

Daly Avenue Heritage Conservation District Plan



April 2015

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1.0 Background

The Daly Avenue Heritage Conservation District (HCD) was designated in 1982 by the former City of Ottawa for its cultural heritage value. It is one of the earliest heritage conservation districts designated in Ontario and one of the first designated in Ottawa. At the time of designation, there was no heritage conservation district management plan or statement of heritage character adopted by Council. As a result, the management of change in this district for the past 30 years has been on a case by case basis using best practices in heritage conservation.

Changes to the *Ontario Heritage Act* in 2005 provided municipalities with the ability to adopt heritage conservation district plans by by-law to assist in the management of change in HCDs. For existing HCDs, a management plan can be adopted by a new by-law that does not change the boundaries or designation of the existing HCD.

In 2007, the City of Ottawa initiated the Sandy Hill Heritage Study (SHHS) with the goal of evaluating all of the buildings in the study area and proposing mechanisms to protect and enhance the heritage character of the neighbourhood. One of the outcomes of the SHHS is the creation of HCD plans for the five existing districts in the study area. This document is the management plan for the Daly Avenue HCD.

2.0 Boundaries

The boundaries of the Daly Avenue HCD are irregular, but generally follow Daly Avenue from King Edward Avenue west to Cobourg Street. The detailed boundaries are shown in the map below:



Daly Avenue Heritage Conservation District (Part V of OHA)
District de conservation du patrimoine d'avenue Daly (Partie V de la loi sur le patrimoine de l'Ontario)

<p> Daly Avenue Heritage Conservation District / Secteur Historique d'avenue Daly</p> <p> Individually Designated Buildings Part IV of OHA / Édifices désignés individuellement Partie IV</p>	<p>Building Evaluation / Evaluation des Bâtiments du Patrimoine</p> <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;"> Category / Catégorie 1</td> <td style="width: 50%;"> Category / Catégorie 3</td> </tr> <tr> <td> Category / Catégorie 2</td> <td> Category / Catégorie 4</td> </tr> </table>	Category / Catégorie 1	Category / Catégorie 3	Category / Catégorie 2	Category / Catégorie 4
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3.0 Policy Framework

The Daly Avenue Heritage Conservation District is regulated by both municipal and provincial policies. These include Part V of the *Ontario Heritage Act*, the City of Ottawa Official Plan and the Provincial Policy Statement.

Ontario Heritage Act

The *Ontario Heritage Act* (the *Act*) regulates the protection of cultural heritage resources within the province. A property that has been formally protected under the provisions of the *Act* is referred to as a “designated” property. According to Section 41.1 (2) of the *Act*, a municipality may pass a by-law adopting a heritage conservation district plan for any districts designated prior to 2005.

City of Ottawa Official Plan

Section 2.5.5 of the Official Plan provides direction regarding the protection of cultural heritage resources in the city. Policy 2.5.5 (2) states that:

Individual buildings, structures, sites and cultural heritage landscapes will be designated as properties of cultural heritage value under Part IV of the *Ontario Heritage Act*. Groups of buildings, cultural landscapes, and areas of the city will be designated as Heritage Conservation Districts under Part V the *Ontario Heritage Act*.

The Daly Avenue HCD was designated by City Council in 1982 and the purpose of this document is to enhance the protection for the existing HCD by implementing an HCD plan to guide change in the district.

Provincial Policy Statement, 2014

The purpose of the Provincial Policy Statement (PPS), issued under the *Planning Act*, is to provide municipalities in Ontario with policy direction on matters related to land use planning and development. Part V, Section 2.6 of the PPS provides direction regarding cultural heritage resources. It states:

- Significant built heritage resources and significant cultural heritage landscapes shall be conserved; and
- Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

4.0 Heritage Conservation District Plan

According to Section 41.1 (5) of the *Ontario Heritage Act*, a heritage conservation district plan shall include a statement of the objectives of the plan, a statement of cultural heritage value, a description of the attributes of the district, policy statements, guidelines and procedures for achieving the objectives of the plan and managing change and a description of the types of alterations that are minor in nature and can be undertaken without a permit.

