



Heritage Ottawa NEWSLETTER

Dedicated to Preserving Our Built Heritage

Fall 2011 Volume 38, No. 3

Clemow Estate East Heritage Conservation District – *eight years in the making*

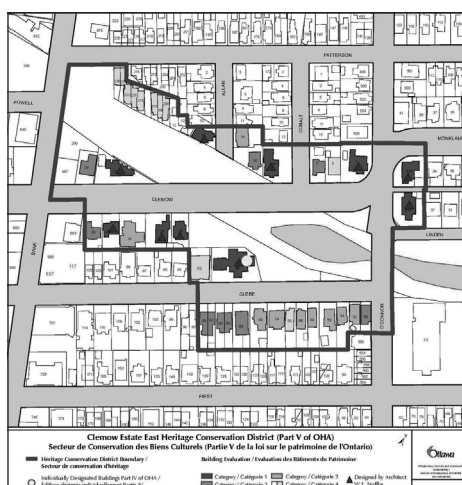
By John McLeod

The Glebe's first Heritage Conservation District (HCD) was approved by City Council on Wednesday July 13, 2011, and the By-law was approved on Wednesday September 28, 2011. The Glebe has a reputation of being rich in heritage, but until now it had no HCD, and only 10 designated heritage buildings, including the Aberdeen Pavilion (and from time to time the Horticulture Building). Of the 10 designated heritage buildings, only three are houses (Abbotsford House, Queale Terrace Victorian row houses, and Powell House).

Designated under Part V of the *Ontario Heritage Act*, the new HCD is called Clemow Estate East, named after Senator Francis Clemow, and his daughter Henrietta Adelaide Clemow who inherited and then subdivided this land beginning in 1906 to form an upper middle class suburb. The district includes some outstanding examples of early 20th century architecture which complement the heritage landscape of Central Park.

The HCD is made up of three components:

- (1) 10 W.E. Noffke houses facing Central Park and Patterson's Creek
- (2) the Park itself between Bank and O'Connor Streets



Clemow Estate Heritage Conservation District.

- (3) 28 other 'contributing' houses which are adjacent to Noffke houses or to Central Park.

The streets included in the district are parts of Clemow, O'Connor, Glebe, Patterson, and Allan Place, east of Bank Street. The boundaries were originally somewhat larger, and included 67 buildings, but they were reduced by logic and sentiment, of which more later.

W. E. Noffke

Werner Ernst Noffke (1878-1964) was one of Ottawa's most influential and eclectic



15 Clemow, built 1912, architect unknown

Clemow Estate East...

architects in the first half of the 20th century. He designed many fine houses and public buildings, from the Champagne Baths to the Sparks Street Post Office. His 10 houses in this HCD were built between 1913 and 1929, and include his own house (20 Clemow), 517 O'Connor, and two houses built for Wm. F. Powell (developer and cousin of Adelaide Clemow) at 85 Glebe and 27 Clemow. The styles used by Noffke are Spanish Colonial Revival, Arts and Crafts, Tudor Revival, and the Prairie Style of Frank Lloyd Wright. Noffke designed five of these houses in one year, 1913, when he was 35.

Varied architectural styles are represented among the other 28 houses, including Edwardian Classicism on the south side of Glebe Avenue, Arts and Crafts (29 Clemow), and English Medieval Castle (15 Clemow), as well as nine sympathetic modern houses on Patterson Avenue and at 5 Clemow.

How we did it

John Leaning, eminent NCC architect, Glebe historian and Glebe Community Association activist, and a former President of Heritage Ottawa, conceived of the idea. He proposed a heritage conservation district for the Clemow estate, the most heritage-worthy area, rather than trying to designate the entire Glebe. He wrote articles in the *Glebe Report*, and prepared a description of the architecture of each house. I took pictures of the houses in November after the leaves were gone, and established the original owners and construction dates. Frank Oakes looked after anything related to legal matters. We thought it would be easy!



