

2. APPLICATION FOR DEMOLITION AND NEW CONSTRUCTION IN THE ROCKCLIFFE PARK HERITAGE CONSERVATION DISTRICT AT 600 ACACIA AVENUE

DEMANDE D'AUTORISATION DE DÉMOLITION ET DE NOUVELLE CONSTRUCTION DANS LE DISTRICT DE CONSERVATION DU PATRIMOINE DE ROCKCLIFFE PARK AU 600, AVENUE ACACIA

OBHAC RECOMMENDATIONS

That the Planning Committee recommend that Council:

1. Approve the application for demolition and new construction at 600 Acacia Avenue as per drawings submitted by Julian Smith & Associates Architects and attached as Documents 3, 4, and 5;
2. Delegate authority for minor design changes to the General Manager, Planning and Growth Management Department; and
3. Issue the heritage permit with a two-year expiry date from the date of issuance.

(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on October 3, 2012.)

(Note: Approval to Alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)

RECOMMANDATIONS DU CCPBO

Que le Comité de l'urbanisme de recommander à son tour au Conseil :

1. d'approuver la demande d'autorisation de démolition et de nouvelle construction au 600, avenue Acacia selon les dessins soumis par le cabinet d'architecture Julian Smith & Associates et joints aux documents 3, 4 et 5;
2. de déléguer au directeur général du Service de l'urbanisme et gestion de la croissance le pouvoir d'approuver des changements mineurs à la conception; et

3. de délivrer un permis relativement aux demandes de nature patrimoniale, assorti d'une date d'expiration de deux ans à compter de la date d'émission du permis.

(Nota : Le délai réglementaire de 90 jours d'examen de cette demande, exigé en vertu de la *Loi sur le patrimoine de l'Ontario*, prendra fin le 03 octobre 2012.)

(Nota : L'approbation de la demande de modification aux termes de la *Loi sur le patrimoine de l'Ontario* ne signifie pas pour autant qu'elle satisfait aux conditions de délivrance d'un permis de construire.)

DOCUMENTATION

1. Deputy City Manager's report, Planning and Infrastructure, dated 13 July 2012 (ACS2012-ICS-PGM-0190).
2. Extract of Draft Minutes 23, Ottawa Built Heritage Advisory Committee meeting of 2 August 2012

Report to/Rapport au :

**Ottawa Built Heritage Advisory Committee
Comité consultatif sur le patrimoine bâti d'Ottawa**

and/et

**Planning Committee
Comité de l'urbanisme**

and Council / et au Conseil

**July 13, 2012
13 juillet 2012**

**Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice
municipale adjointe, Planning and Infrastructure/Urbanisme et Infrastructure**

Contact Person / Personne ressource:

*John Smit, Manager/Gestionnaire, Development Review-Urban Services / Examen des
projets d'aménagement-Services urbains
(613) 580-2424 x13866, John.Smit@ottawa.ca*

Rideau-Rockcliffe (13)

Ref N°: ACS2012-PAI-PGM-0190

**SUBJECT: APPLICATION FOR DEMOLITION AND NEW CONSTRUCTION IN
THE ROCKCLIFFE PARK HERITAGE CONSERVATION DISTRICT AT
600 ACACIA AVENUE**

**OBJET : DEMANDE D'AUTORISATION DE DÉMOLITION ET DE NOUVELLE
CONSTRUCTION DANS LE DISTRICT DE CONSERVATION DU
PATRIMOINE DE ROCKLIFFE PARK AU 600, AVENUE ACACIA**

REPORT RECOMMENDATIONS

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Committee recommend that Council:**

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(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on October 3, 2012.)

(Note: Approval to Alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)

RECOMMANDATIONS DU RAPPORT

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

1. d'approuver la demande d'autorisation de démolition et de nouvelle construction au 600, avenue Acacia selon les dessins soumis par le cabinet d'architecture Julian Smith & Associates et joints aux documents 3, 4 et 5;
2. de déléguer au directeur général du Service de l'urbanisme et gestion de la croissance le pouvoir d'approuver des changements mineurs à la conception; et
3. de délivrer un permis relativement aux demandes de nature patrimoniale, assorti d'une date d'expiration de deux ans à compter de la date d'émission du permis.

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BACKGROUND

600 Acacia Avenue is a two storey single family dwelling constructed in 1969. The property is located at the northern end of Acacia Avenue at the northern entrance to the neighbourhood (see location map attached as Document 1).

This report has been prepared because all applications for demolition and new construction in heritage conservation districts require City Council approval.

DISCUSSION

The Rockcliffe Park Heritage Conservation District (HCD) was designated for its cultural heritage value as an early planned residential community first laid out by Thomas Keefer in 1864. The district is also important for its historical associations with Keefer and his father-in-law, Thomas MacKay, the founder of New Edinburgh and the original owner of Rideau Hall. The picturesque nature of the village also contributes significantly to the cultural heritage value. The Statement of Heritage Character (Document 6) notes that today the “Village of Rockcliffe Park is a distinctive community of private homes and related institutional properties within a park setting.”