4.1 Statement of Objectives

The objectives of this plan are:

- Identify and describe the cultural heritage value and heritage attributes of the HCD;
- Encourage the ongoing conservation and restoration of buildings of cultural heritage value in the HCD; and
- Provide a framework to manage change in the HCD in the future.

4.2 Statement of Cultural Heritage Value

Description of Place

The Daly Avenue Heritage Conservation District (HCD), is a residential area within the Sandy Hill neighbourhood, designated for its cultural heritage value under Part V of the *Ontario Heritage Act* by the former City of Ottawa through By-laws 308-82 and amended by By-laws 261-83 and 263-86. The boundaries of the district are irregular, but generally run along Daly Avenue to the north and south from King Edward Avenue east to Cobourg Street. Small sections of Friel Street, Augusta Street and Besserer Street are also included.

Cultural Heritage Value

The cultural heritage value of the Daly Avenue Heritage Conservation District lies in its place in the development of Sandy Hill in the 19th and 20th centuries. It is significant for its association with the early development of Ottawa as the national capital, its rich architectural character and for its many prominent citizens.

The Daly Avenue HCD was originally part of the lands granted by Colonel John By to Lieutenant René-Leonard Besserer in 1828. Besserer died suddenly after the land grant and his brother, Louis Besserer, a veteran of the War of 1812 and a businessman in Québec City inherited the estate. Besserer relocated to Ottawa in the 1830s to develop the lands, and his constructed his house at 149 Daly Avenue in 1844.

Besserer's land was first subdivided beginning in 1834 by Besserer's agent, William Stewart, who laid out the street plan for the estate. Development was slow until Ottawa was named the capital of Canada in 1857. The influx of politicians and civil servants after the completion of the Parliament Buildings in 1865 triggered the transformation of Sandy Hill from a sparsely populated neighbourhood at the edge of the city to a sought-after upper-middle class residential neighbourhood. Some of the most significant early residents of the Daly Avenue HCD include Sir Sandford Fleming, Louis Besserer and Confederation poet Archibald Lampman.

The Daly Avenue HCD is an excellent example of a late 19th century residential neighbourhood. Identifying features include its historic street pattern, consistent house to lot ratios, generous front yard setbacks and tree-lined streets. The architectural character of the Daly Avenue HCD includes grand houses such as Besserer House and Winterholme, smaller Victorian houses, large semi-detached houses and elaborate terraces such as Philomene Terrace. The HCD features a mix of architectural styles including Queen Anne Revival, Second Empire, Edwardian Classicism and Tudor Revival, all popular styles during the period of development from the 1870s until the 1920s.

Description of Heritage Attributes

The following heritage attributes embody the heritage value of the Daly Avenue Heritage Conservation District as an example of the early residential development of Sandy Hill:

- Eclectic mix of architectural styles including Queen Anne Revival, Italianate, Gothic Revival, and Edwardian Classicism;
- Mix of house types including large single detached houses, modest row houses and elaborate terraces;
- Predominantly two to three storey building height;
- Consistent use of building materials including red and buff brick, limestone and wood;
- Large covered, open front porches including many two storey porches;
- Generous front lawns with shrubs and trees and some low front yard fences;
- Consistent side yard setbacks providing space between buildings;
- Historic street layout and lot pattern;
- Mature deciduous street trees and boulevard between curb and street;

- Besserer House, 149 Daly Avenue, located at the corner of King Edward and Daly Avenues;
- Elaborate row houses and terraces including Philomene Terrace, 363-383 Daly Avenue and McFarlane Terrace, 199-205 Daly Avenue; and
- Large, upper class residences including Patterson House, 339 Daly Avenue, Winterholme 309-311 Daly Avenue and 229 Chapel Street.

