

**Report to
Rapport au:**

Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
September 14, 2017 / 14 septembre 2017

and / et

Planning Committee / Comité de l'urbanisme
September 26, 2017 / 26 septembre 2017

and Council / et au Conseil
October 11, 2017 / 11 octobre 2017

Submitted on August 11, 2017
Soumis le 11 août 2017

Submitted by

Soumis par:

Court Curry,

Manager / Gestionnaire,

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

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

Contact Person

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Ward: RIDEAU-ROCKCLIFFE (13) **File Number:** ACS2017-PIE-RHU-0018

SUBJECT: Application to Alter 227 Mackay Street, a property located in the New Edinburgh Heritage Conservation District, designated under Part V of the *Ontario Heritage Act*

OBJET: Demande de modification du 227, rue MacKay, propriété située dans le district de conservation du patrimoine de New Edinburgh et désignée aux termes de la partie V de la *Loi sur le patrimoine de l'Ontario*

REPORT RECOMMENDATIONS

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

- 1. Approve the application to demolish the rear additions to 227 MacKay Street, temporarily remove the original section of the building from its foundations and to build new foundations and replace the building in its original location on the new foundations, according to the plans submitted on August 23, 2017.**
- 2. Approve the application to alter the building at 227 MacKay Street according to plans submitted by Derek Crain, architect, received on July 31, 2017.**
- 3. Delegate authority for minor design changes to the General Manager, Planning, Infrastructure and Economic Development;**
- 4. 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 29, 2017.)

(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 Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil :

- 1. d'approuver la demande visant à démolir les annexes arrière du 227, rue MacKay, à retirer temporairement la partie originale du bâtiment de ses fondations, à construire de nouvelles fondations et à replacer sur celles-ci le bâtiment à son emplacement original, conformément aux plans soumis le 23 août 2017;**
- 2. d'approuver la demande visant à modifier le bâtiment situé au 227, rue MacKay, conformément aux plans soumis par Derek Crain, architecte, et reçus le 31 juillet 2017;**
- 3. de déléguer au directeur général de la planification, de l'infrastructure et du développement économique le pouvoir d'apporter des modifications mineures à la conception;**
- 4. de délivrer un permis en matière de patrimoine qui expirera deux ans après sa date de délivrance.**

(N.B. : Le délai de 90 jours prévu par la *Loi sur le patrimoine de l'Ontario* pour l'examen de cette demande prendra fin le 29 octobre 2017.)

(N.B. : L'approbation de la demande de modification d'un bâtiment en vertu 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.)

BACKGROUND

The property at 227 MacKay Street is a through lot with frontage on MacKay Street and Avon Lane at the south-east corner of the New Edinburgh Heritage Conservation District, facing the grounds of Rideau Hall. (For Location Map, see Document 1.) It is the final house of a group of five modest front-gabled houses in this block. There is a late 1960s, 15-unit townhouse development adjacent to the property on the west side. (See Current Photographs, Document 2.)

The New Edinburgh Heritage Conservation District (HCD) was designated in 2001, and its heritage conservation plan, written according to the requirements of the post-2005 *Ontario Heritage Act*, was approved in 2016. The New Edinburgh Heritage

Conservation District is a significant example of a small 19th century village located within Ottawa. It is significant for its historical associations, architectural and contextual values. Laid out by Thomas MacKay, who lived at Rideau Hall and had established an industrial complex of mills at Rideau Falls, the village was settled by many of Mackay's workers. Incorporated in 1867, and annexed by the City of Ottawa in 1887, New Edinburgh was a self-sufficient community well into the 20th century. Primarily residential in character, the heritage conservation district features a wide range of building types in a variety of styles and types, built in the 19th and 20th centuries.

This report has been prepared because demolition and new construction in heritage conservation districts designated under Part V of the *Ontario Heritage Act* require the approval of City Council.

DISCUSSION

Recommendation 1

The house at 227 MacKay Street is a balloon frame structure resting upon its original concrete foundation. (For Heritage Survey Form, see Document 3.) In recent years, there has been water infiltration into the basement, creating damp conditions and significant deterioration of the foundations. The current proposal includes the temporary moving of the original portion of the house to the backyard, the complete removal of the original foundations and the construction of new foundations that will include an eight-inch slab and the installation of a waterproof membrane. The new foundations will extend to the full extent of the proposed new addition to the house.