Acacia Avenue is a north south street that runs from Beechwood Avenue in the south to the Rockcliffe Parkway in the north. The street follows the winding curve of the embankment above MacKay Lake and features a changing streetscape from smaller houses at the southern portion of the street to larger estates with large setbacks at the northern end of the street. This stretch of Acacia Avenue was primarily constructed in the early 20th century during a booming period of development. The curving roadway of Acacia Avenue allows for the creation of changing vistas throughout this section and buildings are characterized by similar lot sizes, setbacks and a variety of architectural styles, many dating from this early era of development. This north portion of Acacia Avenue features the largest lot sizes and generally the grandest buildings of the entire roadway.

Recommendation 1:

The Rockcliffe Park HCD Study contains guidelines for the management of development in the district. The following guideline is applicable to the application to demolish the existing house:

1. *Any application to demolish an existing building should be reviewed, with consideration of its historical and architectural significance, its contribution to the streetscape, and the appropriateness of the proposed development. Demolition should be recommended for approval only where the existing building is of little significance and the proposed redevelopment is sympathetic to the surrounding environment.*

The house at 600 Acacia Avenue does not fit into the character of this section of Acacia Avenue as it is a two-storey house with attached garage constructed in 1969. It does not address Acacia Avenue and the front door is obscured by the attached garage that was added after construction. The property was severed from the adjacent Southam property on Crescent Road prior to the sale of the property to the Spanish Embassy in 1954 and the house was constructed by Hamilton Southam. The house was designed by the architectural firm Schoeler and Heaton and is typical of the firm’s modern designs (see Document 2 attached for present conditions).

The Rockcliffe Park HCD Study contains guidelines for the management of development in the district. The guidelines related to buildings and landscape applicable to this proposal are as follows:

Section iv) Buildings

4. *Any application to construct a new building or addition should be reviewed with consideration of its potential to enhance the heritage character of the Village. New construction should be recommended for approval only where the siting, form, materials and detailing are sympathetic to the surrounding natural and cultural environment.*
5. *New buildings and additions should be of their own time, but should also harmonize with the existing cultural landscape. They should be sited and designed so as to retain the existing topography. The use of natural materials should be encouraged.*

The complete Rockcliffe Park HCD Study was previously distributed to all Ottawa Built Heritage Advisory Committee (OBHAC) members and is on file with the OBHAC Co-ordinator.

The proposed replacement house is a symmetrical, classically inspired two and one half-storey building clad in limestone and stucco with a classically detailed porch (see Documents 3 and 4 attached). The architect notes that the design of the building is, “intended to reflect the 1920s influence on Rockcliffe, when Keefer and others introduced a stone and stucco architecture in a contemporary version of the Georgian or Tudor styles.” The house is divided into three distinct sections: the front section of the house that formally addresses Acacia Avenue in keeping with the character of the streetscape, an intersecting connection oriented perpendicular to the main house and the rear wing with features a small tower with extensive glazing. The front section of the house is clad in stone and stucco and the wings to the rear are clad in wood siding. The soffits and fascia will be painted wood and the windows will be metal clad wood. The roofing material will be slate or imitation slate.

The garage is accessed at the north side of the house via a gradually sloping driveway (3 per cent) and will not be visible from the street.

The character of the existing landscape in Rockcliffe Park is a heritage attribute of the heritage conservation district. There are guidelines associated with landscaping in the Rockcliffe Park HCD Study:

Section v) Soft and Hard Landscape

1. *The dominance of soft landscape over hard landscape should be recognized as an essential feature of the past history and present character of the Village.*
2. *New buildings, fences and other landscape features or alterations and additions to existing buildings and features, should be designed and sited so as to protect and enhance significant qualities of the existing landscape.*

600 Acacia Avenue is a large lot characterized by a tall cedar hedge at the front of the property along Acacia Avenue. This is characteristic of this section of Acacia Avenue, there is a continuous cedar hedge on both sides of the street south of this property for at least one block.

The hedge also wraps around the corner of Crescent Road to the front of the Spanish Ambassador's Residence. The only break in the hedge is at the existing driveway.

The lot also has a cedar hedge along the north property line adjacent to the National Capital Commission Rockeries. The remainder of the lot is made up of an open lawn.

As shown in Document 5, the proposed construction will retain approximately two thirds of the existing hedge along Acacia Avenue and one third will be removed to allow for the proposed circular driveway. The hedges along the northern and southern edges of the property will be retained and the southern hedge will be expanded. The south lawn will remain open and the east lawn will be enclosed for a pool. One mature deciduous tree to the east of the existing house will be removed. There will be new tree planting at the east end of the property.