4.3 Management Guidelines

The Daly Avenue Heritage Conservation District has been designated since 1982 and has retained much of its historic fabric. The management guidelines in this section are intended not only to retain historic fabric, but also to manage the change that in the HCD. The guidelines are arranged into four sections:

Guidelines for Category 1, 2 and 3 buildings

Guidelines for Category 4 building

Guidelines for Infill

Guidelines for Streetscape and Public Realm

The Guidelines for Category 1, 2, and 3 buildings encourage retention and conservation of existing historic buildings and provide guidance on alterations and additions to historic buildings. The Guidelines for Category 4 buildings provide guidance on alterations and demolition of non-contributing buildings in the HCD.

Presently, there are no vacant lots in the Daly Avenue HCD but vacant lots could be created through demolition of non-contributing buildings, fire or natural disaster. The guidelines for infill are intended to guide new development in the HCD or new buildings on properties left vacant through the loss of an historic building to fire or natural disaster.

Finally, the streetscape of Daly Avenue is important in defining its heritage character and the guidelines for streetscape and the public realm provide guidance in alterations and enhancements to these areas.

Technical Guidance

The City of Ottawa adopted the Parks Canada Standards and Guidelines for the Conservation of Historic Places in 2008 and these will be applied in conjunction with the guidelines in this document.

Additional technical guidance for restoration projects can be found online in the United States National Parks Service Preservation Briefs which provide detailed ‘how-to’ briefs on various elements of restoration (ie. masonry, woodwork, metal).

Staff in the Heritage Section can also provide guidance and advice on specific projects.

Building Evaluation

A building by building inventory of all buildings in the HCD was completed and all buildings were given a score. The score ranges for each category are:

- Category 1: 70-100
- Category 2: 55-69
- Category 3: 40-54
- Category 4: 0-39

4.4 Guidelines for Category 1, 2 and 3 Buildings

Category 1, 2, and 3 buildings are considered to be contributing buildings in the heritage conservation district and are important to maintaining the overall character of the HCD.

4.4.1 General Guidelines

1. Ongoing maintenance of contributing buildings is strongly encouraged as it prevents deterioration of heritage attributes and is the most cost-effective means of preserving heritage character.
2. Repair and restoration of heritage attributes is preferable to replacement.

1.4.2 Demolition and Relocation

1. Demolition of contributing buildings will not normally be supported.
2. Any application to demolish a building in the HCD must be accompanied with plans for a replacement building.

3. Where a building is approved for demolition, the building must be recorded at the direction of Heritage staff and the information should be deposited at the City of Ottawa Archives. In addition, consideration should be given to salvaging historic materials as the building is demolished.
4. The relocation of contributing buildings will not be supported except in extraordinary circumstances.

1.4.3 Roofs and Chimneys

1. Every effort should be made to retain original roofing materials (ie. cedar, slate) where possible.
2. Where the original roofing material is missing, property owners are encouraged to restore the roof to its historic material.
3. Where historic roofing materials cannot be retained, modern roofing materials such as asphalt shingles may be considered.
4. Original rooflines (gable, hip, gambrel, flat etc.) must be maintained.
5. New dormer windows should be located on the rear roof slope where possible.
6. The addition of solar panels may be permitted. Wherever possible, solar panels should be installed in a manner that will not impact the heritage fabric of the building if they are removed. In addition, solar panels should be located on the rear slope of the roof or on a flat roofed portion of the building so that they are not obvious from the historic streetscape.
7. New eaves troughs and downspouts may be permitted if required to solve drainage issues, but should be located in an inconspicuous location and installed in a way that does not damage the building. Property owners must consult heritage staff prior to installation.
8. Chimneys are important heritage attributes of historic buildings. Historic chimneys should be retained and maintained on a regular basis. Non-functioning chimneys should be capped and retained.

1.4.4 Cladding

1. Original cladding (ie. brick, stone, stucco, wood) should be conserved and maintained. Restoration of historic cladding is preferable to replacement.