Section 7.2, Objectives for Existing Buildings, of the New Edinburgh Heritage Conservation District Plan has two objectives that are applicable to construction of a new foundation:

7.2

- iii to promote appropriate restoration, repair and ongoing maintenance of all buildings.
- iv to prioritize the reuse of existing buildings as an alternative to demolition including the renovation and improvement of non-contributing properties to enhance the character of the HCD.

There are also Guidelines regarding foundations in Section 8.5.2 Foundations, which states:

1. The original foundation material shall be maintained and conserved. Repair of original material is preferred over replacement.

The current state of the concrete foundations and basement (see Document 4), related to the simple character of their original construction, meant that replacement is more viable than repair; however, the foundations are being replaced with concrete and the building will not rise any higher above grade.

The condition of the original foundations was a major concern for the property owners. In order to ensure the retention of the original house, it was determined that in this instance the replacement of the foundations was the best way to fulfill the requirement of the reuse of existing buildings, rather than their demolition. An illustration of the moving process is included as Document 5.

The additions to the rear of the building followed its original construction and have little significance. They will be removed as part for this project and replaced.

Recommendation 2

Changes to the original house

The proposed alterations to the building will be undertaken after it has been replaced on its new foundations. They involve the construction of a new front verandah that will wrap around the east façade of the original building, the construction of a gable roofed extension, with a cross gabled section with a front facing shed dormer facing Mackay Street. The house's current vinyl siding will be removed and replaced with white Hardie Board, a composite material. The replacement siding on the original part of the building will be lapped, the new middle portion will be board and batten and the contemporary rear addition will be in panels. These variations will provide visual cues to signal each of the building's sections. (See Elevations, Document 6.)

The current front verandah has had much of its details such as railings and balusters removed. The proposed new verandah will match the footprint of the existing, but will wrap around the front façade. Its new railings will be simple in character inspired by others in the HCD. Its roof will be a standing seam metal roof.

The house no longer has its original windows. According to 8.5.2 Windows 2:

Replacement windows should match the historic windows in size, shape and divisions. Where no documentary evidence of the original window exists, replacement windows should be based on local examples in similar houses.

The proposed replacement windows are simple two over two wooden sash windows in rectangular frames, similar to the simple windows found in other vernacular, front gabled houses with the HCD and throughout Ottawa. This reflects 8.5.2 Windows 4): “The replacement of inappropriate newer windows with historically appropriate wood units is encouraged.”

Side / Addition

The proposed addition to the rear and side of the building will have a gable roof and will be contemporary in expression, consisting of a kitchen and family room on the first floor, and a master suite on the second. There will a terrace off the master bedroom, on the roof of the family room below. It will be screened by an opaque wall from the development to the west (see Elevations, Document 7). Minor variances for relief from the provisions of the Heritage Overlay are required to permit an addition in the easterly side yard, to permit the front stairs to project into the front yard, to permit the east and west eaves to project into the side yards and to permit a reduced total interior side yard setback of 1.6 metres.

There are Guidelines for additions to buildings within the HCD in Section 8.5.3 of the heritage plan. These guidelines stress that additions to existing buildings, whether they are contributing or non-contributing, should be of their own time, normally be located to the rear of the structure, shall not exceed the height of the building to which they are attached, be consistent with the streetscape and, if a rooftop terrace is proposed that it shall not be visible from the street at grade. In addition, there are specific guidelines for additions to contributing buildings that further stress that additions should be subordinate to and distinguishable from the existing building, that rooflines and heritage attributes should be preserved, and finally that windows and cladding be compatible/sympathetic to the original building. The proposed rear addition meets the Guidelines. (For complete guidelines, see Document 8.) It is distinguishable from, but subordinate to the original building as it is located predominantly to its rear, is clad in a different but complementary material, it the same height as the original, and has a rooftop terrace that is not visible from the street. The proposed veranda also meets the Guidelines, as it reflects the original character of the building, while making it more functional. Its construction will reflect the traditional character of this group of five front-gabled buildings (see Document 9).