20 Clemow, built 1913, W.E. Noffke's own house

On September 24, 2003, June Creelman, then President of the Glebe Community Association (GCA), requested a study by the City Heritage Planners. The first public consultation meeting was held on December 1, 2004. Following this, Heritage Planner Sally Coutts wrote a draft plan, and her committee of excellent volunteers rated each house on the basis of History, Architecture, and Context. The production of the next draft of the plan was delayed by competing priorities for the attention of the small Heritage Planning staff.

In March 2010, Lesley Collins's draft plan was published, and the second public consultation meeting was held. In light of the concerns of many residents over property rights and the impact of

All Photos: John McLeod



27 Clemow, built 1929, W.E. Noffke for Wm. F. Powell

designation, Joan Bard Miller of the GCA Heritage Committee held a "Feedback Meeting" in May 2010. In spite of flyers, petitions, discussions and a City questionnaire, there was still no community consensus. Some supported the plan as it was, some were against it in whole or in part, some favoured reduced boundaries and some favoured expanded boundaries. It was time to bring matters to a head, which the City Planners did.



85 Glebe, built 1913, W.E. Noffke, Powell House

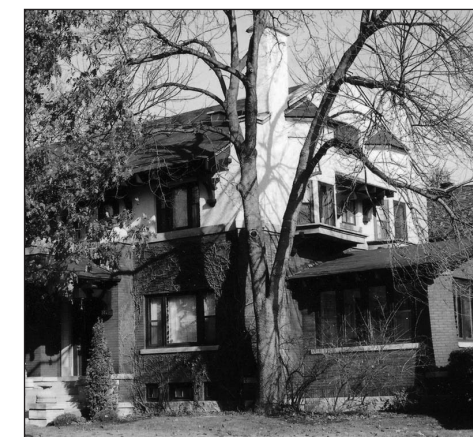
At the Ottawa Built Heritage Advisory Committee (OBHAC) meeting on June 16, 2011, homeowners who agreed or disagreed with the plan gave 5-minute speeches. Heritage Ottawa Board member Bill Price, wearing his homeowner's hat, proposed a compromise, but OBHAC recommended the plan as presented by staff.

At Planning Committee on June 28, 2011, similar speeches were delivered, after which Councillor Chernushenko tabled a compromise motion to change the boundaries and remove 15 buildings from the HCD. This amended motion passed,

making more people happy (not everyone), and boosting the likelihood of approval. The motion was easily adopted by City Council on Wednesday July 13, 2011; the By-law was passed September 28, 2011, and is subject to appeal.

What we learned

This exercise has taught us that community consultation should start early and include all the residents and homeowners in the proposed HCD, that we should talk to one another as well as delivering speeches, that we should understand the contribution of City Heritage Planners, and that we should remain flexible and open to compromise.



517 O'Connor, built 1913, W.E. Noffke for G. Frederick Hodgins

P.S.: The Clemow Estate East Heritage Conservation District has already been tested by a proposal to use the side garden of 20 Clemow and the garage and driveway of 24 Clemow to create a proposed three-unit infill. ♦

John McLeod is a member of Heritage Ottawa, the Heritage Committee of the Glebe Community Association, and the Glebe Historical Society, and worked with John Leaning and others on the creation of this Heritage Conservation District. He leads Heritage Ottawa's walking tour of the Glebe.

For further information:

Clemow Estate East Heritage Conservation District Plan, City of Ottawa, 2011.

<http://ottawa.ca/calendar/ottawa/citycouncil/occ/2011/07-13/pec/01-ACS2011-ICS-PGM-0108%20-%20Doc%204.pdf>

Canadian Register of Historic Places

<http://www.historicplaces.ca/en/pages/register-repertoire.aspx>

(lists only the individually designated buildings including those outside the HCD)

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Heritage Ottawa is a non-profit organization dedicated to the preservation of Ottawa's built heritage.