2. If cladding requires replacement it must be replaced in kind. The material, form, and dimensions should all be replicated. Only deteriorated portions should be replaced. Replacement with modern cladding material (ie. vinyl or metal) is not permitted.
3. Removal of inappropriate cladding material (ie. vinyl siding) and restoration of the historic cladding material is encouraged.
4. Wood siding should be painted.
5. Historic stucco should be repaired or replaced in kind with a traditional three coat application. Replacement synthetic stucco or Exterior Insulation Finishing System (EIFS) is not acceptable.
6. The repointing of historic masonry is complex and must be undertaken by an experienced mason. New mortar must match the original in colour, pointing method and composition (soft, lime rich mortar rather than a cement based mortar).
7. Existing unpainted brick should not be painted.
8. Cleaning of brick and stone buildings should be undertaken using gentle and non-abrasive methods. Sandblasting is not an appropriate method to clean brick or stone. Property owners must consult with heritage staff prior to cleaning of masonry.

4.4.5 Windows

Windows are an integral part of the historic character of a building. The size and placement of windows are known as the fenestration pattern. The material and profile of individual windows is also important. The profile includes the construction, operating mechanisms, sill profile and width and design of the window frame. Some windows have been replaced over time, but where original windows remain, they should be retained.

Well maintained historic windows can last much longer than contemporary replacements. There are practical and economical approaches that can be taken to repair historic windows including painting, re-puttying or caulking, and weather stripping. Heritage staff can provide advice on appropriate methods of restoration for historic windows and appropriate replacement windows as necessary.

1. Original wood windows and storm windows should be retained. Energy efficiency can be achieved with existing windows through the restoration of the windows and the installation of weather stripping and appropriate exterior or interior wooden storm windows.

2. Repair and restoration of historic windows and doors is preferable to replacement. Only those windows or doors that are beyond repair should be replaced.
3. Replacement windows should match the historic windows in size, shape, materials and divisions. Where no documentary evidence of the original windows exists, replacement windows should be based on local examples in similar houses as opposed to falsely replicating windows to evoke a particular historic style.
4. The replacement of inappropriate newer windows and doors with more compatible units is encouraged.
5. Vinyl windows will not be permitted. Metal clad wood windows may be approved in special circumstances.
6. The shape and size of existing window and door openings should be retained.
7. The fenestration pattern must be maintained. Where a new window opening is required, it must be located in a discreet area and follow the rhythm and scale of the historic window pattern.

4.4.6 Doors and Entrances

1. Existing historic doors should be retained and repaired.
2. The size, scale and proportions of existing doors and door openings will be preserved.
3. Where replacement is required, replacement doors must replicate the historic door as closely as possible.
4. The pattern and arrangement of the entrance must be retained including doors, sidelights and transom windows.
5. New entrances should not be introduced on the street facing façade.
6. The replacement of inappropriate modern doors with historically accurate doors is encouraged.

4.4.7 Foundations

1. The original foundation material should be maintained and conserved. Repair and restoration of original material is preferred over replacement.
2. New surfaces or coatings such as parging that alter the appearance of the foundation are not permitted.

3. Repointing of stone foundations is complex and must be undertaken by an experienced mason. New mortar must match the original in colour, pointing method and composition (soft, lime rich mortar rather than a cement based mortar).

4.4.8 Porches and Verandas

1. Front porches are an integral part of the heritage character of the HCD. All elements of an historic porch, including decorative elements such as brackets and railings should be conserved and maintained.
2. The complete removal of historic porches will not be permitted.
3. Where a porch has been neglected or is badly deteriorated, the porch should be restored rather than replaced. If it is beyond repair, it should be replaced in kind with the same materials, style, and size. For instance, the replacement of a wood column with a fibreglass column is not appropriate.
4. All wood should be painted.
5. Where a component of the porch such as a bracket, railing, post, baluster or column has deteriorated beyond repair, it should be replaced in the same style, material, and proportions.
6. If a property owner wishes to reinstate a missing porch, the design should be based on documentary evidence (ie. historic photographs). If no such evidence exists, the porch should take cues from local examples on similar buildings.
7. If changes to railing heights are required to meet the standards of the Building Code, additions should be made to existing railings in the form of a contrasting but sympathetic horizontal railing. Property owners are encouraged to contact Heritage staff for guidance.