City Council adopted the Standards and Guidelines for the Conservation of Historic Places in Canada in 2008. Heritage staff also considers this document in assessing any heritage application. The applicable Standards for the application are:

Standard 1: Conserve the heritage value of an historic place.

Standard 11: Conserve the heritage value and character-defining-elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

In this instance the guideline below is applicable:

Designing a new feature when required by a new use that respects the historic visual relationships in the cultural landscape. This can include matching established proportions and densities, such as maintaining the overall ration of open space to building mass in an urban heritage district when designing an infill building.

The existing house has little historical or architectural significance to the Rockcliffe Park HCD and the proposed dwelling is appropriate to the character of Acacia Avenue and the neighbourhood as a whole. The proposal meets the guidelines for the Rockcliffe Park HCD and the Standards and Guidelines for the Conservation of Historic Places in Canada. For these reasons, the Department supports the application for demolition and new construction.

Recommendation 2:

Occasionally, minor changes to a building emerge during the working drawing phase. This recommendation is included to allow the Planning and Growth Management Department to approve these changes.

Recommendation 3:

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A two-year expiry date is recommended to ensure that projects are completed in a timely fashion and according to the approved heritage permit.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Adjacent property owners were notified of the proposal by way of letter and offered the opportunity to provide written or oral submissions.

The Development Review Subcommittee, Rockcliffe Park Residents' Association reviewed the proposal and is supportive.

Heritage Ottawa is aware of the application.

COMMENTS BY THE WARD COUNCILLOR

Councillor Clark is aware of the application and has no concerns.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

ENVIRONMENTAL IMPLICATIONS

There are no environment implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technological implications associated with this report.

TERM OF COUNCIL PRIORITIES

C1 Contribute to the improvement of my quality of life.
HC4 Improve Arts and Heritage

APPLICATION PROCESS TIMELINE STATUS

This application was processed within the 90 day timeline legislated in the *Ontario Heritage Act*.

SUPPORTING DOCUMENTATION

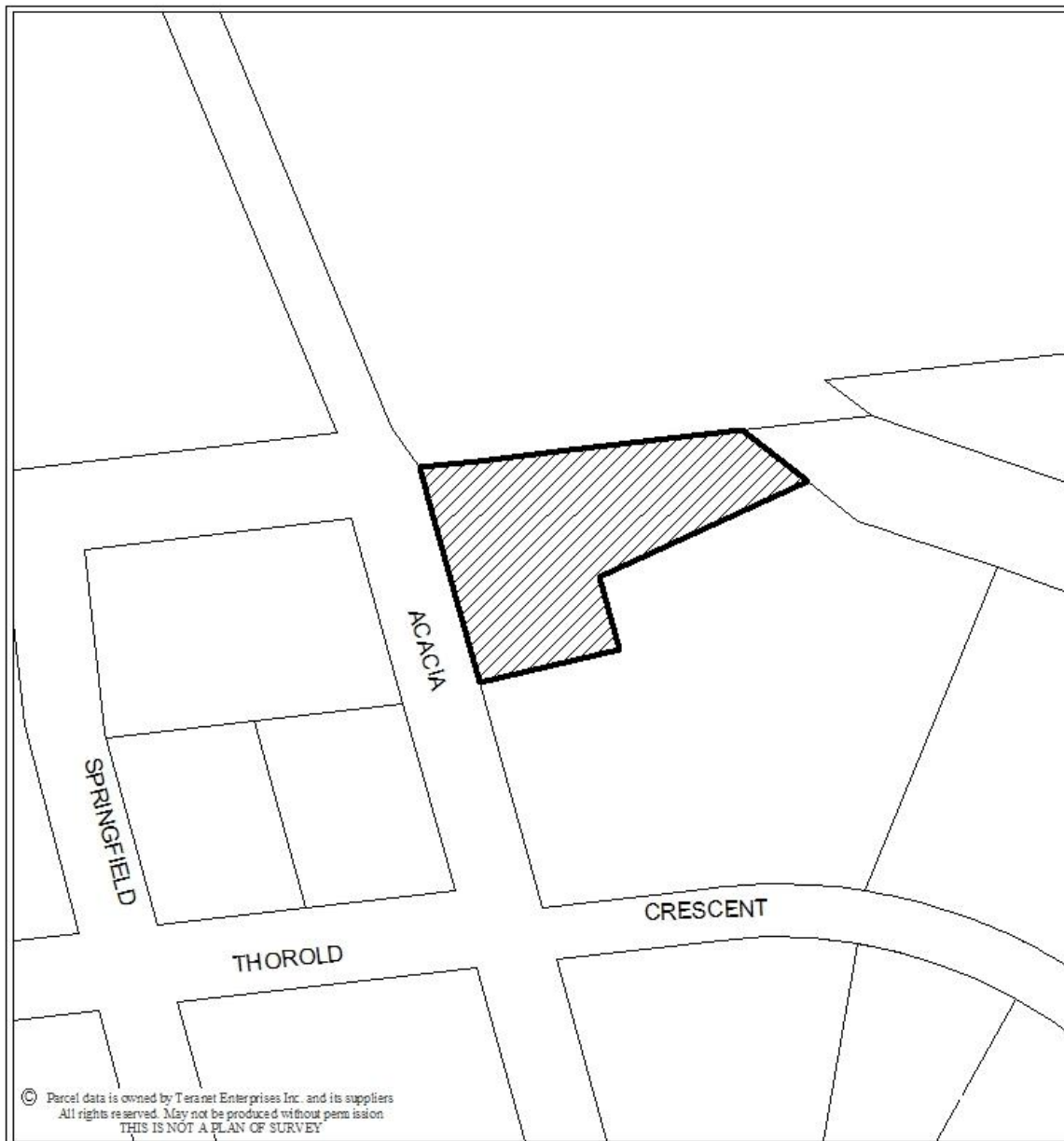
Document 1 Location Map
Document 2 Existing Conditions
Document 3 Site Plan
Document 4 Elevations
Document 5 Landscape Plan
Document 6 Statement of Heritage Character

