Heritage Conservation District Study

New Edinburgh Heritage Conservation District City of Ottawa













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Prepared for The Architectural Conservancy of Ontario

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Executive Summary

Introduction

- The Ontario Heritage Act enables municipalities to designate Heritage Conservation Districts (HCDs)
- Heritage Conservation Districts allow municipalities to guide future changes in these areas of special character
- This study of Heritage Conservation Districts has been funded by the Ontario Trillium Foundation and is a joint effort among volunteers of the Architectural Conservancy of Ontario, the Heritage Resources Centre and volunteer historical societies across the province
- 32 districts designated in or before 2002 were examined

Background of New Edinburgh Heritage Conservation District

- Located in the City of Ottawa
- Consists of 220 mostly residential properties
- District was designated in 2000
- Plan was written by the City of Ottawa's Department of Public Planning and Public Works

Study Approach

- Resident surveys were conducted door-to-door by local volunteers
- Land use mapping and a streetscape evaluation was conducted
- Sales history trends were not collected from GeoWarehouse and analyzed
- Key stakeholders were interviewed
- Applications for alterations were not collected

Analysis of Key Findings

- The following objectives of the district plan have been met:
 - Encourage the conservation and maintenance of the existing historic fabric
- The following objectives of the district plan have been less successful:
 - Encouragement of new development that is complementary
 - Enhance the streetscape
- 91% of people surveyed are very satisfied or satisfied with living in the district
- Residents do not believe designation has a negative impact on property values
- Information on applications for alterations were inconclusive
- Overall, the New Edinburgh Heritage Conservation District has been a successful planning initiative.

Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Produce a list of addresses for the district that is easily accessible
- Enhance the streetscape with elements of pedestrian friendliness and historic reference
- City should build a relationship with the District
- Guidelines should be reviewed periodically and updated, possibly including the strengthening of rules as advocated for by local residents

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1.0 Introduction

1.1 Heritage Act and Designation

The *Ontario Heritage Act* (Subsection 41. (1)) enables municipalities to designate Heritage Conservation Districts (HCDs). A Heritage Conservation District is an area with "a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings." Districts can be areas that are residential, commercial, rural, industrial, institutional or mixed use. According to the Ministry of Culture, "the significance of a HCD often extends beyond its built heritage, structures, streets, landscape and other physical and special elements to include important vistas and views between buildings and spaces within the district."

The designation of a Heritage Conservation District allows municipalities to protect the special character of an area by guiding future changes. The policies for guiding changes are outlined in a Heritage Conservation District Plan that can be prepared by city staff, local residents or heritage consultants. A Heritage Conservation District Plan must also include a statement of objectives and guidelines that outline how to achieve these objectives³.

1.2 Rationale for Heritage Conservation District Study

With funding from the Ontario Trillium Foundation, volunteers from branches of the Architectural Conservancy of Ontario (ACO) and Historical Societies partnered with the Heritage Resources Centre (HRC) at the University of Waterloo to undertake Phase 2 of a province-wide research program to answer the question: have Heritage Conservation Districts in Ontario been successful heritage planning initiatives over a period of time?

Many people now consider the Heritage Conservation District to be one of the most effective tools not only for historic conservation but for good urban design and sound planning. At least 102 HCDs are already in existence in Ontario with the earliest designations dating back to 1980. While more are being planned and proposed all the time there is also a residual resistance to HCDs from some members of the public. Typically this resistance centres on concerns about loss of control over one's property, impact on property values and bureaucratic processes. On the other hand, the benefits of HCDs, establishing high standards of maintenance and design, allowing the development of and compliance with shared community values and the potential for increasing property values, are not as widely perceived as might be the case.

Since it takes a period of time for the impacts of district designation to manifest, Phase 1 of the study concentrated on examining the oldest districts, those designated in or before 1992. Phase 2 continued to look at well-established districts. Applying the criterion of residential, commercial or mixed-use areas designated in 2002 or before, 32 HCDs were examined. These districts are found in or near the following areas: Cobourg, Hamilton, Ottawa, St. Catharines, Markham, Toronto, Centre Wellington, Orangeville, London, Stratford, and the Region of Waterloo.