Linda Hoad
Editor
Jan Soetermans
Graphic Designer
Tina & Company
Printing

Heritage Ottawa
2 Daly Avenue
Ottawa, Ontario K1N 6E2
Tel: 613-230-8841
Fax: 613-564-4428
Email: info@heritageottawa.org
Web: www.heritageottawa.org

Leslie Maitland
President
David B. Flemming
Past-President
David Jeanes
Vice-President Operations
Brigid Phillips Janssen
Vice-President Programs
Willam R. Price
Secretary
David Ivison
Treasurer
(vacant)
Legal Consultant

Directors:
Jay Baltz, Richard Belliveau,
Katherine Charbonneau,
Ken Elder, Ian Ferguson,
Linda Hoad, Nancy Oakley,
Carolyn Quinn.

Heritage Ottawa acknowledges the financial support of the City of Ottawa and the Ontario Ministry of Culture

From the President....



Summer has been a busy time for Heritage Ottawa, and we are looking forward to an equally busy fall and winter. Our walking tours have gone well throughout the summer and into the fall, and are once again very popular events. The lecture series is well underway and attendance at our first lecture was excellent. And we have a slate of new initiatives that will enhance the work we do for you and for heritage in Ottawa.

As you know, a membership survey was undertaken over the summer, ably managed by Nancy Oakley, who is reporting on the survey in this Newsletter. It was time to “take the temperature” of Heritage Ottawa, to get a better understanding of our members, their interests and expectations. Thank you to everyone who filled out the form and sent it or emailed it in; we had a very good rate of response, and have developed several go-forwards for both the short and long term.

Our publications programme has revived, and there are two existing publications in the works, overseen by the publications committee, consisting of Rick Belliveau, Heather Perrault, and myself. The publications will be a walking tour guide to the Glebe, by former board member and Glebe resident John McLeod; and a profile of prominent Ottawa architect Werner Ernst Noffke, by architectural historian Shannon Ricketts. We expect to have these publications available soon.

Mark your calendars for April, 2012. That month marks the 60th anniversary of the expropriations at LeBreton Flats, an event whose consequences mark the city to this day. Anniversary events are being planned now, and will likely include a lecture or symposium and exhibition plus online information, among other activities. Nancy Oakley has put together a team to shepherd this anniversary celebration (is celebration the right word for such a disastrous approach to urban planning?), and we are looking forward to seeing what emerges.

Advocacy issues don't go away, do they? While Heritage Ottawa won its challenge at the

Conservation Review Board for the Horticulture Building to remain in place, the City has overruled the CRB recommendation and repealed the heritage designation of the building with the intention of moving it. The City has promised to rehabilitate the Horticulture Building in its new location, and at this point we can only hope that they will follow through with that commitment. It would be a sign of their good intentions if the City were to enter into a heritage conservation easement with the Ontario Heritage Trust, which they could do, even in advance of the move.

Besides Lansdowne Park, Heritage Ottawa has provided input to the Centretown Community Design Plan, the development plans for the Christ Church Conservation District, the Sisters of the Visitation Monastery in Westboro, and other issues in several Ottawa neighbourhoods. We are also reaching out to others to look for ways of proactively working on heritage issues, and have met with the National Capital Commission to discuss the Rideau Canal, the Chaudière Complex, and other topics of mutual interest. The system of Heritage Keepers is relatively new, but already proving its effectiveness, thanks to a very dedicated group. To further facilitate our advocacy work, the board has established an advocacy committee, headed by Jay Baltz, who has had considerable experience with heritage issues, including chair of the Ottawa Built Heritage Advisory Committee.

As for your President, it has certainly been a steep learning curve! And I don't pretend that I will ever fill David Flemming's shoes. I would like to express here and now my profound respect for David's accomplishments, and appreciation of his ongoing mentoring: thank you! Members of Heritage Ottawa should know that I am only going to be president for a year; next May, the torch passes to Brigid Phillips Janssen. It's going to be a busy year, and I look forward to the challenges. ♦

Leslie Maitland, President

Centretown Community Design Plan – does Heritage count?

