in a Typology Matrix (see Illustration 4) which identifies the basic form for each building type and indicates how it can be transposed from single unit to semi-detached building to row house, while still maintaining its essential typology. For example, a fairly common building type has a sloped hipped roof (i.e. sloped in two directions). In its simplest form, as a single dwelling unit, it has been identified as Type 3. With a porch (p) and bay window (b) added, it is described as Type 3 (p, b). A larger single dwelling unit, with either side bays or central porch, has been identified as Type 3A or 3B. A semi-detached house with side bays is called 3C and semi-detached with shared central entry porch, 3D. Terraced housing with this form is Type 3 (Row). This provides an additional tool for categorizing buildings and relating them to the overall context. Thus, each building is categorized by Type in the Context Section of the Evaluation Form which allows a short-hand reading of its overall form and its other defining characteristics, such as porches and bay windows. Finally, the building types identified were mapped across the entire study area (see Illustration 5). This tool can contribute to understanding and recommending the built form that an addition to a property should take, as well as forms for new construction in the overall context of Sandy Hill.

TYOLOGY MATRIX



Illustration 4: Typology Matrix

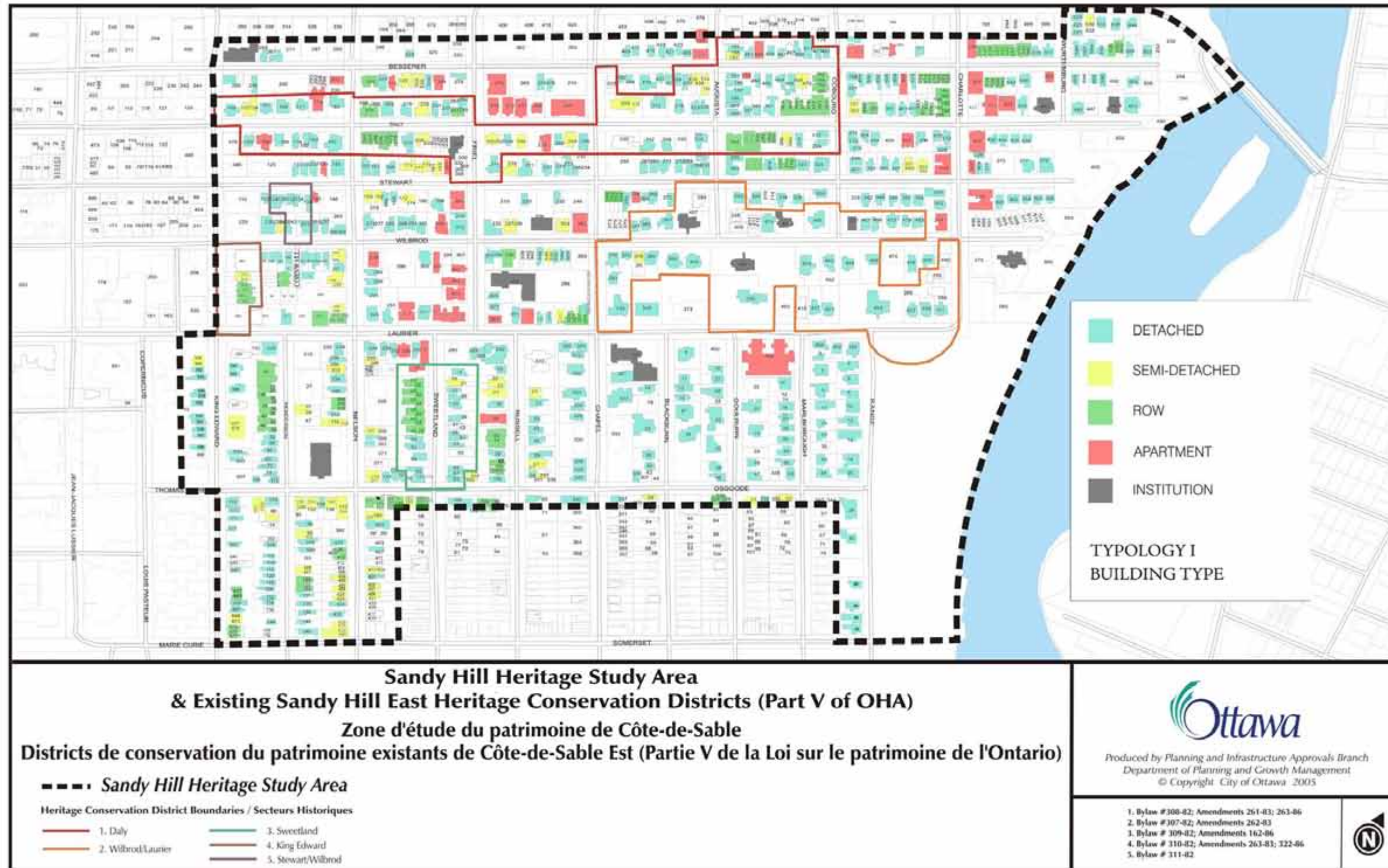


Illustration 5: Map of Typology I – Building Type

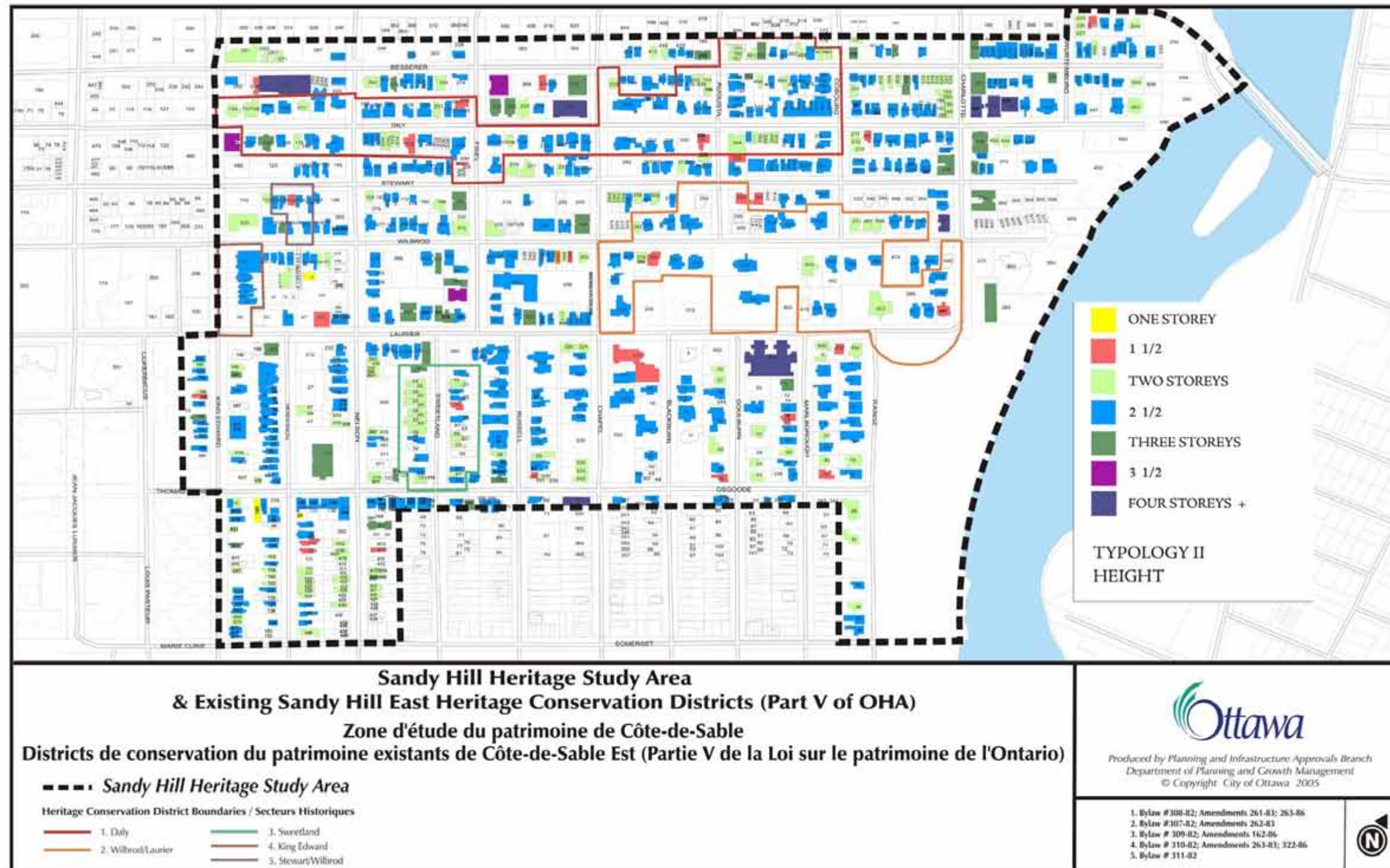


Illustration 5: Map of Typology II - Height

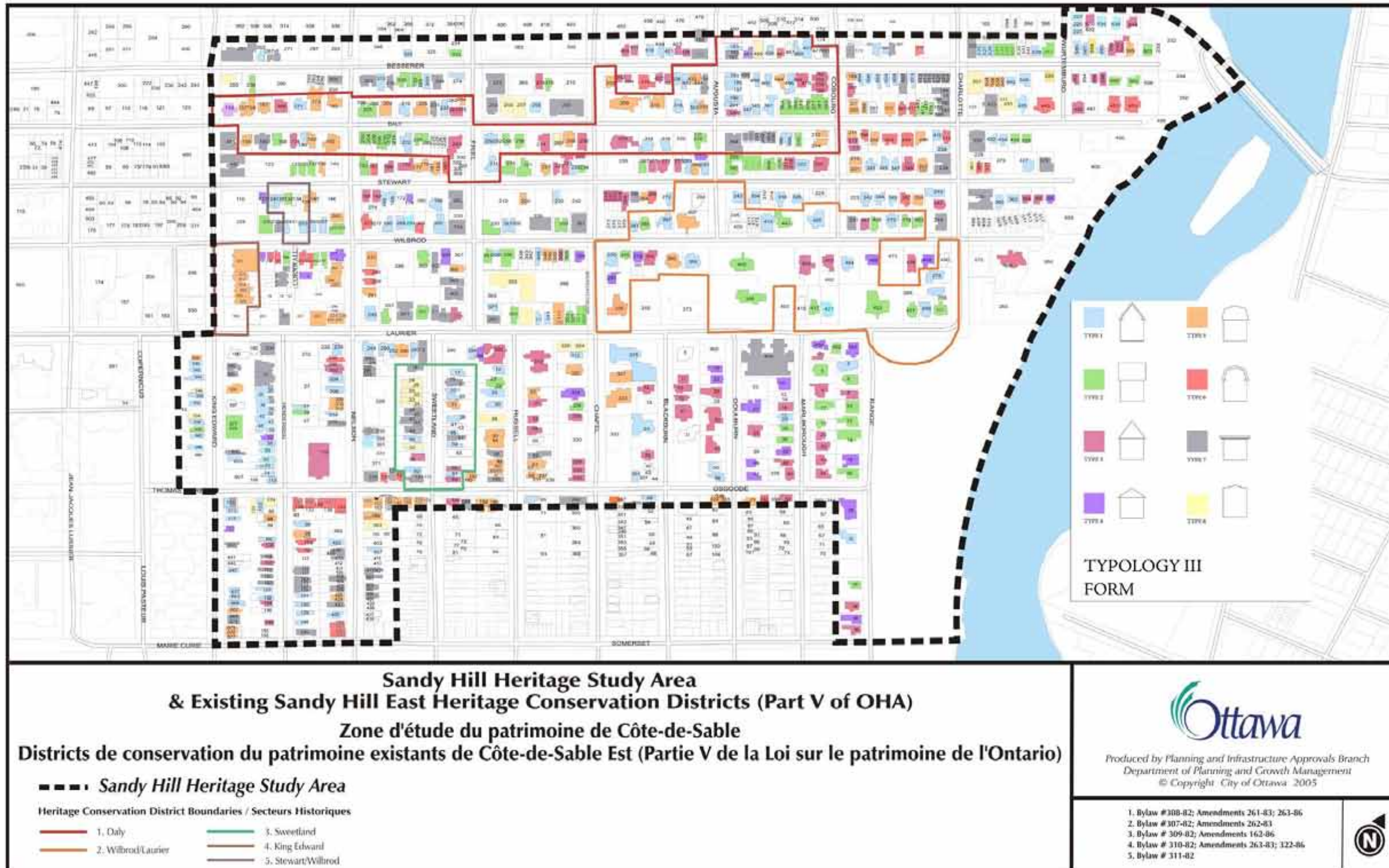


Illustration 5: Map of Typology III - Form

3.4 Mappings of Evaluation Results

Other interesting aspects of properties were mapped across the entire study area including the dates of construction and the evaluation scores.