¹ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

² Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 5

³ Ontario Heritage Toolkit, Heritage Conservation Districts, Ministry of Culture (2006), Page 12

Figure 1 shows that the 32 districts have a wide geographic distribution and represent various community sizes. The types of districts that are part of the study are also evident.

Geographical Distribution		Community Size		Туре	
Northern	0	Small Community 11		Commercial	6
Eastern	7	Medium Sized 10		Residential	20
Central	19	Large City	11	Mixed	6
South Western	6				
	32		32		32

Figure 1: Distribution of Heritage Conservation Districts under examination.

The study sought to answer the following specific questions in each of the 32 Heritage Conservation Districts:

- Have the goals or objectives set out in the District Plan been met?
- Are residents content living in the Heritage Conservation District?
- Is it difficult to make alterations to buildings in the Heritage Conservation District?
- Have property values been impacted by the designation of the district?
- What are the key issues in the district?

These questions were answered through the contributions of local volunteers from the Architectural Conservancy of Ontario branches, Historical Societies and local heritage committees as well as through communication with local municipal officials.

2.0 Background of New Edinburgh Heritage Conservation District

2.1 Description of the District

The New Edinburgh Heritage Conservation District is bounded by Sussex Drive, Makay Street, Stanley Avenue and Dufferin Road. It consists of 220 mostly residential buildings.

2.2 Cultural Heritage Value of the District

The Canadian Register at www.historicplaces.ca describes the heritage character as follows:

The heritage value of New Edinburgh lies in its historical associations with the development and evolution of Ottawa. It is also valuable in terms of its unique architectural character.

Thomas McKay initially conceived plans for the village of New Edinburgh, located near the Rideau Falls, in 1832. Aided by the growth of his milling operations at the adjacent Rideau Falls, New Edinburgh quickly took root as a thriving community complete with local employment and a commercial sector selling a wide range of goods and services. Further stimulus for growth came in the latter half of the nineteenth century with the introduction of an efficient public transit system and the choice of nearby Rideau Hall for the residence of the Governor General. New Edinburgh was officially incorporated as a village in 1867. Today, New Edinburgh remains a residential community, home predominantly to government and business workers.

New Edinburgh possesses a rich diversity of architectural styles and building types. Houses of varying ages and styles successfully coexist, creating streetscapes with strong visual appeal. Examples from each period of New Edinburgh's development still exist. The most common residential building type is single family, but there are also examples of double residences, two- to five-row houses, and small-scale apartment buildings. Houses constructed during the early part of New Edinburgh's initial settlement were generally wood or stone, reflective of the skills and building practices of the early settlers. Until the mid-1800s, homeowners favoured the use of stone or brick over wood, which denoted a lesser status. But with the mills located close by, lumber became the material of choice.

In the latter half of the 1800s, one-and-one-half storey, front-gabled, wood-sheathed single-family dwellings were erected en masse on narrow lots in the southern section of the community. These houses can almost be called "New Edinburgh vernacular" as there are so many of them. Architecturally, the houses bear witness to the availability of decorative wood elements produced by machines at the nearby sawmills. The mills offered a variety of decorative bargeboards, brackets, turned balustrades and other design elements. By the latter half of this period, builders introduced flat-roof construction to New Edinburgh. Flat-roof construction is seen in numerous row houses and Italianate-inspired single and double residences in the community.

From the early-to-mid 1900s, continued population growth in the area required new approaches to residential land use, resulting in the replacement of many smaller residences by duplexes, or the conversion of single-family homes into double residences. The simplified and formal composition of the Edwardian style is evident in construction dating from this period. Where homes of the previous period had incorporated curvilinear elements, Edwardian styles employed rectilinear features such as square posts and balusters. Rectangular openings with simple lintels and sills replaced the arched windows and hooded mouldings of the Victorian period. Today, New Edinburgh displays a variety of architectural styles and building types that form streetscapes of diversity and visual appeal. Examples from each period of New Edinburgh's development remain, helping to provide a clear understanding of the neighbourhood's evolution and significance.