4.4.9 Decorative Features

The architectural styles of the late 19th and early 20th centuries featured extensive use of decoration including decorative bargeboard (gingerbread) in the gable ends of a roof, finials, decorative brick work and terra cotta. These elements contribute significantly to the overall style of a building and ongoing maintenance can ensure their protection and longevity.

1. Decorative architectural features that contribute to the heritage value of the building should be restored and retained wherever possible.

2. Decorative wood elements should be maintained regularly to ensure that areas of water penetration are found and repaired.

4.4.10 Garages and Accessory Buildings

1. Historic carriage houses and garages are present in the HCD and should be retained and restored wherever possible.
2. New garages and accessory buildings should be located in the rear yard and should be designed to complement the heritage character of the HCD.

4.4.11 Paint Colour

Paint colour is not regulated under the *Ontario Heritage Act* but this section provides advice on choosing appropriate paint colours.

1. If the original exterior colour scheme of the building is still intact it should be retained. Repainting should be with colours based on the original.
2. If a property owner wishes to determine the original colours of their house, paint scrapings from inconspicuous areas may reveal the history of the paint on the house.
3. Only colours associated with the era in which the building was built should be used. For colour palettes, contact a heritage planner.
4. Many buildings feature two or three paint colours to highlight various details in the decoration. Typical colours included cream, white, olive green, gold, pale green, gray, and ochre red.
5. Historical colour palettes are available from some of the major paint manufacturers. These colour schemes are largely based on research in the United States but can provide a starting point for colour choice in Canada. Advice on specific colours can be provided by staff in the Heritage Section.

4.4.12 Landscape and Setting

1. Properties in the HCD were frequently delineated with low front-yard fences. Fences two metres and lower are appropriate to the HCD and should be constructed of painted wood or decorative metal or as a stone wall topped with metal or wood.
2. Linear walkways perpendicular to the sidewalk are common in the HCD. These walkways are generally narrow (approximately one metre) and lead directly to the bottom of the front steps. Where a grade change is present concrete or stone steps are

a typical characteristic of this walkway. Existing walkway patterns should be retained and restored where appropriate.

3. Front yards consist of primarily soft landscaping, typically a lawn. To maintain this character, patios or other hard surfacing in the front yard are strongly discouraged.
4. Driveways are present throughout the HCD but should not overtake or detract from the front elevation of the house. New driveways or widened driveways are discouraged.

4.4.13 Additions to Category 1, 2 and 3 Buildings

1. Additions to contributing buildings must be sympathetic to the existing building, subordinate to, and distinguishable from the original. Additions should be compatible with the historic building in terms of massing, facade proportions, rooflines and fenestration patterns. Falsifying a past architectural style in a new addition is strongly discouraged.
2. New additions will not result in the removal or obstruction of heritage attributes of the building or the HCD.
3. The height of any addition to an existing building must not exceed the height of the existing roof slope.
4. Additions should generally be located in the rear yard.
5. New additions should respect the existing wall to window ratio and proportion of the existing building.

4.4.14 New multiple units in existing single family houses

Heritage designation cannot regulate the use of a building, and generally, the conversion of an existing single family house in the HCD does not affect the cultural heritage value of the HCD. The adaptive reuse of large historic single detached houses into multiple dwelling units is often a good way to protect and give new life to significant heritage buildings. However, additions or modifications to a house that increase the floor area for conversion to a multiple unit dwelling must be approached with caution, as these can fundamentally change or destroy heritage character.

The use of buildings is regulated through the Zoning By-law. The section below is intended to provide guidance regarding exterior changes that might be required to convert a single family house into a multi-unit dwelling. The intention of these guidelines is to ensure that the conversion will not negatively impact the architectural character of the building.