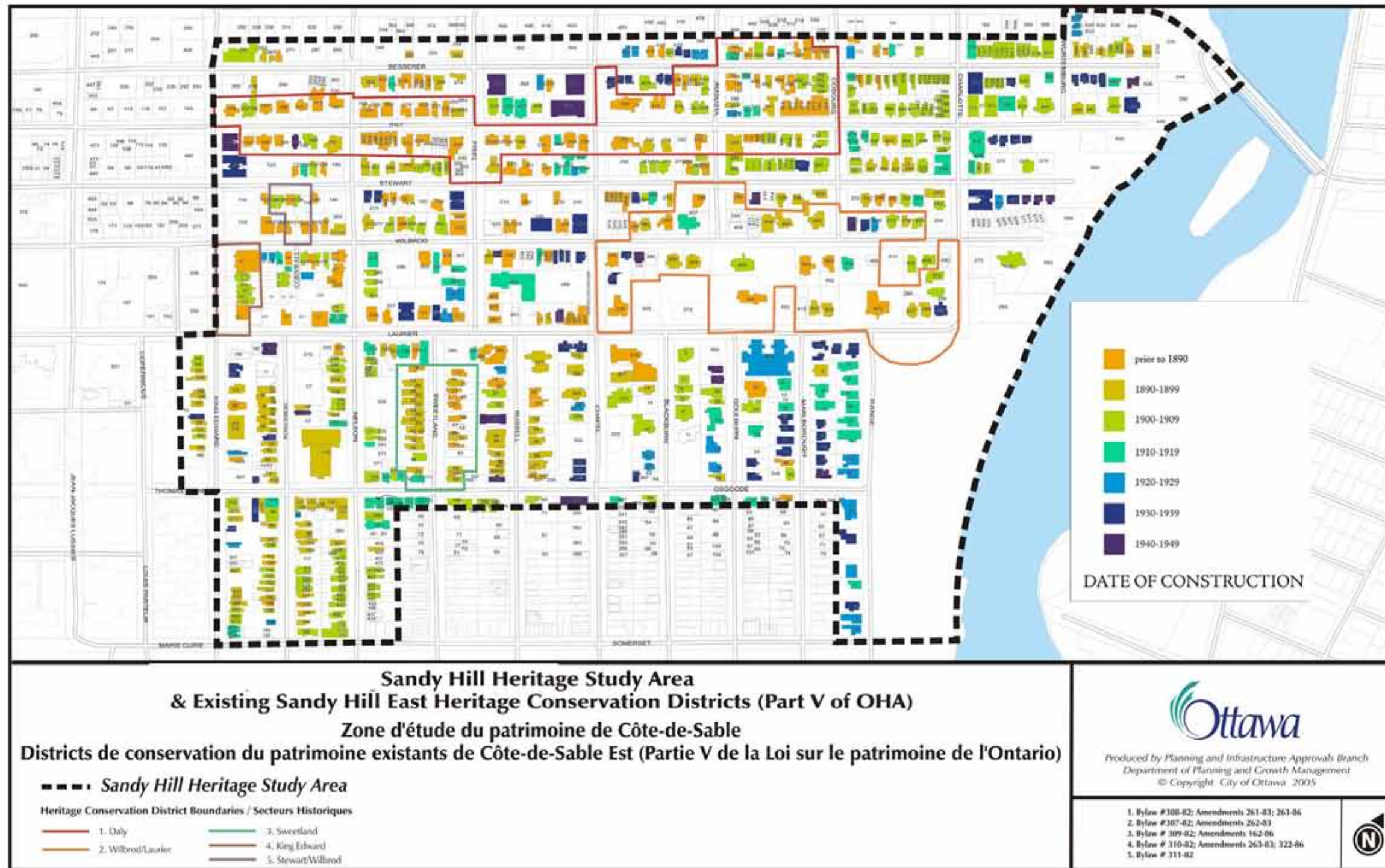


Illustration 6: Map of Dates of Construction

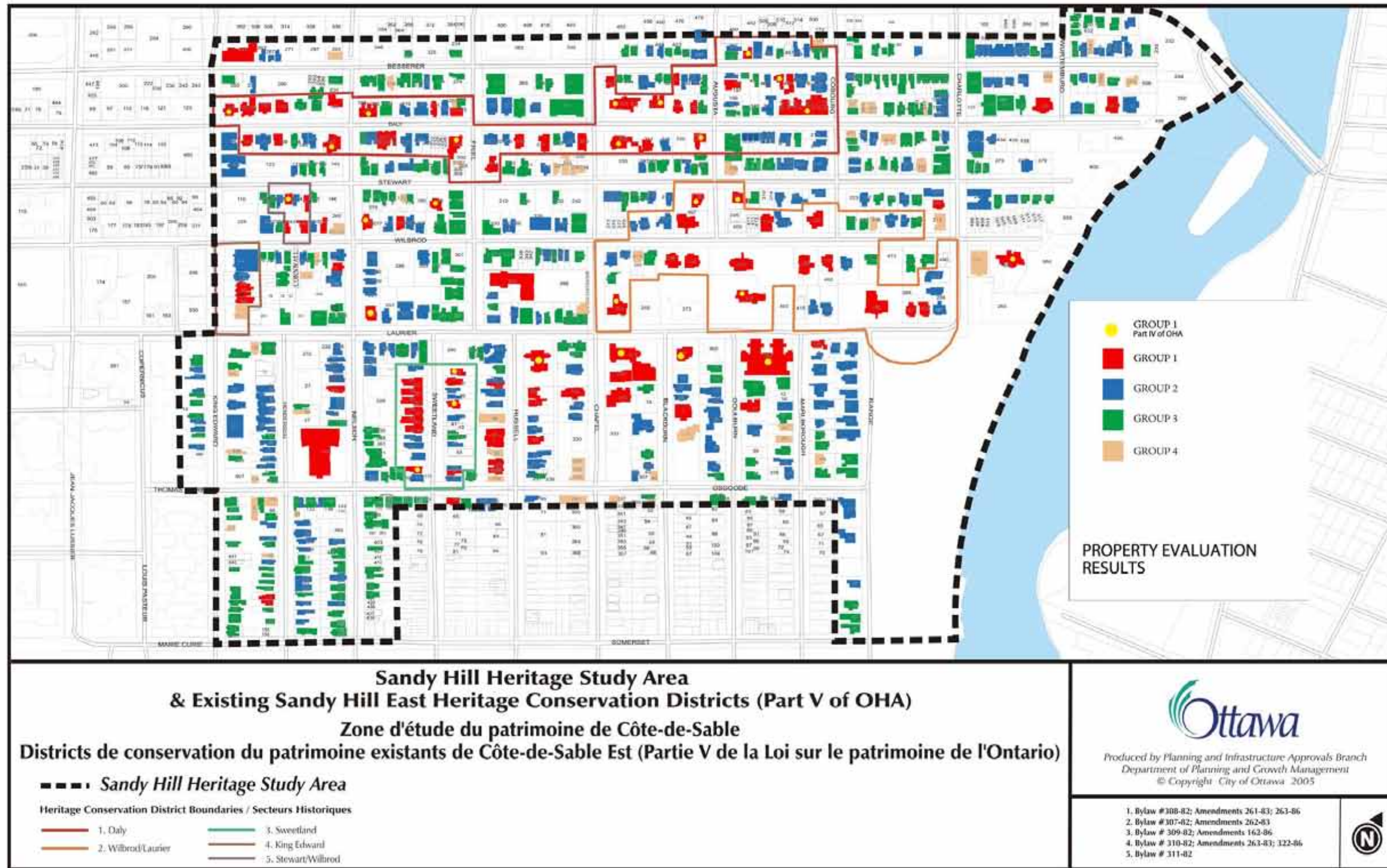


Illustration 7: Map of Evaluation Results

3.5 Analysis of Study Area: Overview of the existing situation

The Sandy Hill study area is largely comprised of residential properties, the majority of which were built over a 50 year period from the 1880's to the 1930's. There are only a smattering of purpose-built institutional buildings (such as schools or religious institutions) and two small commercial sectors, at the west ends of Laurier and Osgoode.

The area is differentiated topographically to the north and south of Laurier by a marked change in the layout of streets (east–west north of Laurier and north-south on the south side) and by sloping terrain to the south. It is more the character of the buildings that changes in the east-west direction, with a preponderance of smaller multi-family homes (some have been converted to that use) at the west end, especially those owned by or serving the student population of the University of Ottawa. There is a gradual shift to larger single family homes towards the east; many of these have been converted to embassies or other institutional uses.

3.5.1. Existing part V designations:

creation of the five existing HCDs in Sandy Hill and current status

The Sandy Hill Heritage Study Area includes the first five heritage conservation districts designated under Part V of the Ontario Heritage Act on the City of Ottawa. These districts, comprising five large and small irregularly shaped zones within the Study Area (refer map, Illustration 1) were designated by Council under bylaws 307-82, 308-82, 309-82, 310-82, and 311-82. The five Heritage Conservation Districts were approved by The Ontario Municipal Board on March 5, 1984. Generally, from a heritage conservation viewpoint, these districts have benefited strongly from designation. Despite the fact that no description of the significant heritage values and supporting attributes had been prepared at the time of designation, and that no Heritage district Conservation plans have been created, the heritage character of each of the five districts has been generally very well maintained over the last 28 years.

This is due in general to the controls on design and demolition enacted under the Ontario Heritage Act (OHA), the incentives for restoration provided by provision of matching heritage restoration grants and also by application of heritage zoning (now called “heritage overlay”). This mechanism is described in more detail below.

The University of Waterloo study “Heritage Districts Work: Heritage Conservation District Study 2009” confirms resident satisfaction with the existing five Sandy Hill District designations. While the report notes that the study was designed to answer the question: “Have Heritage Conservation Districts in Ontario been successful heritage planning initiatives over a period of time?”, it is essentially a study which examines levels of resident satisfaction in 32 districts within Ontario, rather than whether conservation objectives have been achieved. Coming from surveys carried out in the five Sandy Hill districts, the study report notes that

- Most of people surveyed are very satisfied or satisfied with living in the district;
- The process for completing alterations to buildings is neither difficult nor lengthy;
- Two-thirds of the properties in the district had average or above sales history trajectories;
- Overall, the Sandy Hill Heritage Conservation District has been a successful planning initiative.