Furthermore, the proposal is consistent with the objective of the plan (7.2 iv) “To prioritize the reuse of existing buildings as an alternative to demolition including the

renovation and improvement of non-contributing properties to enhance the character of the HCD.”

The proposed additions meet the Guidelines and fulfill the objective. This solution, which sees the temporary removal of the historic part of the building and its replacement on new foundations means that the building will be retained.

The through lots in the HCD and open, green backyards are attributes of the HCD. The footprint of the proposed building is larger than that of the current building and its additions, however, the new proposal retains an open space to the rear of the building. (See Site Plan, Document 10 and current view of back yard, Document 11)

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2014.

Standards and Guidelines

City Council adopted the “Standards and Guidelines for the Conservation of Historic Places in Canada” in 2008. The applicable standards for the application are:

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

There are five front gabled houses in this section of MacKay Street, which were probably very similar when constructed. In recent years, these houses have been altered, but the front-gabled profile of each has remained, preserving the character of this small ensemble of buildings. The proposed interventions to 227 MacKay, the last of these buildings to be improved, will ensure the continued conservation of this group of houses.

Recommendation 3

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. In this instance, a two-year expiry date, unless otherwise extended by Council, is recommended to ensure that the project is completed in a timely fashion.

Recommendation 4

Minor changes to a building sometimes emerge during the working drawing phase. This recommendation is included to allow the General Manager of Planning, Infrastructure and Economic Development to approve these changes.

Conclusion

Staff in Right of Way, Heritage and Urban Design (ROHUD) have no objection to the proposed alterations to the property located at 227 Mackay Street.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Heritage Ottawa has no objection to this application.

The applicant met with the Heritage and Development Committee of the New Edinburgh Community Association prior to the submission of their application under the *Ontario Heritage Act* to the City Heritage staff then circulated the plans to the committee for its official comments on the proposal. These are:

NECA accepts and supports: (1) the owner's compliance with the height requirements of the Heritage Conservation Plan, and the effort to maintain the same character of the original dwelling. (2) the wrap-around expansion of the front porch into the side yard to accommodate a new principal entrance. (3) Relief from the 60cm setback requirement (under the Heritage Overlay Zoning By-law, to allow for the substantial addition beyond the porch entry door.

NECA does not support the proposed configuration of the extension to the footprint of the original structure along the west property line because of its negative impact on the neighbours living at 215 MacKay Street. (1) The existing dwelling plus add-ons measures approximately 51 feet. The proposed replacement will be a two-storey structure plus a one-storey extension of 14 feet. (2) The owner is proposing a 'green roof' on the 14-foot extension. At minimum, the by-law governing roof decks requires that there be an opaque 1.5 metre privacy wall above the roof deck surface, which will add to the height of the side wall rising in close proximity to the outdoor amenity space of the residents of 215 MacKay. (3) There is also a chimney incorporated into this wall (arising from a fireplace on the first floor of the extension). It is unclear exactly how high this chimney will be, but it represents an additional solid mass that may appear above the top of the wall.

In consultation with the neighbors at 215 MacKay, NECA recommends the following:

- 1) That the 'green roof' be re-designed to be a green space to be looked at and enjoyed but not walked on. (This would eliminate the need for the 1.5 privacy wall).

- 2) That a modest sized balcony be constructed to provide a useable amenity space for the Master Bedroom.
- 3) That the fireplace in the family room on the first floor be moved to the east wall, therefore removing the chimney from the west wall.
- 4) That the 14-foot extension be set in 60 cm along the west property line to further help reduce the negative impact of this addition on the neighbours.

Notification

Neighbours within 30 metres of the property were notified of this application and offered an opportunity to comment either at the Built Heritage Sub-Committee or Planning Committee meetings.