DISPOSITION

City Clerk and Solicitor Department, Legislative Services to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision.

LOCATION MAP


Document 1



Ottawa
 Produced by Infrastructure Services
 and Community Sustainability
 Produit par le Services d'infrastructure
 et Viabilité des collectivités

D09-01-ACAC600	12-1003-L
I:\CO\2012\Heritage\acacia600	
JULY 10, 2012	
REVISION DATE	DE RÉVISION

**Location Map / Plan de révision
 Heritage / Patrimoine**

 **600 ACACIA AVENUE**

Échelle
 N.T.S.
 Mètres

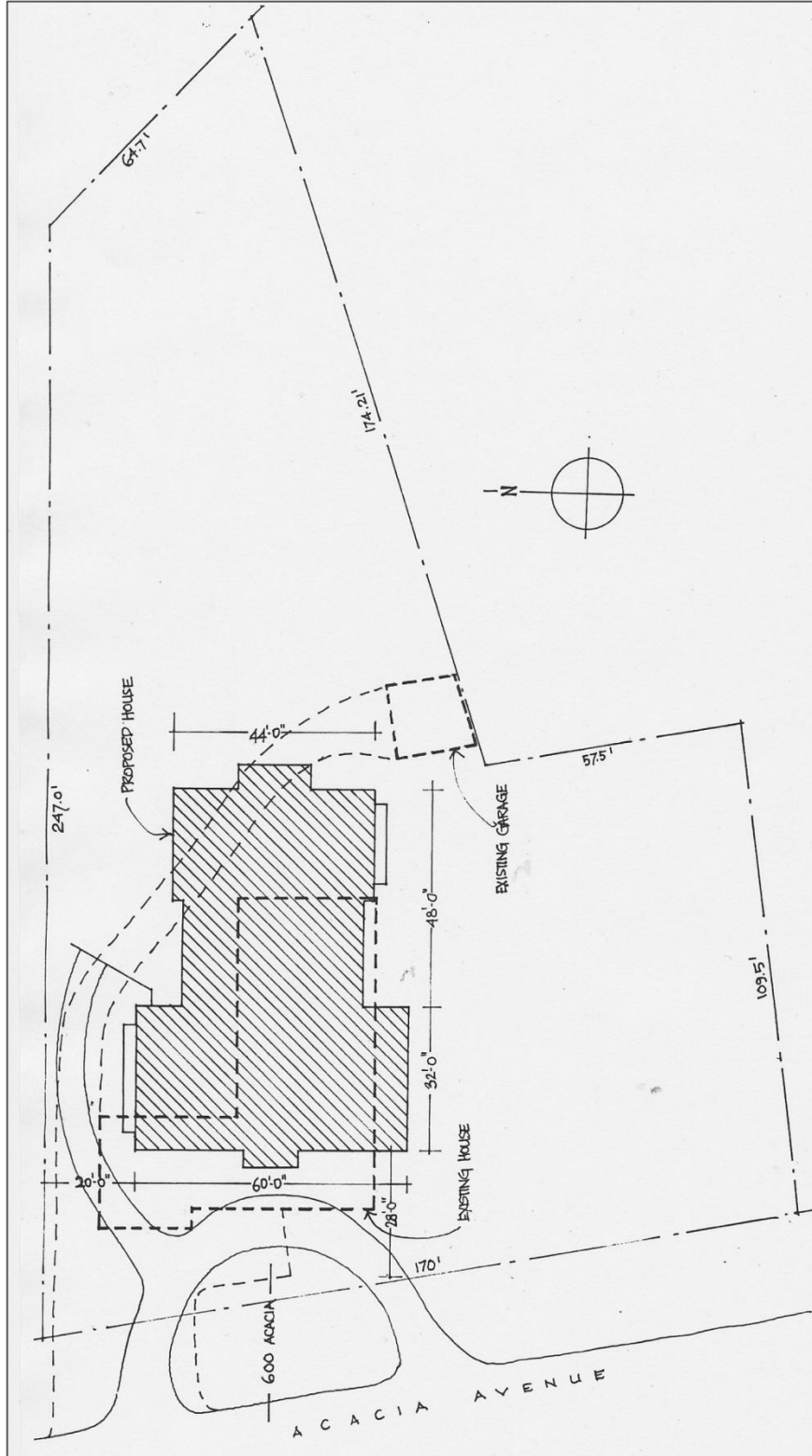


Scale
 N.T.S.
 Metres

EXISTING CONDITIONS



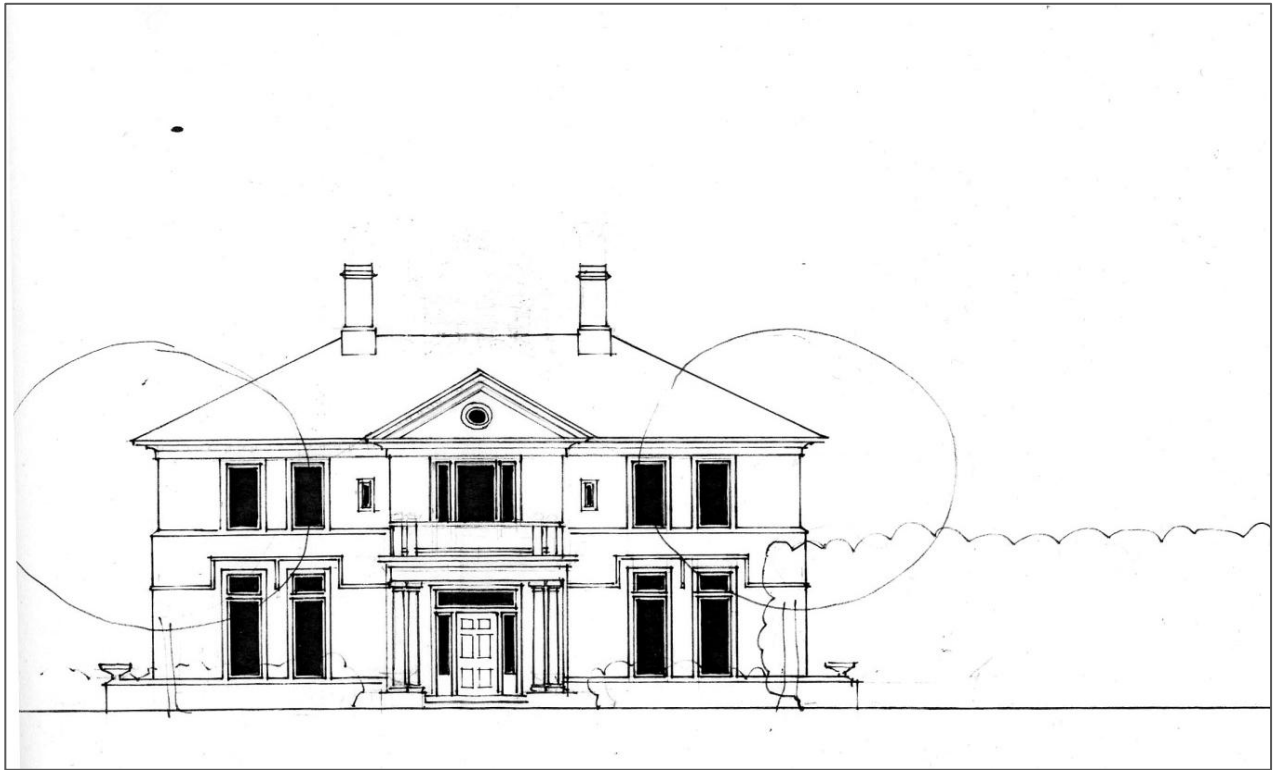


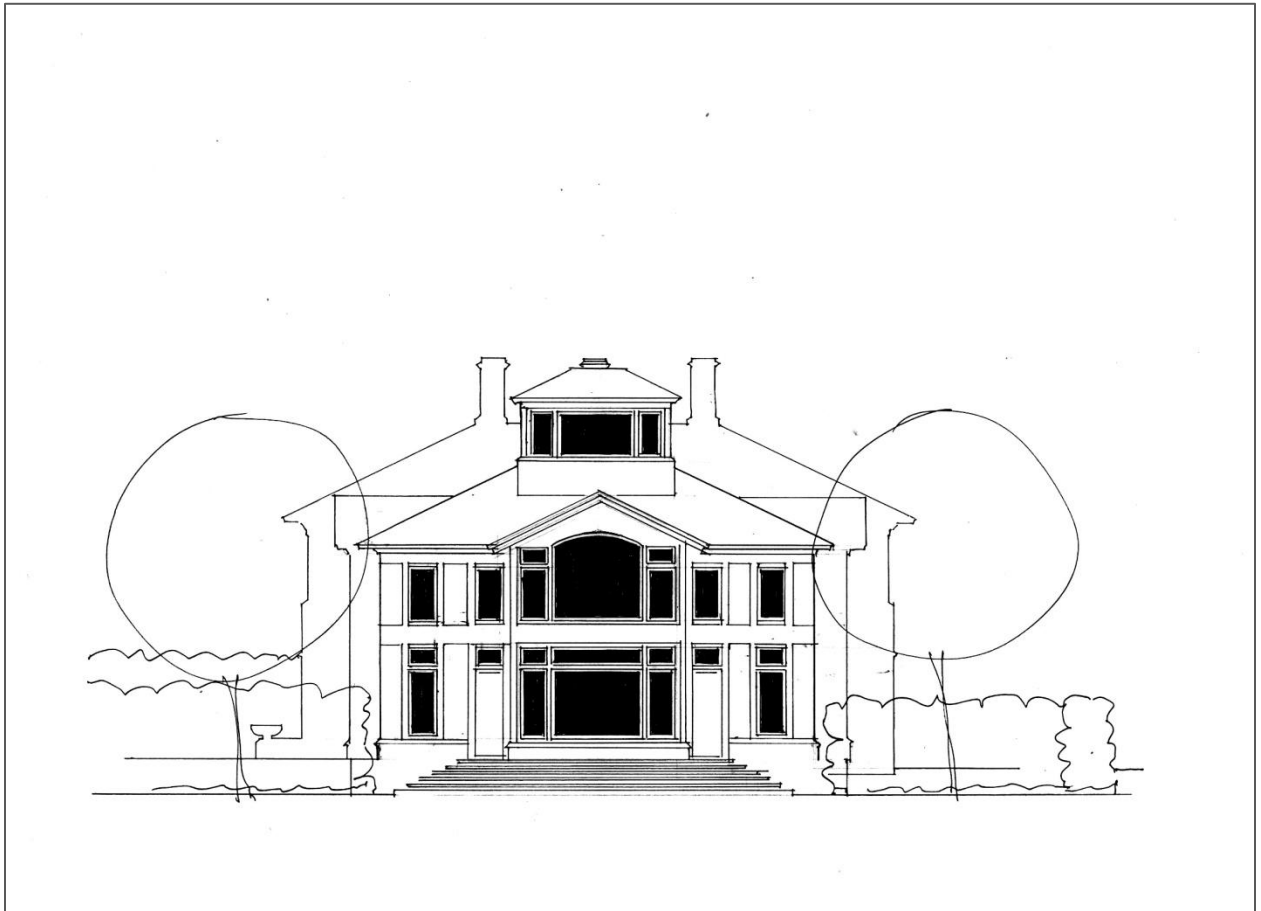


ELEVATIONS

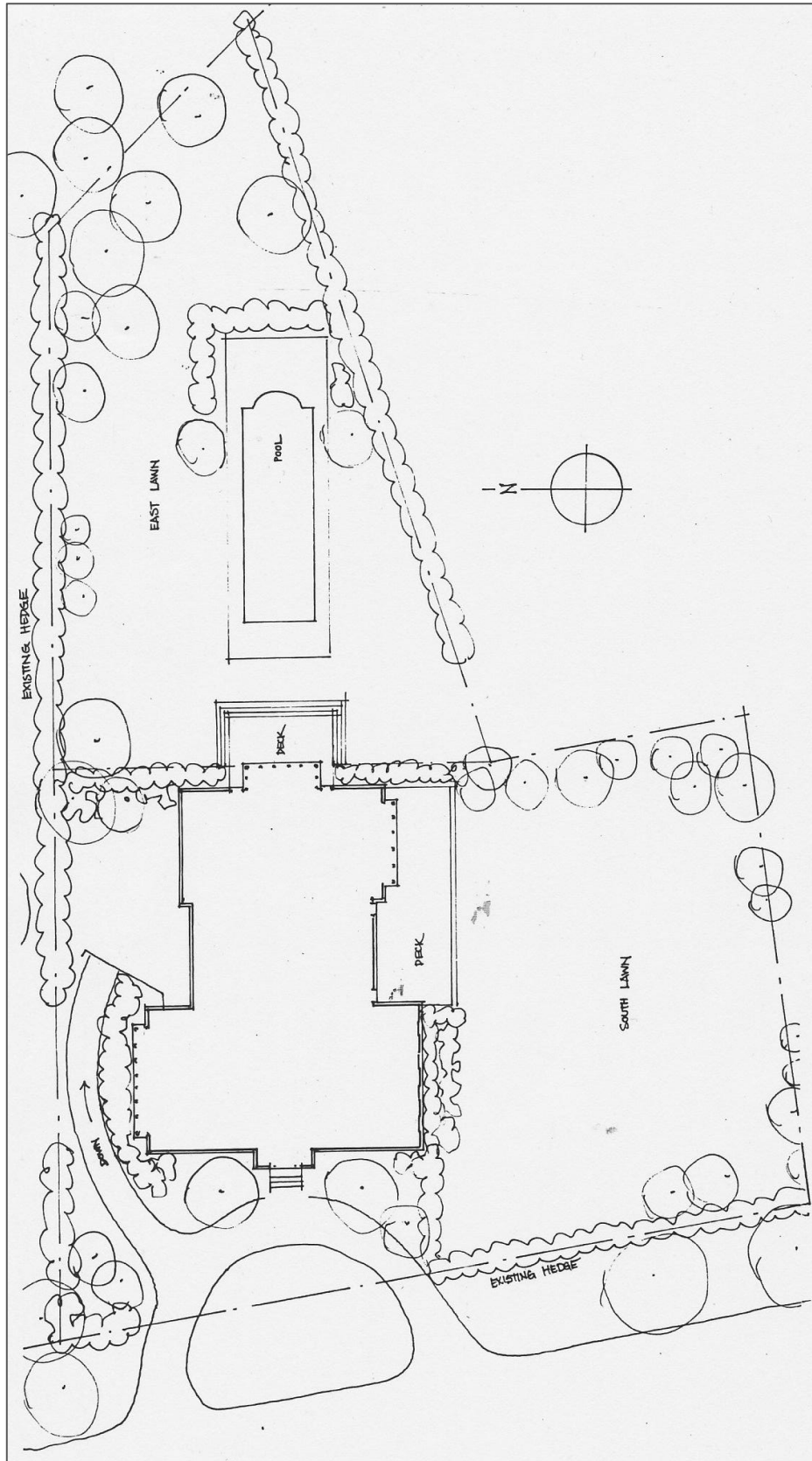
DOCUMENT 4

West Elevation









STATEMENT OF HERITAGE CHARACTER

DOCUMENT 6

i) Description

The Village of Rockcliffe Park is a planned residential community first laid out in 1864 by Thomas Keefer. It was created as a partial subdivision of the large estate belonging to his