These five Heritage Conservation Districts, as early Ontario designations, are not supported by the conservation tools associated with designations carried out since 2005. No heritage conservation district plan (as prescribed under section 41.1(5) of the Ontario Heritage Act) has been prepared, and none of the components of a district plan exist (statement of the objectives to be achieved through designation, statement of cultural heritage value or interest, 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 a description of the alterations or classes of alterations that are minor in nature and that would not require a permit).

However, the support provided by the Part V Ontario Heritage Act designation has been aided by the application of a “heritage overlay” (under provisions of the Zoning Bylaw) on top of the underlying zoning, to limit development to volumes and heights which approximate the existing. The heritage overlay has been applied to cover the areas contained within each of the five designated Heritage Conservation Districts, as well as individual properties designated under Part IV of the Ontario Heritage Act which fall outside of any district.

Analysis of the Study Area through the inventory phase of work in this mandate has permitted evaluation of the relative heritage values of all pre-1950 properties, including those in parts of the Study Area which lie outside the five designated Heritage Conservation Districts (refer to map, Illustration 7) indicating buildings ranked according to heritage value, and also delineating the five existing heritage conservation districts). This analysis illustrates that a number of small areas of potential heritage value roughly equal to that of the designated heritage conservation districts exist. Possible areas are parts of Russell-Chapel-Blackburn between Laurier and Osgoode, King Edward-Henderson-Nelson between Laurier and Osgoode, Marlborough and Range Road between Laurier and Osgoode and Besserer and Daly from Charlotte East (Illustration 8).

Toward the south end of the Study Area, an area(s) of residential density comparable to that of much of Sandy Hill but of more recent vintage and of generally lesser heritage value can also be identified. This analysis also reveals that there are small areas where a concentration of recent high rise construction has much altered the original heritage character of Sandy Hill.

The result, from a heritage perspective, is that the Study Area constitutes a mosaic of mini areas and blocks of varying levels of heritage interest: designated heritage conservation districts of high heritage value, undesignated heritage areas of comparable heritage value, areas of distinct but more modest heritage value and areas of little or no heritage value.

3.5.2. Existing part IV designations

27 individual properties in the study area had been designated under Part IV of the Ontario Heritage Act and are illustrated on the Study Area map (illustration 1). A list of these properties is appended to this document. Aside from these already designated properties, there are xx properties that the consultant team evaluated as Category I properties. A list of those properties recommended for Part IV designation is also appended to the document.

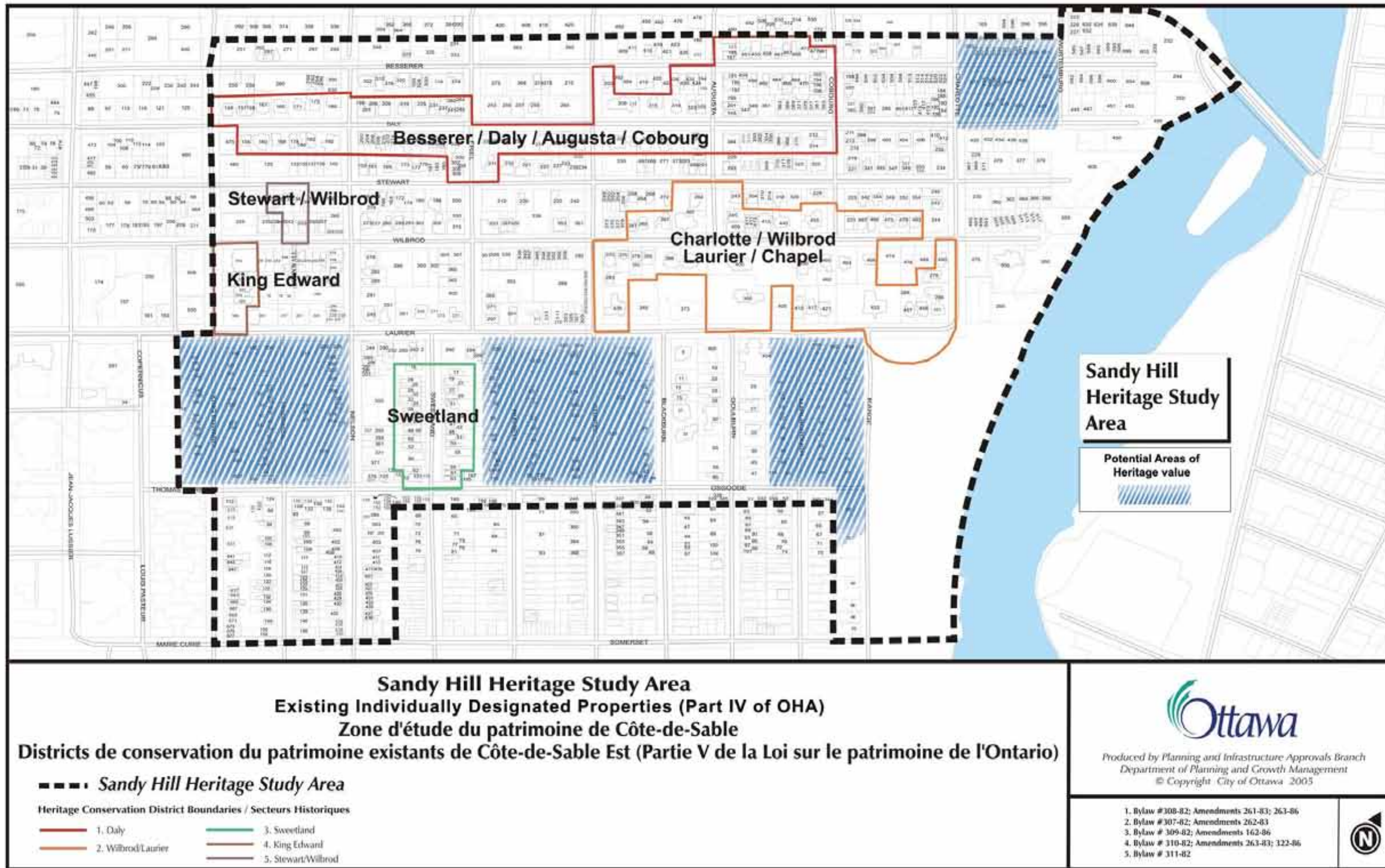


Illustration 8: Potential areas of heritage value similar to existing Heritage Conservation Districts

**3.5.3. Existing policy and planning/ regulatory framework:
*applicable zoning, setback and other regulations in this part of Sandy Hill***

Change in the study area is controlled by a number of measures including applicable zoning, setback and other regulations. As noted in Schedule B of the Official Plan (Urban Policy Plan), most of the study area is zoned “general urban area”; a strip of land on the west side of the Rideau River corresponding to Strathcona Park is zoned “major urban space”. Schedule B also indicates that Rideau Street has been designated as a “Traditional Main Street” and is therefore subject to the growth and intensification policies applied to such Main Streets in the Official Plan. Schedule L of the Official Plan (Design Control Areas) includes the east side of King Edward from Laurier to Templeton. Annex 4 of the Official Plan indicates the location of the five heritage conservation districts in the study area. As noted above, there is also a heritage overlay covering each of the five districts and any Part IV designated properties outside of the districts.

3.5.4. Streetscape Guidelines

The streetscape in the existing five Heritage Conservation Districts has been studied and guidelines set out in a previous study:

Sandy Hill’s Heritage Districts Streetscape Guidelines
Commonwealth Historic Resource Management
October 1984

Operations and maintenance of the streetscape were addressed by the City in 1992:

Sandy Hill Heritage Conservation District Streetscaping Operation and Maintenance Manual
City of Ottawa, Community Planning Branch, Department of Planning and Development,
July 1992

**3.5.5. Challenges to heritage conservation:
*analysis of recent typical development requests and responses, and summary of key problems to be addressed***

The Study Area shares many of the challenges of caring for heritage values in older Ottawa neighbourhoods. Maintenance is uneven and in many visible cases too long deferred. Available funds to top up building improvement projects to acknowledge special care needed to maintain heritage qualities are very limited. Where owners are committed to providing adequate care for their properties, and have the resources to do so, retrofitting to meet upgraded standards for energy conservation, “green” building and universal access often privileges approaches which needlessly sacrifice heritage features.

In addition to these general challenges present throughout Ottawa’s existing precincts of heritage value, there are a number of challenges unique to Sandy Hill. Major challenges include the following:

- Generally speaking, institutional growth by the University of Ottawa continues to impact the western part of the Sandy Hill neighbourhood both through direct acquisition and development by the University, indirect provision of private–sector student housing and services such as bars, restaurants, printing outlets, coffee shops, etc.
- On a smaller but equally meaningful scale, the continuing transformation of single family residences for University of Ottawa students seeking student housing threatens the heritage character of a large part of the residential housing in the Study Area.

- The overall cohesiveness of the heritage character of the long evolving area has been badly marred in a small number of instances by insensitive and inappropriate high rise development, carried out without any regard for the existing heritage values of the study area.
- The general push to strengthen “intensification” throughout Ottawa, in conformity with current provisions of the Provincial Policy Statement policies threaten survival of the heritage overlay wherever it has been applied, as the overlay limits development potential in heritage districts even for buildings of modest heritage value. The push to intensify can, however, be managed within the context and umbrella of the heritage overlay so that benefits for heritage buildings are produced as has been shown by the award winning “Strathcona on the Park” project on Laurier.
- And finally the plans of embassies, consulates and diplomatic missions of various kinds - now present in large and increasing numbers in the Study Area - to improve their ability to meet their requirements threatens the survival of many of the structures in which they are housed as well as their heritage character. Achieving development goals here in ways sensitive to heritage values is difficult as diplomatic missions are at present only required voluntarily to submit to heritage controls.

3. 6. Public Meeting

Following the Phase I report, a public meeting was held in November 2009 to describe the Inventory and Evaluation process and to allow property owners and stakeholders to comment on the Survey and Evaluation forms for their property and to ask questions. Comments and feedback from the meeting were incorporated into the inventory forms.



Illustration 9: Public Meeting Number 1

4. PHASE THREE

4.1. Introduction

The recommendations set out for the study area are based on an analysis of the findings of the previous research and evaluation phases, and a review of existing mechanisms for the protection of heritage at both the municipal and provincial levels. The following proposal attempts to rationalize the approach for managing the heritage values of the Study Area as a whole, while upgrading the ability to conserve the five existing Heritage Conservation District, without losing any protective mechanisms already in place.

4.2. Overview: exploring conservation approaches for the Study Area

Improving protection of important heritage resources in the Sandy Hill study area involves review of a number of considerations:

- the inventory work carried out in this study which identifies the intrinsic significance of all individual structures built before 1950;
- the need to establish a framework for consideration of development proposals which measures the impact of proposals on both the intrinsic significance of heritage properties within the District and on the overall significance of the study area as a whole;
- the conservation effectiveness of the five designated Heritage Conservation Districts in the Study Area;
- available mechanisms for protection of heritage structures, districts and areas of heritage value within Ottawa.

The consultant team has reviewed a range of strategic approaches to address caring for the heritage values in the Study Area, and within the five existing districts. These include:

approach 1. designating most or all of the Study Area (including the existing heritage conservation districts) as a single Heritage Conservation District.