2.3 Location of the District

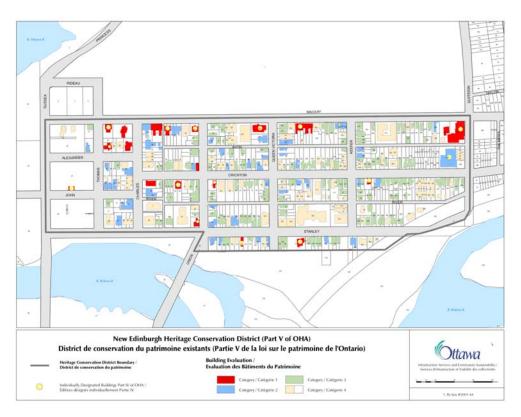


Figure 2: Map of New Edinburgh Heritage Conservation District.

2.4 Designation of the District

The designation of the New Edinburgh Heritage Conservation District was initiated by local residents and supported by the City of Ottawa.

The Central Area West Heritage Conservation District Study and Plan was completed in 2000 by the Department of Urban Planning and Public Works. Part 1: Heritage Character and Significance was completed by Michael Benson and P.B. Wear .The New Edinburgh Heritage Conservation District is protected by Bylaw 2001-44, which was passed in 2001 by the City of Ottawa.

3.0 Study Approach

3.1 Resident Surveys

Residents of the New Edinburgh Heritage Conservation District were asked a series of questions relating to their experiences and satisfaction with living in the district. These surveys were conducted door-to-door by local volunteers. Seventy-two of 180 residents answered surveys, representing a 40% response rate. Tabulated findings of the survey are presented in Appendix A.

3.2 Townscape Survey

A Townscape Survey of New Edinburgh was conducted in March 2012. The purpose of this survey is to provide an objective way to evaluate streetscapes. There are two elements to the survey; land use mapping and a streetscape evaluation. Land use maps, which represent the current use of buildings in the district, were produced for New Edinburgh (see Appendix B). The streetscape evaluation involves the use of a view assessment pro forma that generates scores between one and five for 25 factors in a view. A total of 35 views were photographed and evaluated (see Appendices C and D). The summary of the scores is included as Appendix E.

3.3 Real Estate Data

Sales history trends for properties within each Heritage Conservation District (HCD) under study were calculated and compared against non-designated properties in the immediate vicinity of each district. Sales records spanning an average 30 year period were identified for individual district properties using GeoWarehouse[™], an online subscription database commonly used by real estate professionals.

To measure the market performance of properties within a given HCD the designated properties were compared with surrounding real estate. Properties within the HCD that had more than one record of sale were plotted on graphs and compared with the average sales figures for properties outside the HCD and within a 1 km radius. This comparison was done using three factors: first the line of best fit (a trend line derived from regression analysis) was compared to establish which was rising or falling at the greater rate, second the period between designated property sales was compared with that segment of the longer line that coincided with it and third the gap between the designated property sale value and the average for that year was noted. From this the judgement was made whether the designated property performed above, at, or below the average.

It is expected that the use of average sales prices from the immediate vicinity of a district as opposed to the use of municipality-wide sales trends would provide a more accurate comparative record to show how the district designation status itself affects property values. Aside from the locational factor (i.e. properties located within a district), it must be recognized that this study did not take into account a variety of other issues that can also affect sales prices (e.g. architecture, lot size, zoning etc.). This comparison simply looks at the single variable of designation. A total of 872 properties sales histories were calculated as part of this study.

3.4 Key Stakeholder Interviews

Individuals that had special knowledge of each district were interviewed for their experiences and opinions. These stakeholders often included the local planner, the chair or a member of the Municipal Heritage Committee and members of the community association or BIA. Two people were interviewed for the New Edinburgh Street Heritage Conservation District. Both interviews were conducted over the phone. Those interviewed included a Heritage Planner for the City of Ottawa, and a past member of the Heritage Advisory Committee. A summary of the responses is included in Appendix F. Interviewees are not identified in accordance with the University of Waterloo policy on research ethics.