COMMENTS BY THE WARD COUNCILLOR

The Ward Councillor is aware of this application.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the recommendations contained within this report

RISK MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

HC4 – Support Arts, Heritage and Culture

Governance, Planning and Decision Making

APPLICATION PROCESS TIMELINE STATUS

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

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Current Photographs

Document 3 Heritage Survey Form

Document 4 Foundation / Basement Conditions

Document 5 Details on Temporary Removal/ Foundations

Document 6 Rendering (rendering for illustrative purposes only) / Elevations

Document 7 Elevations, Rear Addition

Document 8 Guidelines, New Edinburgh HCD Plan

Document 9 Streetscape

Document 10 Site plan

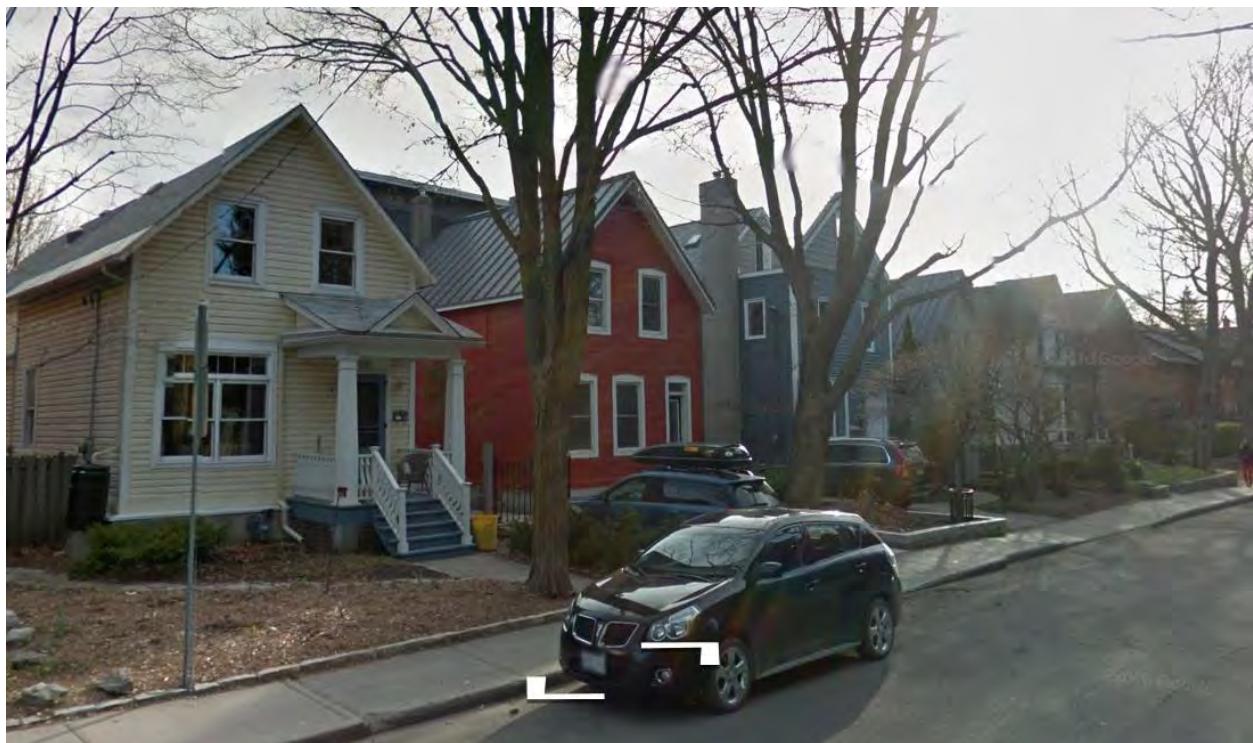
Document 11 Current View of Back Yard

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.

Document 1 – Location Map



Document 2 – Current Photographs



Document 4 – Foundation / Basement Conditions

Deteriorated Exterior Concrete Sills

The 1890's house foundations are likely the original foundations as they demonstrate the weather damaged exterior concrete sill shelf detail, which characterized 19th and early 20th century homes often designed for a brick veneer, but which were subsequently changed to wood siding clad construction, to save money. This resultant concrete shelf detail is a serious defect in these homes, as exposed concrete shelves of this nature only attract rain water and shelter moisture which under repeated freeze/thaw cycles of the Canadian Winters, lead to early deterioration of the concrete building element.