By Nancy Oakley

Many heritage resources today are managed through the planning and development process at the municipal level. Planning documents, acting as guidelines for how, where and what development can occur, must effectively and responsibly consider heritage conservation issues. We have seen time and again how inadequate guidance in planning documents can result in a slow but steady loss (a ‘death from a thousand cuts’) of a neighbourhood's heritage character. As several planning regulations are considered with each proposed development, it is equally important that the ‘heritage message’ of these documents is consistent, as ambiguity has also proven to be the bane of the responsible stewardship of our heritage resources.

The City has undertaken an update of the Secondary Plan (SP) for Centretown (in place since 1976) through the development of a Community Design Plan (CDP) to better articulate the future vision of the neighbourhood. A CDP is similar to a Secondary Plan and can be adopted as an official amendment to the Official Plan. A Toronto firm, Urban Strategies Inc., was hired to lead public consultations and put together the CDP. The first draft was released for public comment in June. After consultation with the local community association and City Councillor, Heritage Ottawa has submitted a position paper on the Plan's heritage components. This article highlights some of our concerns.

There are significant differences in the approach to conserving heritage in the existing Secondary Plan and the new CDP. The current SP is a remarkable planning document containing a strong, concise and progressive approach to heritage conservation. The importance of heritage is directly stated and also emphasized by the incorporation of heritage



423 Lisgar – not on the Heritage Reference List, but may have heritage value

concerns throughout the document.

The scope of what constitutes heritage is broad, being “heritage buildings are those which have significant architectural merit or are associated with historic persons or events... [and] areas which contain several buildings which, when considered together, have a unique architectural character or historical and cultural significance”. The current Secondary Plan balances heritage conservation with other objectives related to the maintenance and enhancement of Centretown's residential character.

The proposed CDP departs from the existing SP in a number of ways.

Most significantly, the definition of heritage is limited to only the “best” heritage resources, identified as the Category 1 and 2 buildings currently included on the Ottawa Heritage Reference List. Much of the historic fabric that contributes to Centretown's character, like streetscapes, views, or parks, is not considered. The CDP thus artificially minimizes the contribution of heritage to Centretown's character.

This arbitrary limitation is based on the current Heritage Reference List. Due to a lack of available resources a comprehensive update of the Reference List still remains on the City's ‘to-do’ list, with the result that the Reference List does not accurately reflect the current heritage character of Ottawa's neighbourhoods. To illustrate the point, I surveyed two streets in Centretown – about 100 buildings in total – against the Reference List. I discovered that eighteen buildings on the Reference List (including four listed as Category 1 and seven as Category 2) no longer exist. I also identified a dozen Listed buildings that could easily be considered for Category 2 or 3 status, and eleven historic buildings not included on the Reference List- but many of which could be considered for at least Category 2 or 3 status.

It is understood that Centretown will be intensified – both Jane Jacobian logic and economic rationale is to intensify the downtown urban core rather than further suburban sprawl. Yet development doesn't have to mean 30-storey condo towers; intensification can also be met through rehabilitation, adaptive reuse and sensitive infill. While the main purpose of updating the CDP is to 'up zone' certain parts of Centretown to allow for new development, it should also continue the 35 plus year legacy of a strong, progressive and comprehensive approach to heritage conservation enshrined in the existing Secondary Plan.

As currently drafted the CDP weakens existing heritage regulations. Protection of Centretown's significant heritage character is provided through the designation of two Heritage Conservation Districts (Centretown and Minto Park) and the Heritage Overlay. As noted in the Ottawa Zoning By-law, the Heritage Overlay is implemented "in order to encourage the retention of existing heritage buildings by offering zoning incentives to reuse the buildings and to limit the size and location of additions to preserve the heritage character of the original building". In the draft CDP, the Overlay is instead described as "a series of restrictive zoning regulations" which is implemented to "restrict redevelopment of sites" and "can be a disincentive to actual improvements within the District and are preventing these heritage structures from being creatively re-used or

adapted." No justification or evidence to support this reasoning is given, leaving the statement out of place and unnecessarily critical.