3.5 Requests for Alterations

With respect to the requests for alterations within the Heritage Conservation District, the study wished to answer these questions in each district:

- How many applications for building alterations have been made?
- How many applications have been approved or rejected?
- How long did the application process take for individual properties?
- What type of changes were the applications for?

For the New Edinburgh Heritage Conservation District, the information regarding the number of applications for alterations and the time it took to receive approvals was not available.

4.0 Analysis of Key Findings

4.1 Have the goals or objectives been met?

The goals of the district are:

a) Encourage the conservation and maintenance of the existing historic fabric

The objective to preserve and maintain the existing historic fabric has been met. The Townscape Survey shows that conserved elements, detailed maintenance and quality of conservation work all scored high. There is also no dereliction and few neglected historic features. This means that visually the area is being well maintained and historic elements and buildings are being conserved.

b) Encouragement of new development that is complementary

The goal to ensure compatible infill and alterations has not been successful. The score for quality of new development and coherence in the Townscape Survey



Figure 3: Well maintained and conserved building in New Edinburgh.

are all very low. Façade quality scored moderately well. These scores indicate new development in the district is not compatible with the existing historic streetscape.

c) Enhance the streetscape

The goal to enhance the streetscape has not been met. In the Townscape survey, public and private planting scored well. However, pedestrian friendliness, floorscape quality, street furniture and resting places, all signs of a good pedestrian environment, scored low, indicating an area for improvement. Another area for improvement is the historic reference and place name. There is little indication within the district of historic ties.

4.2 Are people content?

The New Edinburgh Heritage Conservation District is very well known, with 71 of 72 respondents aware that they live in a district. The residents are almost evenly split as to whether they lived in the district before or after it was designated. Thirty-four people lived in the area before it was designated. Of the 31 respondents to the follow-up question about how they felt at the time of designation: 23 felt positive about the designation at the time, seven were neutral and one person had mixed feelings. No one indicated negative feelings at the time of designation. Thirty-eight people stated they moved to the area after designation. Thirty-four of those people responded to the question: "Did the designation affect your decision to move here?" Of those respondents, 24 people indicated it did not impact their decision, while ten indicated it did.

Currently, 45 of the 72 respondents are very satisfied with living in the district. Another 21 people are satisfied. This represents a 91% satisfaction rate. Three people were neither satisfied nor dissatisfied and two people did not know how satisfied they were. Only one person indicated they

were dissatisfied. Clearly, there is a high level of satisfaction among residents in the New Edinburgh Heritage Conservation District.

4.3 Is it difficult to make alterations?

Only 19 of the 72 respondents had applied for building alterations. Of these, 15 were approved and four were denied. Thirteen people responded to the question regarding the of length of time they waited for approvals. Of these 13 people, five indicated that the alteration process took less than a month, four people said it took one-to-three months and one person said "not long." Three people indicated the application process took over five months. The records from the City of Ottawa were not available. These results are inconclusive.

4.4 Have property values been impacted?

The data from GeoWarehouse was not collected, as a detailed list of addresses was not provided on time.

However, residents had strong opinions about real estate values in the district. Thirty-four of 66 (over half) of respondents thought the designation increased their property values. Another 21 people thought there was no impact, and only two people thought there was a negative impact. Nine people indicated they did not know how it would impact their property values. In short, the residents do not believe designation has a negative impact on property values.

4.5 What are the key issues in the district?

a) City Support

There were strong indications in the resident's survey that property owners are not satisfied with the support they are receiving from City staff. Comments such as, "city staff side with developers" or "city support is weak" exemplify the seven comments made related to the City. Residents obviously believe the Heritage Conservation District is not being given adequate attention by the City.

b) Strengthen rules

Six comments made by residents indicate they would like the rules in the district to be stricter, and another two comments stated they would like the guidelines to be periodically reviewed and updated. This correlates with the fact that the goal to ensure compatible development in the district has not been met.

5.0 Conclusions

5.1 Conclusions

- The following objectives of the district plan have been met:
 - o Encourage the conservation and maintenance of the existing historic fabric
- The following objectives of the district plan have been less successful:
 - Encouragement of new development that is complementary
 - o Enhance the streetscape
- 91% of people surveyed are very satisfied or satisfied with living in the district
- Residents do not believe designation has a negative impact on property values
- Information on applications for alterations were inconclusive

Overall, the New Edinburgh Heritage Conservation District has been a successful planning initiative.