This would involve:

1. de-designation of the five existing districts;
2. providing a heritage conservation district plan for the new larger area to be so designated, following the requirements of the Ontario Heritage Act for such district plans.

approach 2. designating a number of additional new heritage conservation districts within the Study Area to complement the existing five heritage conservation districts.

This would involve:

1. developing heritage conservation district plans (as prescribed under the 2005 Ontario Heritage Act) for the five existing districts, and also for any new proposed districts. At a minimum, at least three potential districts can be identified. As noted above, these could include parts of Russell-Chapel-Blackburn between Laurier and Osgoode, King Edward -Henderson-Nelson between Laurier and Osgoode, Marlborough and Range Road, between Laurier and Osgoode, and Besserer and Daly from Charlotte East.

approach 3. in the context of identifying the Study Area as a Cultural Heritage Character Area, adopting a range of planning tools and guidelines which, without new heritage conservation district designations, would provide for homogeneous treatment of the Study Area, while upgrading protection of the five existing districts.

This would involve:

1. preparation of a Statement of Significance for the Study Area as a whole;
2. preparation of objectives which conservation and management activities must achieve for the Study Area as a whole;
3. preparation of a set of policies, guidelines and procedures which would apply equally to all properties in the Study Area, including application of the heritage overlay to the entire Study Area; and
4. upgrading of protection tools for the 5 existing districts through preparation of a Heritage Conservation District Plan for the Districts (including preparation of a Statements of Significance for each, consisting of statements of cultural heritage value and descriptions of related supporting attributes);

Both of the first two approaches outlined above have significant disadvantages. The first approach involves giving up protection that has long been in place for the 5 existing districts in exchange for potential protection of the entire study area, which may or may not achieve full community support. The risk attached to this option mitigates against its recommendation.

The second approach retains and enhances protection for existing heritage conservation districts (through development of a heritage conservation district plan for the 5 districts) but would require a long term commitment to the creation of heritage conservation district plans for new districts identified through this study. While this would increase protection for any proposed new heritage conservation districts, it would not improve protection for the Study Area as a whole, and it would continue the perception of the Study Area as a collection of discrete areas of high significance set within an urban fabric of little or no heritage value.

The third approach offers both a measure of updated support for the 5 existing heritage conservation districts, and a broad homogeneous policy of conservation/ architectural design control for the entire Study Area. It can be achieved with least administrative complexity and is strongly recommended by the Study Team. Detailed implementation of this third approach involves the adoption of a Heritage Conservation District Plan for the 5 existing districts as well as the identification of the entire Study Area as a Cultural Heritage Character Area. This Character Area defines a planning and management framework which bundles together provisions from the Official Plan, the zoning bylaw (heritage overlay) etc. and extends this to the area surrounding the existing heritage districts. This planning and management framework is more fully described in the next section.

Although there is no completely comparable approach to heritage protection of an area existing within Ottawa at present, the existence of the 5 early Heritage Conservation Districts within a larger area also deserving of greater heritage recognition is unprecedented as well.

The consultant team therefore recommends the third approach: identification of the Study Area as a Cultural Heritage Character Area, integrating a Heritage Conservation District Plan for the existing five districts.

4.3 Framework for developing the preferred approach (Cultural Heritage Character Area integrating a Heritage Conservation District Plan for the existing 5 districts).

4.3.1. Introduction

This approach which is outlined below consists of two main parts.

1. **Cultural Heritage Character Area.** Creating a complementary set of mechanisms to bring adequate protection and conservation to the Study Area as a whole.
2. **Heritage Conservation District Plan for the existing 5 existing Heritage Conservation Districts.** Developing a single Heritage Conservation District Plan for the existing five districts according to the requirements of the Ontario Heritage Act.

Lets look at these in turn:

4.3.2. Cultural Heritage Character Area: general approach

This approach is based on blending provisions of applicable planning instruments in use in the City of Ottawa for protection of cultural heritage resources, including provisions of the Official Plan which provide urban design guidance applicable to maintaining the character of existing neighbourhoods, and which relate to the conservation of areas or districts of heritage value **outside** the framework of Part V designation of Heritage Conservation Districts, provisions of the Zoning Bylaw, and provisions of relevant provincial Acts including the Planning Act, and the Ontario Heritage Act. Each of these contributing elements is looked at below in more detail.

This approach proposes framing the protection of the Cultural Heritage Character Area within the template of requirements established in the Ontario Heritage Act (section 41.1(5)) for creation of a Heritage Conservation District Plan. The 5 components of such a plan (statement of objectives, statement of cultural heritage value or interest, description of heritage attributes, policy statements, guidelines and procedures, and minor alterations which may be excluded from review) are used to define the key characteristics of the proposed approach to the Study Area. Use of this template will ensure compatibility with provisions proposed for upgrading the 5 existing Heritage Conservation Districts to requirements of the 2005 Ontario Heritage Act.

4.3.2.1 Cultural Heritage Character Area: basis within the Official Plan

The Ottawa Official Plan provides several means by which areas or districts of cultural heritage value may be conserved, as follows:

The Official Plan provides for the protection of areas or districts of heritage importance by noting that *“groups of buildings, cultural landscapes, and areas of the city”* may be designated as *“Heritage Conservation Districts”* under Part V of the Heritage Act.

The Official Plan also commits itself to the *“the conservation of cultural heritage resources.... for the benefit of the community and posterity”*, and that cultural heritage resources may include buildings, structures, sites, archaeological resources; and **cultural heritage landscapes**. Only the latter applies to areas or districts of heritage importance.

The Ottawa Official Plan, in keeping with the Provincial Policy Statement on cultural heritage (2.6) defines **cultural heritage landscapes** to be:

“...any geographic area that has been modified, influenced, or given special cultural meaning by people. They provide the contextual and spatial information necessary to preserve and interpret the understanding of important historical settings and changes to past patterns of land use. Examples include a burial ground, historical garden or a larger landscape reflecting human intervention, such as the Rideau Canal, the Rideau and Ottawa Rivers, etc.”

The Official Plan also provides that 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 Heritage Act may or may not be appropriate”. In this context, the Official Plan notes that it is expected that 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.”

4.3.2.2 Eleven additional planning mechanisms

Eleven planning mechanisms may be bundled together in looking at means to manage change inside **Cultural Heritage Character Areas**.

These include:

1. the design principles identified in the City of Ottawa’s urban design guidelines associated with the urban design objective for “protecting established character”;
2. the provisions for creating a community design plan;
3. the provisions of the Zoning Bylaw for creation of *heritage overlays*;
4. the use of cultural heritage impact assessments;
5. the use of Parks Canada Standards and Guidelines for Conservation of Historic Places;
6. creation of a Study Area Register of Properties of Cultural Heritage Value or Interest;
7. increasing property standards enforcement capacity;
8. financial incentives for heritage building conservation;
9. extension of demolition control;
10. establishing a protocol to strengthen heritage conservation opportunities for diplomatic missions; and
11. use of Part IV designation under the Ontario Heritage Act to increase individual property designations.

These are looked at in turn below:

Mechanism 1. Urban Design Guidelines for “respecting established character”

The City of Ottawa’s Official Plan includes urban design guidelines, defined in section 2.5.1. Here, urban design is defined as “the process of applying desired functional and aesthetic parameters to the design of the city and its parts.” Urban design guidelines address 6 principal objectives including “respecting established character”. The City’s Urban Design Guidelines document summarizes this objective and related principles to achieve it.

In distinct and established communities where character has been built up over many years, it’s important that new and infill developments recognize and complement the unique qualities and positive characteristics that make the surrounding community special.

Established Themes

Complement the surrounding scale, mass, and rhythm with compatible architecture and subtle details that are common to nearby developments.

Community Landmarks

Develop around landmarks with sensitivity so as not to overpower or detract from these often cherished symbols of community.

Cultural Landscapes

Preserve our historical relationship with the land by respecting significant cultural landscapes.

Unique Landforms

Highlight unique landforms so that residents and visitors can identify and connect with the natural landscape.

The Official Plan in 2.5.1 notes more specifically that urban design should:

- Integrate new development to complement and enliven the surroundings.
- Allow the built form to evolve through architectural style and innovation.
- Complement the massing patterns, rhythm, character, and context.

These principles are elaborated in more detail in Annex 3 to the Official Plan which presents a (non-mandatory) explanatory “design framework” for considering design development at various scales within the city. For example, in relation to the design objective “*To enhance the sense of community by creating and maintaining places with their own distinct identity*”, Annex 3 suggests that the following principles are important to consider at a neighbourhood scale:

- Respecting and reflecting historical design elements, development patterns and cultural landscapes of the surrounding area;
- Incorporating design elements from existing distinctive building forms and details that are characteristic of the surrounding area, while achieving variety and innovation;
- Protecting, enhancing, or providing vistas of significant natural features, landmark places, major greenspaces, points of interest, and other important symbols of community identity.

Mechanism 2. Community Design Plan

The treatment of the Study Area as a *Cultural Heritage Character Area* may be understood as a goal which may be achieved through use of a community design plan, as described in article 2.5.6. of the Official Plan:

“..an approach to collaborative community building that emphasizes shared values and mutual obligation and builds trust and responsibility within the community...”

and which ensures that the Plan will help implement the policies of the Official Plan. The City initiates Community Design Plans to translate the principles, objectives and policies of the Official Plan to specific areas and streets. While community design plans require sufficient detail to guide a wide range of Official Plan implementation tools, including the zoning bylaw, it is not intended that this level of detail become part of the Official Plan. Hence, while a community design plan need not be adopted by amendment of the Official Plan, in this case, given the overall complexity of the existing designations and the need to mesh these with the proposed planning mechanisms in a clear and administratively manageable fashion, we would recommend that the approach described herein be the subject of an Official Plan amendment.

Mechanism 3. Heritage Overlay (article 60 of the Ottawa Zoning Bylaw)

Article 60 of the Ottawa Zoning Bylaw provides for establishment of a **heritage overlay**. The heritage overlay is an applied additional layer of zoning control in areas or districts so designated aimed at encouraging retention of heritage structures, by offering zoning incentives to re-use structures, and by limiting size and location of additions in order to preserve the heritage character of the original structure.

In general, where buildings in an area to which the heritage overlay has been applied have been demolished or removed, replacement buildings must be rebuilt in forms, details and to a height approximating the original. Where additions are concerned, height must not exceed the existing; location of the new addition and its penetration into side and rear yard setbacks are also carefully limited.

Mechanism 4. Cultural heritage impact assessments

Section 4.6.1. of the Ottawa Official Plan provides for preparation of **cultural heritage impact statements** where structures designated under the Ontario Heritage Act (Parts IV and V) are proposed to be altered, partially demolished, demolished or where a new building is to be proposed within a heritage conservation district for review by the OBHAC and subsequently City Council. This cultural heritage impact statement is meant to “*describe the positive and adverse impacts on the heritage resource or heritage conservation district that may reasonably be expected to result from the proposed development*”, “*describe the actions that may reasonably be required to prevent, minimize or mitigate adverse impacts...*”, and “*demonstrate that the proposal will not adversely impact the cultural heritage value of the property, Heritage Conservation District, and/or its streetscape/neighborhood*”.

These provisions currently apply to any Part IV designated property in Sandy Hill and any property within the five Part V designated heritage conservation districts. This report proposes to extend this requirement to proposed alterations, demolitions, additions and new structures in the study area that could have a negative impact on the heritage values of the property where such work is proposed or the Study Area as a whole.