father-in-law, Thomas McKay. Development occurred slowly, but in 1908 a Police Village was created, and by 1926 the Village of Rockcliffe Park had been incorporated. The boundaries established in 1908 have remained intact, and the present Village of Rockcliffe Park is a distinctive community of private homes and related institutional properties within a park setting, still true to the spirit of Keefer's original vision.

ii.) Reasons for Designation:

The Village of Rockcliffe Park is proposed for designation as a heritage district because of:

- The significance of its original design intentions;
- The continuity in its evolution;
- The richness of its current urban condition;
- Its relationship with its wide setting, and
- The importance of its historical associations.

iii.) Original Design Intentions

The Village of Rockcliffe Park is a rare and significant approach to estate layout and landscape design adapted in Canada from 18th Century English precedents. McKay had adopted this approach in his initial development of the estate, and the original McKay villa and grounds survive as Rideau Hall, the estate of the Governor General of Canada, on the western boundary of the village. When, in 1864, Keefer advertised his Park and Villa lots for private residences, he focused on the picturesque qualities of the scenery, and the importance of curving roads, extensive plantings, and naturalistic settings as key features in any future development. Lots were sold as components of the larger Estate, implying a cohesive landscape approach- purchasers were enjoined from erected anything that would be "inconsistent with the maintenance of the Estate as a park for private residences." Tree planning on road fronts was an immediate requirement on purchase, and commercial and industrial uses were explicitly banned. This type of 'suburban' or borderland development is also a reflection of a particularly North American response to rapid industrialization and urbanization in the 19th Century, with its emphasis on healthy living in a rural or country setting.

iv.) Continuity in Evolution

The Village of Rockcliffe Park today is a remarkably consistent reflection of the ideas set out by Keefer. Although development of the residential lots has taken place very gradually, the ideas of Estate management, of smaller lots as part of a larger whole, of picturesque design, of residential focus, have survived as controlling aspects of the Village's form and character.

This has been in part somewhat fortuitous and unconscious- the cumulative effect of precedent and example. The early estates such as the MacKay villa and Rockcliffe were followed quickly by Birkenfels and Crichton Lodge, which in turn inspired smaller estates on Buena Vista, Mariposa, and Acacia and later Crescent Road. These types of properties continue to establish a Rockcliffe image, which is continually translated by architects and designers into individual variations on the theme. The strong landscape setting is able to embrace a rich diversity of lot and building sizes and configurations.