Insufficient Soil Cover

The building's basement level inside, has a maximum 6' clear ceiling height beneath the floor structure, and the elevated ground floor which is about 1.0M above the exterior grade, means that the foundations bearing on a moisture laden limestone shale rock, will be continually subject to 'ice lensing' and the subsequent heaving of exterior foundation walls. It is OBC Ottawa structural practice to correct this deficiency by assuring foundations have a 1.6M exterior soil cover. Failure to correct this problem would lead to extensive new and existing building deterioration.

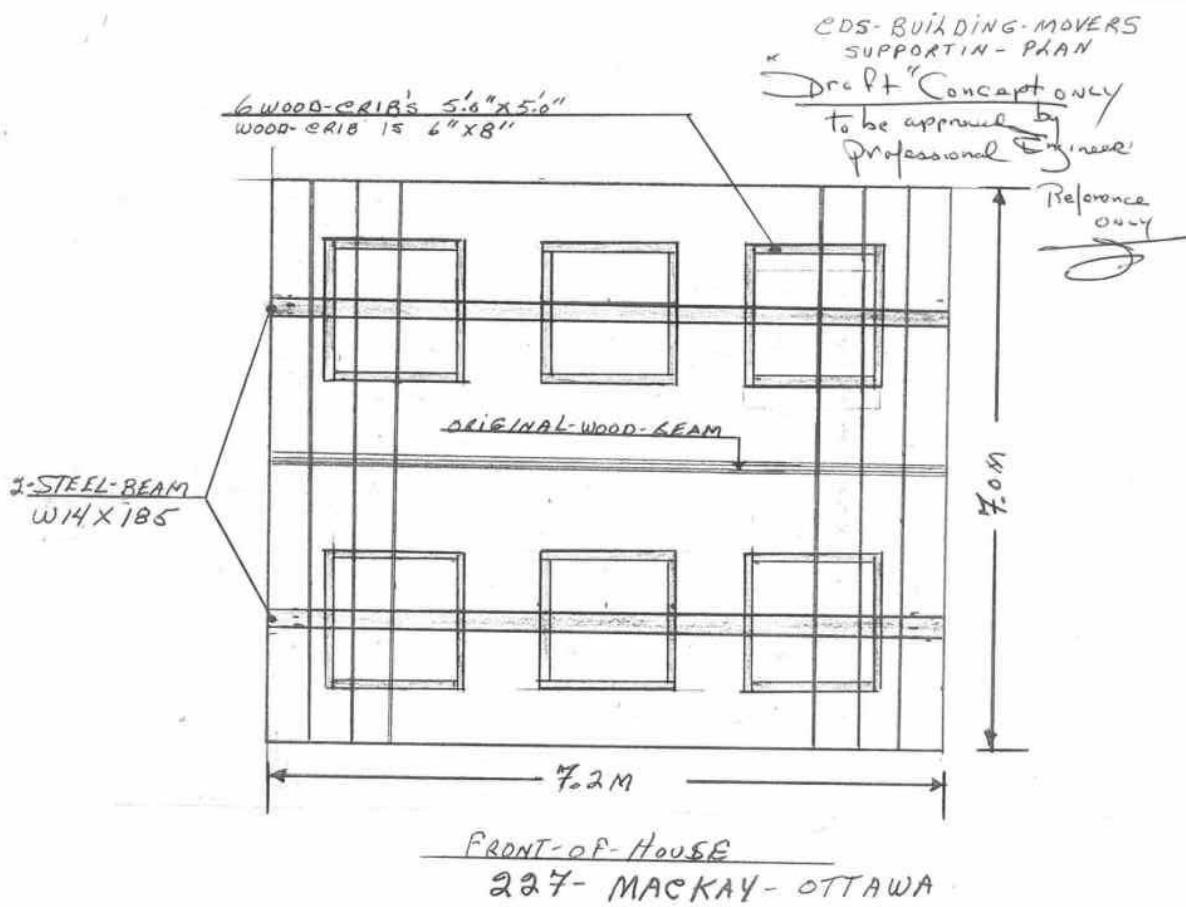
Water Permeable Floor and Walls

The existing house basement floor has continuously demonstrated surface water on the floor. The source of this water is a combination of Ground Water from around the building, and sub surface water which drains on top of the permeable shale rock from Rideau Hall property to the North towards the Rideau River to the South. The possibility of Rideau River flood plane water migration from the South might also exist. Inadequate sub-slab drainage has led to the continuous presence of mould in the basement area.