Mechanism 5. Parks Canada Standards and Guidelines for the Conservation of Historic Places

The use of the *Parks Canada Standards and Guidelines for the Conservation of Historic Places*, already adopted as a reference text by the City of Ottawa should be retained in relation to the Study Area to provide general guidance related to the use and application of the principles of conservation. This reference has also been used to inform development of the conservation and design principles referred to in 4 below (Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the study area).

Mechanism 6. Study Area Register of Properties of Cultural Heritage Value or Interest

The Ontario Heritage Act (section 27) provides discretionary power to a municipality to maintain a register of properties of “cultural heritage value or interest”. This part of the Act also provides that applications to demolish or move such registered properties may be denied unless owners have provided 60 days notice of intention to do such. Such properties must have been placed on the register in advance of the application to demolish being made. In effect then, demolition of such registered properties may be delayed 60 days by these provisions.

In the Sandy Hill Study Area, we would propose to create a Register of Heritage Properties which would include category 1, 2 and 3 properties identified according to the inventory prepared for this report, and such category 4 properties as may merit inclusion, where these may contribute to the character of Study Area as a whole. Category 4 properties (generally of low intrinsic heritage significance) should not be excluded from the Register *a priori*, but rather reviewed in the light of possible contributions to the Study Area’s character by virtue of their age, and general compatibility of forms, volumes, alignments and materials with those which characterize the area.

Mechanism 7. Increased property standards enforcement capacity

The greater recognition of the built heritage resources in Sandy Hill afforded by the inventory analysis within the study area (updated descriptions of the heritage values and attributes of the existing Heritage Conservation Districts, detailed analysis of heritage value of all 840 properties inventoried, expectations of this study that important heritage will be placed on the municipal Register, pressures on many of the properties to maintain or convert for student use, etc.) increases the need to ensure that the qualities of these properties are well cared for. To this end, the consultant team would recommend a post be created for a heritage property standards officer/inspector dedicated to the needs of heritage structures in the Sandy Hill study area. This would require an allocation within the City of Ottawa budget for this purpose.

Mechanism 8. Financial incentives for heritage building conservation

Conservation of significant heritage properties in the Study Area would be greatly assisted if funds available to property owners for sound conservation work on such properties could be increased. At present, the City of Ottawa maintains a programme of modest grants to aid owners of designated properties, and indeed, owners of designated properties in the Sandy Hill study area are already able to apply for such funds. The pool of funding could be increased in two ways and the consultant team recommends application of both be explored:

- Funds could be harvested for use within the study area where zoning trade-offs have permitted high rise construction, compensated for by funds collected from an owner

benefitting from zoning concessions, and which may be directed to providing grant support for work on designated structures.

- Canadian municipalities and Ontario municipalities have begun to benefit increasingly in recent years from the use of tax relief measures to assist private owners undertake conservation work on their own properties. Such programmes can bring forward substantial tangible support for heritage conservation, and also in the long term be revenue neutral or revenue positive for the City. We strongly recommend that the City carry out a comprehensive study to show how this process could be applied in the Ottawa context.

Mechanism 9. Extension of demolition control

While demolition may be controlled for designated heritage properties (designated under Part IV or Part V of the Ontario Heritage Act) within the Study Area, demolition control for individual undesignated properties can only be assured through use of the provisions of the Planning Act. Here we would propose to extend demolition control under the Planning Act to non-designated buildings originally constructed as residential buildings, whatever their current use. In such cases, demolition approval would only be granted where a residential building of similar size and scale was proposed.

Mechanism 10. Establishing a protocol to strengthen heritage conservation opportunities for diplomatic missions

The large number of diplomatic missions occupying many heritage buildings in Sandy Hill provides a special opportunity to improve care for, and to promote and showcase these heritage properties. We recommend that the Office of the Mayor and the Department of Foreign Affairs work together to design a protocol which will encourage Diplomatic Missions to recognize and respect the heritage values and attributes of their properties, and off the support and guidance of the City in carrying out these responsibilities.

Mechanism 11. Use of Part IV designation under the Ontario Heritage Act to increase individual property designations

The inventory of properties in the Study Area revealed a large number of individual buildings of substantial intrinsic heritage value, which would on their own merits deserve and benefit from individual property designation under Part IV of the Ontario Heritage Act, to enhance protection of their values and heritage attributes. Properties which would merit such designation are listed in Appendix 1. We recommend that, as resources and time permit, these be advanced for consideration as individual property designations; our proposed priorities for designation are reflected in the order in which properties appear in Appendix 1.

Overview of framework

In essence, it is proposed that the study area be treated as a ***cultural heritage character area***, through the process of creating a ***community design plan*** which incorporates specific mechanisms within the Official Plan, the Zoning Bylaw (including the heritage overlay), conservation principles rooted in the Parks Canada Standards and Guidelines, (already adopted as a reference text by the City of Ottawa), and other appropriate mechanisms under the Ontario Heritage Act, the Planning Act and the Building Code Act, as well as a number of ad hoc mechanisms and strategies to increase support for heritage conservation in the Study Area.

4.3.3 Developing the preferred approach

The following paragraphs set out the steps in the development of the third approach described above, for conservation of the Study Area.

4.3.3.1. A statement of the objectives to be achieved in managing the area as a whole

The objectives to be achieved in managing the Sandy Hill East Heritage Study Area include:

- ensuring the conservation of the heritage values and heritage attributes of the study area and its constituent properties, as these are to be defined below;
- guiding property development (including alterations and additions to existing properties, and insertion of new structures) by means which respect the heritage value and heritage attributes of the Study Area, and its constituent properties;
- guiding intensification proposals to achieve their intensification objectives while maintaining the heritage value or heritage attributes of properties or constituent buildings on which it may be sought to carry out such projects.

4.3.3.2. A description of the heritage value of the Study Area

Cultural heritage value or interest of the study area

A number of statements concerning the “heritage character” of the Study Area in Dana Johnson’s report (*From Wilderness to Suburb to Neighbourhood: the Sandy Hill Heritage Study Area, 1857-2007*) provide a basis for constructing an overall Statement of Significance for the Study Area. This Statement of Significance includes both a description of cultural heritage value or interest, and of supporting heritage attributes.

“Heritage character”, a phrase borrowed from FHBRO (the Federal Heritage Building Review Office), is defined generally in Canadian practice to refer to a synthesis of a property’s heritage value and its heritage attributes (or character defining elements, as FHBRO describes them), both called for as components of a Heritage Conservation District Plan under the Ontario Heritage Act.

Dana Johnson’s report sums up the key aspects of the heritage character of Sandy Hill.

He notes Paul Robertson’s views expressed on the part of the LACAC “.....because the contextual relationships of the historical and architectural merits of the area determined its boundaries, Sandy Hill East can be better characterized as a patchwork quilt of “micro” districts containing only select examples of high-style architecture.” (*Ottawa: A Guide to Heritage Structures* (Ottawa: [City of Ottawa], 1998), p. 93).

Dana updates this by noting:

The SHHSA is an evolving cultural landscape whose layout of streets dates to the 19th century, but whose structural fabric is made up of elements dating from the entire period of its existence. The collectivity of its buildings reflects the changing nature of the area, its evolving character. That character reflects and speaks to aspects of the history of the city in a manner that the consistent architectural character of another area simply cannot do. In its scale, date of construction, materials and design, each building within the SHHSA contributes to an understanding of the growth of the city of Ottawa....the evolving complexity of the existing character of the SHHSA clearly reflects the dynamic history of this sector of the city of Ottawa.

In conclusion, Dana Johnson notes:

The SHHSA is one of Ottawa's most pleasant and livable neighbourhoods, its streets lined with generally well-maintained homes of generally compatible scale characterized, not by uniformity or homogeneity, but by variety in materials, architectural styles, and levels and periods of decoration. There is a rather more elaborate architecture and a greater number of recognized heritage buildings in the former Besserer Place than in the former By estate, but both consist of distinctive streetscapes whose variety help to tell the story of the evolution of a non-static cultural landscape which has transitioned, over time, from a wilderness to a suburb to a neighbourhood.

Heritage value of the Study Area

A description of the heritage value of the Study Area, based on the above, follows:

The study area includes five heritage conservation districts designated under the Ontario Heritage Act. It also includes a number of precincts of strong heritage interest, and a number of areas where although heritage character has been diminished by insertion of tall out of scale buildings, future changes should be controlled to protect the prevailing character of the overall district.

All properties in the Study Area have the potential to contribute to the shared heritage value of that area and that potential should be assessed in the context of any development proposal.

The heritage value of the study area may be understood to lie in the variegated urban forms, patterns and textures which illustrate the incremental growth of an early Ottawa suburb, developed initially to meet the residential needs of those associated with the early functioning of the Parliamentary precinct.

The relatively distinct character of the phases of development of the area, moving in time from the earlier properties of the affluent early Besserer Estate residents north of Laurier (Theodore), to the lesser but still substantial later Colonel By properties south of Laurier, and moving in both estates from west to east is reflected in street patterns and layouts, and the range of house forms to be found in the area. The area's accommodation of the evolving economic, cultural and social pressures around it is reflected in various forms of residential intensification (nineteenth century row houses and early to mid twentieth century apartment houses for single individuals, couples and small families), in growing numbers of residential conversions for University of Ottawa students and in the development of an "Embassy quarter" in the late 20th century.

The heritage value or significance of a single property in the study area comprises both its individual <intrinsic> heritage value, as determined in the property inventory carried out with this study, and also its <extrinsic> value, understood as a function of its contribution to the overall heritage value of the study area, and, where appropriate, to the heritage value of the designated heritage conservation district where defined.

(Note: A Statement of Significance of the study area as a whole would include both a Statement of heritage value for the study area (as above) and the description of the related attributes important for the study area as a whole (see section below).)

4.3.3.3. A description of the heritage attributes of the study area and of properties in the study area

The key attributes of the study area are outlined in generic terms. These indicate the broad tangible manifestations of the sources of significance outlined above in the section on the heritage values of the Study Area. They include macro-level features (concerning the study area as a whole) such as patterns of spatial development, layout and organization, function and use, and streetscape design. They also include micro-level features (concerning individual properties) such as site organization and layout, landscape treatment, building forms, materials and systems and their stylistic, typological and technological organization. These generic attributes described for the study area include those listed below. The use of attributes must be particularized to the specifics of the property and the “neighbourhood” in which the property for which alteration and additions are proposed. Not all attributes may be relevant for assessment in reviewing specific proposals.

- *The original street layout of the study area which reflects the different approaches to the laying out of both the Besserer Estates and Colonel By Estates, north and south of modern day Laurier Avenue;*
- *The evolving landscape of the study area, and its treatment of public and private enclosed and open spaces;*
- *The functional organization of the study area including the evolving residential, institutional (religious and educational), commercial and open parkland, and its associated streetscapes.*
- *Properties recognized as Category 1, 2 or 3 in the study area inventory carried out for preparation of this report. These properties include the principal buildings placed on these properties, the ancillary outbuildings (former stables, sheds etc.) and the layout and use of the open space around the buildings, in particular in relation to the disposition of buildings on lots and the general characteristics of lot coverage, organization, and orientation.*

These properties reflect the key developmental phases of the study area, the important people and events associated with construction and use of the properties, and the particular architectural distinction and qualities of the structures on the properties.