Accepted practices in the field of heritage conservation are that heritage conservation activities are undertaken based on good, accurate information. Planners – especially those developing binding planning regulations – need to ensure their work is based on an informed methodology and research as there are wide-ranging consequences to their decisions. The limited consideration of heritage has the effect of not only 'writing out' heritage from the character of Centretown, but also from future planning decisions.

Without changes to the draft CDP, Centretown may very well see even more pitched battles between heritage and development in the coming years. Many other neighbourhoods in Ottawa are undergoing, or can expect to undergo an update of their Secondary Plans in the coming years. Heritage Ottawa, through its Heritage Keeper Program and other volunteers, will need to ensure that our heritage resources are given adequate consideration in the consultation process and especially in final planning documents. Our activities must be directed to both 'fighting the alligators' and 'draining the swamp.' ♦

Nancy Oakley is a graduate student in Carleton University's Heritage Conservation Program. She is also the Heritage Keeper Program Coordinator for Heritage Ottawa.

Foundation and was Editor of its magazine, *Heritage*. We couldn't have found a more qualified editor!

With the help of our graphic designer, Jan Soetermans, Veronica has produced 20 issues of the Newsletter over the past seven years. She has been a one-person editorial committee, coercing recalcitrant and tardy contributors, offering diplomatic yet effective editorial comment and providing members with informative and thought-provoking news on the Ottawa built heritage scene.

We shall all miss her terribly but she has promised to keep in touch between her travels to far-off places. We wish her well and offer her hearty thanks for her efforts. ♦

Thank you, Veronica!

Former presidents, Carolyn Quinn and David B. Flemming

Recent Designations under Part IV and Part V of the *Ontario Heritage Act*

(based on reports prepared by City of Ottawa Heritage Planning staff)

Burpee House, 22 Rideau Terrace



Photo: City of Ottawa

This good example of Edwardian Classicism is a "well-crafted but simple house" on the edge of Rockcliffe Park and New Edinburgh. Built in 1908, it is a red brick house with hipped dormers, a large gable, a bay window and front porch on its façade, in keeping with its two neighbours in the oldest remaining section of the street.

It was designated, too, because its first owner was Lawrence J. Burpee, a senior civil servant who was Canada's first secretary to the International Joint Commission. He is remembered for campaigning tirelessly for the creation of a national library, and his vision was realized shortly after he died, still living in 22 Rideau Terrace, in 1946.

Capital Wire Cloth Company Factory, 7 Hinton Avenue



Photo: City of Ottawa

This "landmark" has been designated as "a good and rare Ottawa example of an early 20th Century industrial building" that recalls the region's thriving lumber industry, through its

location nearby the Ottawa River and its product – a fine gauge wire mesh "cloth" which was used as a sieve to drain water and preserve pulp for further processing into paper.

Built in 1912, with sympathetic extensions in 1919 and 1925, the masonry construction features a pitched standing seam metal roof and arched windows. The factory was closed in 1974 when plastic mesh cloth made the production of wire cloth obsolete. But the restored building will live on to recall the origins of a neighbourhood that is now primarily residential.

(Council-approved, designation by-law pending)

Deschâtelets Building, 175 Main Street



Deschâtelets Building looking along the allée

Look along the long *allée* of elms from Main Street and recall the days when this was farmland around a massive four-storey grey stone seminary of the Oblates of Mary Immaculate. The missionary order

was key in anchoring the Roman Catholic Church in Canada and to the founding of University of Ottawa and Saint Paul's University.

Both the large-scale religious institutional building and the history of the Oblates were factors in the designation of the Deschâtelets building and the boulevard of trees, which was replaced in the 1950s in the same form as the original *allée des ormes*. The designation is compatible with the plans for future development of Old Ottawa East.