1. Exterior alterations to the building that are required to convert the building to a multi-unit dwelling must not result in the loss of heritage fabric or negative impacts on the heritage character of the building or the streetscape.
2. Alterations to the building, as required by the Ontario Building Code must be accommodated within the interior of the building wherever possible. Where new exterior staircases or doors are required, they should be located at the rear of the building and designed in a manner that is sympathetic to the character of the HCD.
3. New utility metres added to the exterior of the building must be discreetly located and should not obstruct the front facade of the building.
4. If an addition is proposed as part of the conversion, the addition must meet the guidelines outlined in Section 4.4.13.

4.5 Guidelines for Category 4 Buildings

Buildings identified as Category 4 do not contribute to the cultural heritage value of the heritage conservation district. These buildings may be newer buildings or historic buildings that have been significantly and irreversibly altered over time. Guidelines for these buildings are necessary because alterations or demolition of these buildings has the potential to impact the cultural heritage value of the HCD.

4.5.1 Demolition

1. Generally, there is no objection to the demolition of Category 4 buildings where an appropriate replacement building is proposed.
2. Any application to demolish a building in the HCD should be accompanied with plans for a replacement building.

4.5.2 Alterations and Additions

1. Alterations and additions to non-contributing buildings should contribute to and not detract from the heritage character of the District.
2. Alterations and additions to non-contributing buildings should be of their own time and not attempt to recreate a historical architectural style.
3. Alterations and additions to non-contributing buildings should be designed to be compatible with the contributing buildings of the District and in particular the

streetscape, in terms of scale, massing height, setback, entry level, materials and windows.

4. If the roof profile of a Category 4 building is altered the new profile should be designed so that the apparent height of the building is compatible with that of its neighbours.

4.6 Guidelines for Infill

Presently, there are no vacant lots in the Daly Avenue HCD but vacant lots could be created through demolition of non-contributing buildings, fire or other disaster. The guidelines in this section are intended to ensure that new buildings in the HCD contribute to its character and are consistent with the goals of the HCD.

1. New buildings will contribute to and not detract from the heritage character of the district.
2. New buildings should be of their own time and not attempt to replicate a historic style, but must be sympathetic to the character of the HCD in terms of massing, facade proportions, cladding materials, rooflines, and the fenestration pattern.
3. Any new residential development in the Daly Avenue HCD should be in keeping with the traditional scale of **residential** buildings in the district. New construction should match the immediate neighbours in terms of setback, footprint, and massing.
4. Windows in new **buildings** should be vertically aligned from floor to floor in keeping with the historic character of the HCD.
5. White vinyl windows **and** horizontal sliding windows are not appropriate to the character of the HCD and should not be used.
6. Cladding materials should reflect the character of the HCD. Appropriate materials include stucco, brick, natural stone, wood siding or fibre cement board.

4.7 Guidelines for Streetscape and Public Realm

1. Existing block and street patterns must be retained in any new development.
2. Existing street trees should be preserved and new street trees of appropriate species should be planted to ensure the continuity of the streetscape.
3. Boulevards should be planted with trees and grass but other low shrubs or flowers that are subordinate to the adjacent street trees may be appropriate.

4. Historically, street lighting in Sandy Hill consisted of electric light fixtures extending from wooden poles. New street lighting should be contemporary in design, but should reflect the historic street lighting in the neighbourhood.

4.8 Alterations that do not require a heritage permit

The following are minor alterations that do not require a Heritage Alteration Permit under the *Ontario Heritage Act*:

- Interior alterations.
- Painting/paint colour.
- Regular on-going building maintenance such as repointing and foundation repairs.
- Repair or restoration, using the same materials, of existing features including roofs, exterior cladding, cornices, brackets, columns, balustrades, porches and steps, entrances, windows, foundations and decorative wood, metal or stone.
- Alterations to soft landscaping.