Taken together, the properties portray the diversity of development of the Study Area, and typological and stylistic trends including the early cottage style wooden houses which marked the beginning of residential development, the large single family “mansions” of the affluent and influential leaders of government and industry, occupying large lots, the many late Victorian large single family homes of 2 1/2 storeys, the many urban row houses of various scales, from simple duplexes to multi-unit terraces, the early and later 20th century small apartment buildings, and the later 20th century more modest residential buildings of parts of the Colonel By Estate.

The statements of heritage value (4.3.3.2) and the description of heritage attributes (4.3.3.3.) constitute the core elements of a Statement of Significance for the Study Area.

4.3.3.4. Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the study area

An overall policy for achieving the conservation objectives for the Study Area would include the following steps:

1. Application of the heritage overlay under article 60 of the Zoning Bylaw for Ottawa to the entire Study Area.
 - Where a building in the Study Area is removed or destroyed it must be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as existed prior to its removal or destruction.
 - An addition to a building in the Study Area is permitted only if:
 - the height of the walls and the height and slope of the roof of the addition do not exceed those of the building;
 - the gross floor area of the addition does not exceed 30% of the gross floor area of the building;
 - the side yard setback of the addition is at least 60 cm. greater than that of the wall of the building located closest to the side lot line;
 - it is located entirely within the rear yard; and
 - it is not located within a front yard.

2. Application of the following principles of conservation and design in review of alterations and additions proposed within the Study Area, irrespective of their location within the Study Area.

These principles are articulated with the characteristics and needs of the study area in mind, and in relation to relevant references in place in the City of Ottawa to guide thinking. They are derived in part from the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (adopted as a general reference document by the City of Ottawa) and the urban design guidelines articulated in section 2.5.1 of the Ottawa Official Plan.

The Standards and Guidelines give priority to ensuring that decisions concerning alterations or additions to properties respect the defined heritage values of the property. The urban design guidelines in the Ottawa Official Plan give priority to integrating *“new development to complement and enliven the surroundings”*, allowing the *“built form to evolve through architectural style and innovation”*, and complementing *“the massing patterns, rhythm, character, and context”*.

The fundamental general principles of conservation and design applicable to the study area then would include the following:

- Alterations and additions must respect the heritage value of the Study Area, that of the designated heritage conservation district in which the heritage property sits (should this be applicable), and the intrinsic heritage value of the property itself;
- Alterations and additions should be designed in ways which seek to achieve an owner’s performance, aesthetic, and functional objectives without negative impacts on the heritage value of the property, the Heritage Conservation District in which it may sit, and the Study Area;

- Where achieving the above objectives impairs heritage values, then alternative design solutions must be sought;
- The principles of heritage conservation presented below should always be considered together and not in isolation in assessing proposals.

Conservation and design principles concerning approaches to alteration

- The heritage value of a structure considered in relation to planned use objectives will dictate appropriate forms of treatment, whether to **preserve** in an as found state, or to **restore** to an earlier period, or to **rehabilitate** in ways which maintain heritage value.

Effective **preservation** approaches give priority to stabilization, maintenance and repair operations which preserve the physical fabric and integrity of a structure which express its heritage value.

- Preserving existing physical fabric is best supported by approaches which are cautious and prudent. This involves seeking to identify approaches which are “least intervention” – offering least impact to heritage values for goals sought, and reversible to the greatest degree practical. As the French said in the 1830s, better to repair than to restore; better to restore than to replace.
- Replacement of existing functioning building elements and systems should always be viewed as a last option, undertaken only when performance objectives for such elements or systems may not be effectively achieved. Replacement of building elements in such circumstances should always be “in kind”.

Effective **restoration** approaches give priority to recovering earlier forms and appearance of a structure or property on the basis of solid historical and archeological evidence.

- Restoration is concerned with historical truth, not aesthetic appearance, historical imitation or historical fantasy
- Restoration work should always be distinguishable from original or important existing historic fabric.
- Distinguishability is not a design feature in its own right, and should be achieved in visually modest and discreet ways.
- Distinguishability should always proceed by hierarchy, from form and volume through design layout and arrangement through materials choice and textures. Assuring legibility of adjacent materials is meaningless unless the same has been achieved with new forms and volumes.
- Effective **rehabilitation** approaches give priority to maintaining or re-establishing fit between a structure and its physical, functional and social context, in ways which are sensitive to its heritage values.
 - Contextually appropriate and compatible uses will be congruent with those that have come before, where uses have imposed a strong order on design and layout organization.
 - Contextually respectful designs may “fit” by harmonizing or by contrast.

Conservation and design principles concerning new additions:

The following concern the design of proposed additions to properties of heritage value:

- New additions should respond to the qualities of “context” – physical, cultural and social - surrounding the property, and existing sense/spirit of place, while embodying and expressing contemporary design approaches sensitive to the heritage value of the place
-
- New additions should be subordinate to the dominant elements of the setting in which they are inserted, gently and honestly distinguishable as contemporary expression, and broadly compatible with the prevailing heritage character of the place in which they are situated
- Additions may be developed in historic styles or contemporary styles, according to what may best fit the context.
 - New additions in some circumstances may suitably adopt appropriate historic styles and idiom when the addition is small in comparison to the original (less than 10 or 15%, as a guide).
 - When additions are large in scale, it is usually most appropriate to design these in contemporary styles to avoid imitative and deceptive historicism.

4.3.3.5. Description of alterations that can be carried out without a permit

The heritage conservation district plan requires a “*description of the alterations or classes of alterations that are minor in nature and that the owner of property in the study area may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c. 6, s. 31.*”

In general, this report proposes that any proposed alterations or additions which would **not** affect the heritage value or heritage attributes of properties may be considered minor in nature, and may be carried out without a permit under section 42. 2005, c. 6, s. 31 of the Ontario Heritage Act. The following alterations may be carried out without requesting a heritage permit:

Interiors of buildings

- Any alterations to interior design, features and layout, not designated under Part IV of the Act.

Exteriors of buildings

- Field tested and low risk building maintenance operations which may involve cyclical operations designed to keep the building in good repair and performing effectively.

Note: Operations such as cleaning by abrasive means, repointing of masonry joints carried out by non traditional means (e.g., with use of rotary saws), and repair and renewal operations which remove healthy fabric which involve high risk and unnecessary loss of significant fabric will not be considered minor operations which may be carried out without a permit.

Equally, major maintenance operations which might have a negative impact on the heritage value and attribute of a structure such as roof replacement, foundation repairs, replacement of windows and doors, removal of decorative features such as cornices, brackets, columns, balustrades, porches and steps, and replacement of building siding and cladding will not be considered minor operations and will require a heritage permit.

Site, setting and landscape:

- Any alterations to landscapes features, and spatial layout and organization which do not have a negative impact on the heritage value or heritage attributes of the property may be carried out without a permit.

Note: As the range of features which may be altered in a landscape is so large and the number of approaches so diverse, it should be necessary to demonstrate that proposed alterations to site, setting and landscape do not have negative impacts, in order for same to be excluded from the need for heritage permits.

4.3.3.6. Implementation of Cultural Heritage Character Area.

The primary means of implementation of the proposed Cultural Heritage Character Area would be through a Community Design Plan process, as provided for within the Official Plan. This would provide an opportunity for intensive community consultation around definition of the goals of the CHCA, and the many possible bundled mechanisms (illustrated in this report) which may be woven together to support it.

While it appears that community design plans may be implemented without modification to the Official Plan, given the complexity of the existing situation in the Study Area, given the unusual nature of the objectives here (marrying upgraded support for existing heritage conservation districts, with provision of comparable levels of conservation and design control for adjacent precincts within the study area), and given the need to introduce and integrate a number of planning mechanisms and guidelines within and outside the Official Plan, this report would recommend that the approach described herein be adopted ultimately as an amendment to the Official Plan.

4.3.4 Heritage Conservation District Plan for the existing five Heritage Conservation Districts

4.3.4.1. Introduction

This study proposes that simultaneously with measures taken to create an overall approach to development of the Cultural Heritage Character Area for the Study Area, that an initiative be launched to develop a heritage conservation district plan for the 5 Heritage Conservation Districts. Recalling the 5 components of such a district plan (objectives for the district, heritage value statement, heritage attributes statement, policy/ guidelines for protection/ conservation/ management of the district, and exclusions), and the relative proximity, common history and development and the shared character and features of the 5 districts, the plan will include common elements for the objectives, policy/ guidelines and exclusions sections; each of the 5 districts will however maintain separate statements of heritage value and heritage attributes. These are proposed in separate Statements of Significance prepared for each below.

The common elements of the proposed heritage conservation district plan (which conform precisely to those defined for the study area as a whole) are reproduced below.

4.3.4.2. Statement of Objectives for Managing the Existing HCD's

The objectives to be achieved in managing the five existing Heritage conservation Districts in the Sandy Hill East Heritage Study Area include:

- ensuring the conservation of the heritage values and heritage attributes of the five existing districts and their constituent properties, as these may be defined below;
- guiding property development (including alterations and additions to existing properties, and insertion of new structures) by means which respect the heritage value and heritage attributes of the five existing Heritage Conservation districts, and their constituent properties;
- guiding intensification proposals to achieve their intensification objectives while maintaining the heritage value or heritage attributes of properties or constituent buildings on which it may be sought to carry out such projects.

4.3.4.3. Statements of significance for the original five HCDs in Sandy Hill (including heritage value or interest statements and description of heritage attributes).

The following statements of significance summarize the heritage value or interest and describe the heritage attributes of the five existing heritage conservation districts.

1. Daly Avenue Heritage Conservation District

The Daly Avenue Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa through Bylaw # 308-82 and amended by By-laws 261-83 and 263-86.

Description of Place

The Daly Avenue Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa through Bylaw # 308-82 and amended by By-laws 261-83 and 263-86.

Heritage Values

The Daly Avenue Heritage Conservation District, originally part of the lands of Louis Besserer, has significant historical associations with the early development and growth of Ottawa, as well as a rich architectural makeup closely associated with individuals prominent in the building of Parliamentary traditions and practice in Ottawa, including many of Canada's early senior civil servants.

This district was originally part of the lands granted in 1828 to Louis Besserer, a veteran of the War of 1812 and a member of the House of Assembly. His residence stands prominently at 149 Daly, the corner of King Edward and Daly Avenue. The western portions of Sandy Hill, including Daly Avenue, consist of Besserer's property. Besserer took steps to ensure his land would develop as a desirable residential area.

As the government of Canada relocated to Ottawa, a number of influential, affluent residents such as politicians, lumber barons, diplomats and other civil servants were attracted to the residential accommodation offered by this area, and residential development accelerated in the late 1860s and early 1870s. There was a second wave of development in the early 1900s. Gradually Sandy Hill developed into one of the most prominent neighbourhoods in the city.

Generally speaking, the Sandy Hill buildings which define the architectural character of the area were constructed during a brief period ranging from 1870 to the 1920s. During the earliest stages of this period of development, surveyors were careful to keep lots large

enough to accommodate “villa residences,” appropriate at the time for the wealthy single families that were first to inhabit the area. The most prominent architectural styles of the district are Second Empire and Queen Anne Revival, and to a lesser degree, Edwardian Classical, Italianate and English Tudor Revival. Awareness and use of then current styles and tastes reflects a great desire on the part of many resident families to express their personal wealth and prestige through the architecture of their grand homes.