(Council-approved, designation by-law pending)

Clemow Estate East Heritage Conservation District

Eight years after the City first received a request from the Glebe Community Association, the City has designated (subject to appeal) the area around Central Park, one of Ottawa's first examples of a landscaped recreational park for what was a new affluent suburb that grew from the streetcar that was extended to the Glebe in 1891. The District includes houses designed by renowned architect W.E. Noffke, adjacent houses – "an eclectic mix of houses in a variety of architectural styles" – and the houses that front the Park.

The designation allows the City to prohibit demolition and approve alterations as outlined in the Guidelines that form part of the District Plan.

Please see accompanying article (pages 1-3) on the long struggle leading to this important designation success.

Photo: City of Ottawa

Membership Survey Results

By Nancy Oakley

This summer, Heritage Ottawa distributed a survey to our members in order to better direct the activities and initiatives of the organization. We hoped to learn the nature of our membership, gain feedback on the quality and content of our programming, identify potential volunteers and to invite comments on the state of Ottawa's heritage. To date, we have received over one third of the surveys sent out - an impressive return rate. In this article, we'd like to share some of the major findings of the survey.

You had nice things to say. Many members felt stirred to include positive comments in their responses. Remarks like "My membership serves me well" and "For me you are doing just fine – congratulations!" were encouraging and motivating. Most felt Heritage Ottawa was doing a very good job at keeping its membership updated on issues and events, and many felt we did a fine job at helping to conserve Ottawa's heritage, although there is always room for improvement.

We have an older membership. Over three quarters of our members qualify for the senior discount. This means we need to keep in mind issues like accessibility when planning our lectures and walking tours. It also means that we should try to make our programming more attractive to youth and young families.

Heritage Ottawa members are active. Over half of respondents are volunteering with other organizations, and many volunteer with several. Quite a few members indicated their interest in becoming more involved with Heritage Ottawa – the challenge now will be to develop opportunities that offer rewarding experiences to our volunteers that will help Heritage Ottawa fulfill its mandate.

People join Heritage Ottawa for different reasons. Over three quarters of respondents identified the support of heritage conservation as their primary reason for joining, while the other top reason was to keep updated on heritage issues. Many people identified several reasons for joining, which means that people see Heritage Ottawa as having a diverse mandate and many roles to fill.

Our Lectures and Walking Tours are very popular. These two activities, along with Doors Open, were the events attended by most respondents. These, along with our advocacy activities and the Newsletter, were the most important features of Heritage Ottawa membership. We also received many great suggestions for Tour or Lecture topics, including rural or suburban areas, and conservation or maintenance practices for old homes.

Heritage Ottawa should explore new ways to engage audiences. Many respondents feel that Heritage Ottawa should be doing more to make its offerings available in both official languages. Some members even volunteered to translate! There was also a strong call to increase the presence and activity of the organization in cyberspace.

Apathy at City Hall is the most significant threat to heritage in Ottawa. Almost a third of respondents identified lack of overall public and City Council awareness of, and appreciation for, heritage as the biggest heritage issue in the city. Other issues identified include insensitive infill and intensification, the City and others not abiding by their own rules and a lack of funding or tax incentives to encourage heritage conservation. These are insightful and provoking comments, and will be used to help the Board better direct advocacy and education efforts.

Your responses have provided invaluable feedback that will help us better direct the efforts of the organization. Over the coming months, we will work to act upon these findings. The Board wishes to thank those who have taken the time to complete and return the surveys. For those who haven't yet – it's not too late! You can return your completed survey to the Heritage Ottawa office or complete and email the survey available on the website. ♦

Nancy Oakley is a graduate student in Carleton University's Heritage Conservation Program. She is also the Heritage Keeper Program Coordinator for Heritage Ottawa, and a Board member of Heritage Ottawa.