However, the continuity has also been provided by an active effort by overseers and residents. In the early years, Thomas Keefer and his associates developed special arrangements to control public and private initiatives as Trustees of the MacKay Estate. Later this effort fell to the overseers of the Police Village and then the councillors of the incorporated Village. Considerable energy has been spent by every successive generation to manage development and change, through formal and informal reviews and by a variety of by-laws, planning directives, and special designations. In most communities such initiatives have focused on economic development and minimum property standards; in Rockcliffe there is an extraordinary effort to maintain the scenic qualities, the park setting, the natural features and plantings, the careful informality of streets and services. This continuity of vision is very rare in a community where development has occurred on such a relatively large scale over such a long time period.

v) Current urban condition:

The Village of Rockcliffe Park has combined public and private initiatives to create an unusually rich urban landscape. The deliberately curved roads, without curbs or sidewalks, and the careful planting of the public spaces and corridors, together with the careful siting and strong landscaping of the individual properties, create the apparently casual and informal style so integral to the picturesque tradition. The preservation and enhancement of topographical features including the lake and pond, the dramatic Ottawa River shoreline, the internal ridges and slopes, and the various outcroppings, has reinforced the design intentions. The architectural design of the residences and associated institutional facilities is similarly deliberate and careful, but in the casual elegance and asymmetry of the various English country revival styles which predominate throughout the Village. The generosity of space around the homes, and the flowing of this space from one property to the next by continuous planting rather than hard fence lines, has maintained the estate qualities and park setting envisioned by Keefer. This informal elegance has been a consistent theme throughout the long process of development from the mid-19th Century to the present. There are relatively few examples of the strict neo-classicism that would suggest a more geometric ordering of the landscape.

There is also a set of community practices, intangible rituals that are both public and private, which continue to make sense of this environment- individual and collective outdoor activities, pedestrian and vehicular movement, areas of congregation and encounter, areas of dispersal and isolation. The urban landscape is also sustained by a variety of ongoing planning regulations, reflected most particularly in the current Official Plan and related zoning by-law.

vi.) Relationship with its wider setting:

The Village of Rockcliffe Park has an important and integral association with its larger setting, as a result of patterns of historical development. With the Rideau Hall estate there is a symbiosis that dates back to Keefer's original vision of the village set within the larger grounds of this original villa. With Rockcliffe Park, there is a deliberate relationship again defined by Keefer, who saw the park as a natural extension and highlighting of the village's picturesque setting. This relationship was further strengthened with the expansion of the park to the east, and with the addition of the Rokeries. Beechwood Cemetery has also served as a compatible landscape boundary to the southeast from the earliest period of settlement through to the present. These various border areas create important gateways to the village, and help establish its particular character. The views to and from the Ottawa River, the Beechwood escarpment, and the other park areas are integral to the picturesque quality of the Village. These extensions also form an integral part of the Village's environmental ecosystem. It is unusual to have the internal character of a neighbourhood so strongly reinforced by adjacent land uses; it once again reflects the foresight of the original planners.

vii.) Historical Associations

The most important historical associations of the village as a whole are with the MacKay/Keefer family, major players in the economic, social, cultural and political development of Ottawa. The village today is a testament to the ideas and initiatives of various key members of this extended family, and their influence in shaping this key piece of Canadian landscape. Additional associations have occurred more randomly throughout the history of the village, as people of regional, national, and international significance have resided here and made this community their home base. Such associations are in some ways more private than public, and are an aspect of the village that is preserved more in the intangible continuities and oral traditions of village life than in the stones and mortar of monuments and plaques.

There are also specific associations with individuals who, whatever their prominence elsewhere, have made special contributions within the Village at a public and private level. These people have been part of an unusual form of self-governance, which has blurred the lines between formal and informal participation in the affairs of the Village.

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 AVENUE

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 CONSTRUCTION DANS LE DISTRICT DE CONSERVATION DU PATRIMOINE
 DE ROCKCLIFFE PARK AU 600, AVENUE ACACIA

ACS2012-PAI-PGM-0190

RIDEAU-ROCKCLIFFE (13)

REPORT RECOMMENDATIONS

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Lesley Collins, Heritage Planner, provided an overview of the report and outlined staff's recommendations and reasoning.

Julian Smith, Architect spoke to the design of the property and responded to questions.

Mr. Juan Antonio Martin, Deputy Head of Mission and Chargé d'Affaires, a.i. and Mrs. Esperanza Sánchez, Chancellor, Embassy of Spain appeared before Committee and although they generally support the staff recommendation they did express concern with the fate of the accessory building that is shared on both properties. Mr. Smith assured the delegation that the shared building would not be demolished as part of this application and that it is the owner's intent to involve the Spanish Embassy on any decisions regarding this structure in the future.

Staff noted that any plans to demolish or alter the building in the future would require approval under the Ontario Heritage Act.

The committee received the following correspondence on this matter, copies of which are held on file with the City Clerk:

- Email dated 27 July 2012 from Grant Lindsay, Principal Municipal Planner, National Capital Commission
- Email dated 29 July 2012 from Heritage Ottawa

The report recommendation was moved by Alice Fyfe and CARRIED as presented.