The Daly Avenue Heritage Conservation District is unique and interesting for its heterogeneous mix of workman's cottages, middle-class dwellings, and elaborate more affluent houses such as Winterholme, 309-311 Daly Avenue, once the residence of Sir Sandford Fleming. Philomene Terrace at 363-383 Daly, one of Ottawa's best-known terraces, was the residence of the famous Confederation Poet and civil servant Archibald Lampman. Many buildings incorporate an eclectic blend of architectural styles in an attempt to achieve uniqueness. Daly Avenue has a significant number of individually recognized buildings, such as the aforementioned, under Part IV of the Ontario Heritage Act.

Heritage Attributes of the Daly Avenue Heritage Conservation District include its:

- eclectic mix of modest to affluent houses indicative of the character of development of Daly Avenue
- Revival Style houses, most particularly the Second Empire, Queen Anne Revival, Edwardian Classical, Italianate and English Tudor Revival houses indicative of the wealth and presence of early civil servants and professionals
- well-treed streetscape consisting of properties which have generous street setbacks, lawns and gardens.

2. Wilbrod Avenue Heritage Conservation District

The Wilbrod Street Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa in 1982 (By-law 307-82).

Heritage Values

Wilbrod Street's heritage value is derived from its historical associations with the development and growth of Ottawa, its rich architectural expressions and the connections these buildings have with prominent historical figures.

Sandy Hill developed on a portion of land granted to Quebec City notary, Louis Besserer in 1828. Besserer's property was situated on the southeast quadrant of the axis formed by the Rideau Canal and Rideau St., just behind Waller St. The Wilbrod Street District is located in the eastern section of Besserer's original estate. From 1840-1880, the area saw little growth until the choice for Ottawa as the capital of Canada in 1857 by Queen Victoria. Besserer then took steps to ensure his land would develop as a desirable residential area. As the government of Canada relocated to Ottawa, a number of influential, affluent residents such as politicians, lumber barons, diplomats and other civil servants were attracted to the area, and residential development accelerated in the late 1860s and early 1870s.

From 1880-1920, the area was redeveloped as part of the rapid change and intensification in the core area of Ottawa as the city's population quadrupled. Development essentially took place in two main phases, the first covering the original Besserer estate, with lots

oriented north-south. The south-east sector of Sandy Hill (within this district) was part of a special reserve and was part of the last area of the community to be developed. Gradually Sandy Hill developed into the most prominent neighbourhood in the city. Such notable inhabitants of the Wilbrod Street Heritage Conservation District over the years include Sir John A. MacDonald; Sir Wilfrid Laurier; William Lyon Mackenzie King and Lester B. Pearson. Much of the present built form survives from this period.

The heritage residential quality of the area has been highlighted by active community involvement in zoning and protecting the larger Sandy Hill residential zone. The population has remained relatively transient, with a high degree of rental units in subdivided properties. In the past few decades, many historical residences disappeared either through neglect or loss to the pressures of redevelopment. However, many of the largest residences in Sandy Hill were saved with the influx of foreign diplomatic interest in the area. Today, many of the residences in this heritage district continue to serve as consulates or embassies.

The Wilbrod Street Heritage Conservation District comprises a few blocks within Sandy Hill East, west of the Rideau River and south of Lowertown in Ottawa. In the mid 1800s, this area known as Sandy Hill developed as a desirable residential area with a strong presence of politicians, diplomats and academics. As a prominent neighbourhood, many of the homes are large in scale and elegant in design, representing such architectural styles as Second Empire and Queen Anne Revival, the majority dating from before 1920.

The Wilbrod Street buildings, which truly define the architectural character of the area, were constructed during a brief period ranging from 1870 to the 1920s. During the earliest stages of this period of development, surveyors were careful to keep lots large enough to accommodate "villa residences," appropriate at the time for the wealthy single families that were first to inhabit the area. The most prominent architectural styles of the district are Second Empire and Queen Anne Revival, and to a lesser degree, Edwardian Classical, Italianate and English Tudor Revival.

The characteristic buildings of the neighbourhood were, in most cases, constructed during the definitive era of their respective style's popularity, and generally represent good to excellent examples of the architectural style selected for their design. These large villa style homes which define the Wilbrod Street District are reflective of the wealthy families that relocated to Sandy Hill in the latter half of the nineteenth century. These families' awareness of current styles and tastes reflects a greater desire to express their personal wealth and prestige through the architecture of their grand homes.

Source: Wilbrod Street Heritage Conservation District By-law files, City of Ottawa

Heritage Attributes

The heritage attributes that contribute to the heritage value of the Wilbrod Street Heritage Conservation District include its:

- original street and lot layout from the 1842 survey
- relatively intact residential streetscape of primarily large villa style properties
- large villa park lots surrounding the larger buildings
- excellent examples of the Second Empire style, with mansard roofs, iron casting and ornate detailing
- excellent examples of the Queen Anne Revival, with verandas, towers and asymmetrical designs
- consistent use of rich, exterior materials, including brick veneers and stone.

- connection with and reflection of the growth explosion in the City of Ottawa in the late nineteenth century.
- residential buildings associated with a number of prominent historical figures which contributed to the history of Canada, including former Prime Ministers.

3. Sweetland Heritage Conservation District

The Sweetland Street Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa in 1982 (By-law 309-82).

Heritage Value or Interest:

The heritage conservation district comprises both sides of Sweetland Avenue from Laurier Avenue south to Osgoode, and includes about 30 distinct properties of varying types, mostly from the late 1800s and 1890s, complemented by a small number of houses built in the first decade of the 20th century at the south end of the block.

This block, unique to Sandy Hill, is a well preserved example of a blend of several styles of row housing and single family dwellings, found appealing by middle class residents from the late 19th century on. This block is one of the earlier blocks constructed within the Colonel By Estate, south of Laurier.

The Simard House at 31 Sweetland, built circa 1885, is the oldest on the block and a typical Second Empire Style Workman's Cottage.

Many of the other houses on the street, built in the 1890s, are noteworthy for their pitched roofs and decoratively carved gables, characteristic of the Queen Anne style. The terraces at 24-34 Sweetland and 38-48 Sweetland Avenue, developed primarily in the Italianate style, are outstanding exemplars of the dense urban forms which typified development of much of the By Estate.

The district's historical values are also exemplified in the large numbers of prominent Ottawa civil servants and businessmen who occupied these houses including, for example, Edgar Birch, Principal, Canadian College of Music, and Rodrigue Robillard, chief draughtsman, Department of Public Works. Of note also are the large numbers of individuals and families occupying Sweetland residences for 50 years and beyond, including music teacher Alberta Eligh, who with her father offered music lessons at the same address for over 50 years (16 Sweetland), neighbours--the Fraser family and the Davy family in 24 and 26 Sweetland respectively--who occupied their adjacent houses for over 50 years, and Cesaire Brosseau who is recorded in the Directories as having maintained his position as draughtsman, Topographical Surveys Branch, Dept. of the Interior, while resident at 50 Sweetland from 1899 to 1948.

As with much of Sandy Hill, although the houses in the District were developed in a relatively short 20-year time span, they express a full range of eclectically organized vernacular versions of Revival styles including the Italianate, Queen Anne, Gothic and Second Empire.

The properties in the District as a whole provide excellent testimony to the early development of residential accommodation in the By Estate, and to the architectural eclecticism which accompanied these efforts.

Heritage Attributes:

- a full range of building types representing residential development of the By Estate in the last quarter of the 19th century and the beginning of the 20th century, including single family houses and two notable terraces;
- eclectically organized vernacular versions of Revival styles including the Italianate, Queen Anne, Gothic and Second Empire. These structures retain a very high degree of architectural integrity externally. Every effort should be made to retain this integrity and to recover and reinstate lost details where feasible;
- a diverse range of complementary setbacks and landscape treatments which provide a strong sense of "village" identity within the block encompassed by the district.

4. King Edward Heritage Conservation District

The King Edward Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa in 1982 (By-law 310-82).

Heritage value or interest:

This heritage conservation district comprises 4 adjacent residential structures on the east side of King Edward occupying the block between Laurier and Wilbrod. The structures range in type from single residential units (later altered to accommodate apartments) at 503-507 King Edward, to a semi detached structure at 515-517 King Edward, to Martin Terrace, a 4 unit row house at 519-525 King Edward, to an intact early stone house of substantial size at 189 Laurier.

The lands which comprise this district were originally part of the estate of Louis T. Besserer, a veteran of the War of 1812 and a member of the house of Assembly. The lands were subdivided in the 1860s and the buildings on this block were generally constructed at or before the turn of the century. Panet House at 189 Laurier Avenue was built c. 1875, but had become an apartment house by about 1920. Martin Terrace appears to have been constructed between 1901-1905 although directory entries for 521 King Edward suggest occupancy of the site from 1875. 521 King Edward (which, unlike its neighbours, bears the name Martin Terrace in the Directories) was also converted for apartment use in the 1930s. The semi-detached structure at 515-517 King Edward Avenue was constructed between 1909-1911. .

Many residents of the King Edward District were senior Federal civil servants including Col. Charles Eugene Panet, Deputy Minister of Militia and Defence, Col. Francis Pinault who like Col. Panet was also Deputy Minister of Militia and Defence, (both of whom occupied 189 Laurier), and other notable civil servants including Richard Pope (Crown in Chancery), John Chisholm (Dept. of Justice) and Lt. Col. J.L. Biggar, Customs Department. It is also believed that John O'Connor, Postmaster General and President of the Privy Council resided in this district. It should be noted that the Martin family who established themselves as grocers in this district by 1875 were long time owners and residents in 519-525 King Edward and lent their name to Martin Terrace.

The buildings on these properties have been constructed in a range of eclectic forms of vernacular revival styles popular at or before the turn of the 20th century, including Queen Anne Revival (with Italianate elements), Queen Anne Revival (with Tudor elements), and Second Empire revival (with neo-classical elements).

These properties provide excellent testimony to the origins and later development of residential accommodation in the Besserer Estate, and to the architectural eclecticism which accompanied these efforts, and also to the gradual conversion of some of Sandy Hill's larger residential properties for apartment use.

Heritage attributes

- Diverse examples of building types employing eclectic forms of vernacular revival styles popular at or before the turn of the 20th century, including Queen Anne Revival (with Italianate elements), Queen Anne Revival (with Tudor elements), and Second Empire revival (with neo-classical elements);
- with the exception of 503-507 King Edward, whose external appearance has been much modified, the exteriors of the structures in the small district retain a high degree of design integrity externally. Every effort should be made to retain this integrity and to recover and reinstate lost details where feasible;
- the consistent street line setbacks maintain the urban character of King Edward.

5. Stewart/Wilbrod Heritage Conservation District

The Stewart/ Wilbrod Heritage Conservation District was designated for its cultural heritage value under Part V of the Ontario Heritage Act by the City of Ottawa in 1982 (By-law 311-82).

Heritage value or interest:

This small compact heritage conservation district includes only 7 residential properties, 5 adjacent properties on the south side of Stewart and 2 adjacent properties on the north side of Wilbrod, which back onto each other to form a contiguous unit. These include properties which characterize the early residential development of the Besserer Estate in the last quarter of the 19th century to accommodate growing numbers of civil servants seeking living quarters close to Parliament Hill. The houses in the HCD include a range of simplified vernacular versions of the then prevailing eclectic architectural styles including Gothic Revival, Second Empire Revival, and Queen Anne Revival. Some of the houses were occupied by important figures in Canada's public service such as Lt. Col. Frederick White, comptroller of the R.N.W. Police, private secretary to John A. MacDonald (1878-1883), and Commissioner to the NW Territories in 1905. 253 Wilbrod may have been occupied by C.E. Friel, an early Ottawa mayor.