Deteriorated and Crumbling Concrete

For site mixed concrete used in the 1800's it is not unexpected that any improper mixture of sand and cement in the on-site pour, would result in an early deterioration of the walls in any individual area. The East wall of the foundation has breaches where a reinforcing rod can be pushed entirely through the foundation wall and once the exterior skin is breached, a weak sand/cement dry mixture flows out of the wall penetration. This characteristic common in the joints of stone and brick structures after 100 years of life that require joint bedding replacement, deterioration in parts of these foundations are at the extreme level of failure risk, and are largely incapable of continued support of this residential structure. Breaking the foundation skin reveals a sand and cement mix that crumbles in hand and in some instances, flows out through the exterior foundation parging repairs.

Document 5 – Details on Temporary Removal / Foundations



Document 6 – Rendering (rendering for illustrative purposes only) / Elevations





Document 7 – Elevations, Rear Addition



Document 8 – Guidelines, New Edinburgh Heritage Conservation District Plan**8.5.3 Additions to Existing Buildings (Contributing and Non-Contributing)**

The Guidelines below address the most common situations and types of additions. Situations not contemplated by the Guidelines will be considered on a case-by-case basis by heritage staff in consultation with the community.

General Guidelines

1. Property owners are encouraged to retain an architect, designer and/or heritage professional when designing an addition to an existing building.
2. Additions to existing buildings should be of their own time and are not required to replicate an historic architectural style. If a property owner wishes to recreate a historic style, care shall be taken to ensure that the proposed addition is an accurate interpretation.
3. Additions shall normally be located in the rear yard. However, there may be instances where an addition elsewhere may be appropriate because it does not have a negative impact on the cultural heritage value of the HCD. These situations will be reviewed on a case-by-case basis in consultation with the community.
4. The height of any addition to an existing building shall not exceed the height of the existing roof line.
5. Additions shall be consistent with the streetscape with respect to height, size, scale and massing.
6. Rooftop terraces are not typical in the HCD; however, a terrace may be appropriate where it is set back from the roof edge and not visible from the street at the grade of the house.

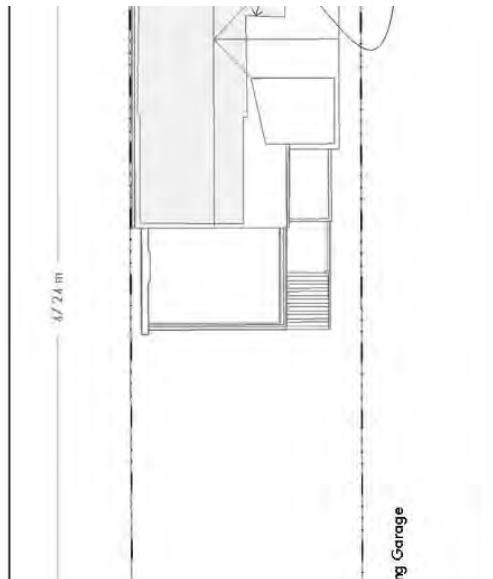
Guidelines for Contributing Buildings

1. All additions to contributing buildings shall be complementary to the existing building, subordinate to and distinguishable from the original and compatible in terms of massing, façade proportions and rooflines.
2. In planning alterations and additions to contributing buildings the rooflines of the original house (gable, hip, gambrel, flat, etc.) shall be maintained.
3. Additions shall not result in the removal or obstruction of heritage attributes of the building or the HCD.
4. Windows in additions should be compatible with the building's original windows in size, shape and divisions. Windows may be wood, metal clad wood, steel or other materials as appropriate. Multi-paned windows should have appropriate muntin bars.
5. Cladding materials for additions to contributing buildings will be sympathetic to the existing building. For instance, an addition to a brick building could be clad in wood board and batten siding. Natural materials are preferred.

Document 9 – Streetscapes



Document 10 – Site Plan (Please note that garage is not within scope of the current application)



Document 11 – Current View of Back Yard