These properties, given their high degree of integrity, well typify the earliest phase of development of Sandy Hill for residential use, and display in a compact physical precinct the range of architectural styles and approaches first used to house Sandy Hill residents.

Heritage attributes:

- a range of examples of simplified vernacular versions of Revival styles including Gothic Revival, Second Empire Revival, and Queen Anne Revival. These residential structures retain a relatively high degree of architectural integrity, and maintain strong fidelity to their original designs. Every effort should be made to retain this integrity and to recover and reinstate lost details where feasible;
- relatively consistent lot coverage, street-line setbacks and treatment of setting among the seven properties.

4.3.4.4. Policy/ guidelines for protection/ conservation and management

An overall policy for achieving the conservation objectives for the five existing Heritage Conservation Districts would include the following steps:

1. Heritage overlay under article 60 of the Zoning Bylaw for Ottawa to the entire Study Area already in place and ensures that:
 - Where a building in an existing Heritage Conservation District is removed or destroyed it must be rebuilt with the same character and at the same scale, massing, volume, floor area and in the same location as existed prior to its removal or destruction.
 - An addition to a building in an existing Heritage Conservation District is permitted only if:
 - the height of the walls and the height and slope of the roof of the addition do not exceed those of the building;
 - the gross floor area of the addition does not exceed 30% of the gross floor area of the building;
 - the side yard setback of the addition is at least 60 cm. greater than that of the wall of the building located closest to the side lot line;
 - it is located entirely within the rear yard; and
 - it is not located within a front yard.
2. Application of the following principles of conservation and design in review of alterations and additions proposed within an existing Heritage Conservation District. These principles are articulated with the characteristics and needs of the Heritage Conservation Districts in mind, and in relation to relevant references in place in the City of Ottawa to guide thinking. They are derived in part from the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (adopted as a general reference document by the City of Ottawa) and the urban design guidelines articulated in section 2.5.1 of the Ottawa Official Plan.

The Standards and Guidelines give priority to ensuring that decisions concerning alterations or additions to properties respect the defined heritage values of the property. The urban design guidelines in the Ottawa Official Plan give priority to integrating *“new development to complement and enliven the surroundings”*, allowing the *“built form to evolve through architectural style and innovation”*, and complementing *“the massing patterns, rhythm, character, and context”*.

The fundamental general principles of conservation and design applicable to the study area then would include the following:

- Alterations and additions must respect the heritage value of the Study Area, that of the designated heritage conservation district in which the heritage property sits (should this be applicable), and the intrinsic heritage value of the property itself;
- Alterations and additions should be designed in ways which seek to achieve an owner’s performance, aesthetic, and functional objectives without negative impacts on the heritage value of the property, the Heritage Conservation District in which it may sit, and the Study Area;

- Where achieving the above objectives impairs heritage values, then alternative design solutions must be sought;
- The principles of heritage conservation presented below should always be considered together and not in isolation in assessing proposals.

Conservation and design principles concerning approaches to alteration

- The heritage value of a structure considered in relation to planned use objectives will dictate appropriate forms of treatment, whether to **preserve** in an as found state, or to **restore** to an earlier period, or to **rehabilitate** in ways which maintain heritage value.
- Effective **preservation** approaches give priority to stabilization, maintenance and repair operations which preserve the physical fabric and integrity of a structure which express its heritage value.
 - Preserving existing physical fabric is best supported by approaches which are cautious and prudent. This involves seeking to identify approaches which are “least intervention” – offering least impact to heritage values for goals sought, and reversible to the greatest degree practical. As the French said in the 1830s, better to repair than to restore; better to restore than to replace.
 - Replacement of existing functioning building elements and systems should always be viewed as a last option, undertaken only when performance objectives for such elements or systems may not be effectively achieved. Replacement of building elements in such circumstances should always be “in kind”.
- Effective **restoration** approaches give priority to recovering earlier forms and appearance of a structure or property on the basis of solid historical and archeological evidence.
 - Restoration is concerned with historical truth, not aesthetic appearance, historical imitation or historical fantasy
 - Restoration work should always be distinguishable from original or important existing historic fabric.
 - Distinguishability is not a design feature in its own right, and should be achieved in visually modest and discreet ways.
 - Distinguishability should always proceed by hierarchy, from form and volume through design layout and arrangement through materials choice and textures. Assuring legibility of adjacent materials is meaningless unless the same has been achieved with new forms and volumes.
- Effective **rehabilitation** approaches give priority to maintaining or re-establishing fit between a structure and its physical, functional and social context, in ways which are sensitive to its heritage values.
 - Contextually appropriate and compatible uses will be congruent with those that have come before, where uses have imposed a strong order on design and layout organization.
 - Contextually respectful designs may “fit” by harmonizing or by contrast.

Conservation and design principles concerning new additions:

The following concern the design of proposed additions to properties of heritage value:

- New additions should respond to the qualities of “context” – physical, cultural and social - surrounding the property, and existing sense/spirit of place, while embodying and expressing contemporary design approaches sensitive to the heritage value of the place
- New additions should be subordinate to the dominant elements of the setting in which they are inserted, gently and honestly distinguishable as contemporary expression, and broadly compatible with the prevailing heritage character of the place in which they are situated
- Additions may be developed in historic styles or contemporary styles, according to what may best fit the context.
 - New additions in some circumstances may suitably adopt appropriate historic styles and idiom when the addition is small in comparison to the original (less than 10 or 15%, as a guide).
 - When additions are large in scale, it is usually most appropriate to design these in contemporary styles to avoid imitative and deceptive historicism.

4.3.4.5. Exclusions

The heritage conservation district plan requires a “*description of the alterations or classes of alterations that are minor in nature and that the owner of property in the study area may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit under section 42. 2005, c. 6, s. 31.*”

In general, this report proposes that any proposed alterations or additions which would not affect the heritage value or heritage attributes of properties may be carried out without a permit under section 42. 2005, c. 6, s. 31 of the Ontario Heritage Act.

The following alterations may be carried out without requesting a heritage permit:

Interiors of buildings

- Any alterations to interior design, features and layout, not designated under Part IV of the Act.

Exteriors of buildings

- Field tested and low risk building maintenance operations which may involve cyclical operations designed to keep the building in good repair and performing effectively.

Note: Operations such as cleaning by abrasive means, repointing of masonry joints carried out by non traditional means (e.g., with use of rotary saws), and repair and renewal operations which remove healthy fabric which involve high risk and unnecessary

loss of significant fabric will not be considered minor operations which may be carried out without a permit.

Equally, major maintenance operations which might have a negative impact on the heritage value and attribute of a structure such as roof replacement, foundation repairs, replacement of windows and doors, removal of decorative features such as cornices, brackets, columns, balustrades, porches and steps, and replacement of building siding and cladding will not be considered minor operations and will require a heritage permit.

Site, setting and landscape:

- Any alterations to landscapes features, and spatial layout and organization which do not have a negative impact on the heritage value or heritage attributes of the property may be carried out without a permit.

Note: As the range of features which may be altered in a landscape is so large and the number of approaches so diverse, it should be necessary to demonstrate that proposed alterations to site, setting and landscape do not have negative impacts, in order for same to be excluded from the need for heritage permits.

4.4. Step by step guide of process to be followed to assist owners to assess the impact of proposed changes (alterations, additions) to their properties

This process is not inherently different than the approach followed in developing a design approach for alterations or additions to any property of heritage value.

Step One is elaborated in detail below to ensure that all possible sources of significance – both those intrinsic to the property itself, and those extrinsic characteristics, expressing the contribution of the property to the significance of the Study Area as a whole – are captured for each property. Given the range of existing definitions of significance already in place for individual structures and the five heritage conservation districts, and the statement of significance developed in this section for the overall Study Area, it is important to ensure that all various perspectives are brought together.

Step Two is intended to bring together the various design constraints relevant to analysis of design options in the context of treatment of the study area as a “*cultural heritage character area*”. These include the provisions of the heritage overlay (from the zoning bylaw), and the consolidated principles of design and conservation found in section 4c. 4 above (Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the Study area) derived from the urban design guidelines in use in the city’s Official Plan (2.5.1.) to protect the established character of neighbourhoods in Ottawa, and the applicable provisions of the Parks Canada Standards and Guidelines for Historic Places. These are brought together so that they may be applied or “customized” for application to the specific context in which they are applied.

Step one

- understand the **significance of the property and the related attributes supporting significance**
 - understand the intrinsic significance of the property. This involves verifying:
 - the heritage values identified on the inventory sheets prepared for this study;

- The values stated in the “reasons for designation” identified for any Part IV designations under the Ontario Heritage Act. These latter may also be codified within a statement of significance prepared for properties included in the Canadian Register of Historic Places.
- understand the **extrinsic significance** of the property. This involves verifying:
 - the contribution made by the property to the statement of significance prepared for the designated heritage conservation district in which it may sit;
 - the contribution made by the property to the statement of significance of the study area as a whole.
- Sum up the overall significance of the property as derived from the various perspectives noted above
- Identify heritage attributes which may be associated with each source of significance noted above

Step Two

- Customize the design constraints to be respected by the design of the proposed alteration or addition
 - Identify the constraints associated with the heritage overlay. This will help determine the general location, height, massing and forms, and design idioms to be used with alterations or additions;
 - In line with the approach developed for the Parks Canada Standards and Guidelines for Historic Places Identify the general nature of the approach to be followed to achieve projects goals and respect the heritage significance and heritage attributes of the property;
 - Is it an alteration?
Consideration of the degree to which the project may involve:
preservation, restoration, or rehabilitation;
 - Is it an addition?
 - Identify the relevant urban design and heritage conservation principles to be applied to the chosen approach, to respect the heritage significance and associated heritage attributes of the property.

Annex 1. Existing Part IV Designations and Recommendations for future Part IV Designations

List of Existing Part IV Designations

1. Badgely-Pearson House	243 Augusta
2. Beattie House	451 Besserer
3. Ewart House	464 Besserer
4. Heritage Canada	5 Blackburn
5. Plummer-Toller House	229 Chapel
6. All Saints Anglican Church	315-317 Chapel



ANNEX

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5. Plummer-Toller House	229 Chapel
6. All Saints Anglican Church	315-317 Chapel
7. Besserer House	149 Daly
8. Allan House	192 Daly
9. McFarlane Terrace	199-205 Daly
10. Moore House	240 Daly
11. Winterholme	309-311 Daly
12. Graham House	315 Daly
13. Patterson House	336 Daly
14. Philomene Terrace	363-383 Daly
15. Courtney House	245 Laurier east
16. Goodwin House	312 Laurier east
17. Laurier House	335 Laurier east
18. Stadacona House	395 Laurier east
19. The Strathcona Apartments	404 Laurier east
20. Sullivan House	346 Somerset east
21. White House	132 Stewart
22. Ross House	188-192 Stewart
23. Grayburn House	284-286 Stewart
24. Mitrow House	62 Sweetland
25. Simard House	31 Sweetland
26. Residence	273-277 Wilbrod
27. Fleck-Patterson House	500 Wilbrod

Recommendations for future Part IV Designations

21 Ecole Saint-Pierre	353 Friel
22 Public School	119 Osgoode
23 Residence	55 Russell
24 Residence	323 Chapel