5.2 Recommendations

The following aspects of the district represent areas for improvement:

- Track applications for alterations in a comprehensive and easily accessible manner
- Produce a list of addresses for the district that is easily accessible
- Enhance the streetscape with elements of pedestrian friendliness and historic reference
- City should build a relationship with the District
- Guidelines should be reviewed periodically and updated, possibly including the strengthening of rules as advocated for by local residents

Appendices

Appendix A Tabular Results of Resident Surveys

Heritage Conservation District Name: New Edinburgh

1. Are you the owner or tenant of this property?

Responses 72

	Owner	Tenant-Commercial	Tenant - Residential
Counts	61	1	10
Percentage	84.72	1.39	13.89

2. Are you aware you live within a HCD?

Responses

72

	Yes	No
Counts	71	1
Percentage	98.61	1.39

3. Did you move here before or after the area was designated?

Responses

72

	Before	After
Counts	34	38
Percentage	47.22	52.78

4. If you lived here before designation, how did you feel about it at the time?

Responses

31

Positive	23
Negative	0
Neutral	7
Mixed Feelings	1

5. If you came after the designation did the designation affect your decision to move here?

Responses

34

	Yes	No
Counts	10	24
Percentage	29.41	70.59

6. What is your understanding of how the HCD works?

Responses 66

Preservation	23
Restriction	31
No understanding	8
Good understanding	4

7. Have you made application's) for building alterations?

Responses 68

	Yes	No
Counts	16	52
Percentage	23.53	76.47

8. If so, were your applications for alterations approved?

Responses 19

	Yes	No
Counts	15	4
Percentage	78.95	21.05

9. On average, how long did the application take?

Responses 13

Over 5 months	3
4 to 5 months	0
1 to 3 months	4
Less than 1 month	5
Not long	1

10. Overall, how satisfied are you with living in a HCD?

Responses 72

	Mean Score out of 5	Very Satisfied	Satisfied	Neither Satisfied or Dissatisfied	Dissatisfied	Very Dissatisfied	Do not Know
Counts	4.44	45	21	3	1	0	2
Percentage		62.50	29.17	4.17	1.39	0.00	2.78

11. How do you think the HCD designation has affected the value of your property compared to similar non-designated districts?

Responses 66

	Mean Score out of 5	Increased a Lot	Increased	No Impact	Lowered	Lowered a lot	Do not Know
Counts	3.58	4	30	21	2	0	9
Percentage		6.06	52.63	36.84	3.51	0.00	13.64

12. Do you think the HCD designation will affect your ability to sell your property?

Resnonses	62
Responses	62

No	34
Yes	2
Yes, easier	16
Yes, harder	2
Don't know	4
Maybe	4

13. Comments

Additional Comments: they should maintain and strengthen HCD powers (2); hope the city pays attention to the HCDs and enforces the regulations (1); we support HCDs and hope there are more in the future (2); should be restrictions for new buildings using corrugated aluminum (1); requirements should be reviewed periodically to ensure goals achieved (2); more restrictions/tightening of guidelines & buildings out of character (6); I don't think the designation accomplishes anything because the community is powerless against developers and their money (3); improves sense of neighbourhood and community (2); important to be vigilant to protect what is here (1); please with HCD, preservation is important (5); city seems to side with developers, enforcement by city staff weak, too many exceptions given, lack of support (7); the lanes are a heritage feature that need to be preserved (1); may restrict ability to put up carport in lane (1); no tax concessions given to help maintain buildings (1); need better and more information about building restrictions & for new owners (3)

Total Population	180
Participants	72
Participation Rate	40

Appendix B Land Use Map

Ground Level Land Use in New Edinburgh Heritage Conservation District, Ottawa



Upper Level Land Use in New Edinburgh Heritage Conservation District, Ottawa



Appendix C

Map of Views

Views in New Edinburgh Heritage Conservation District, Ottawa



Appendix D Photographs of Views





View 1 View 2



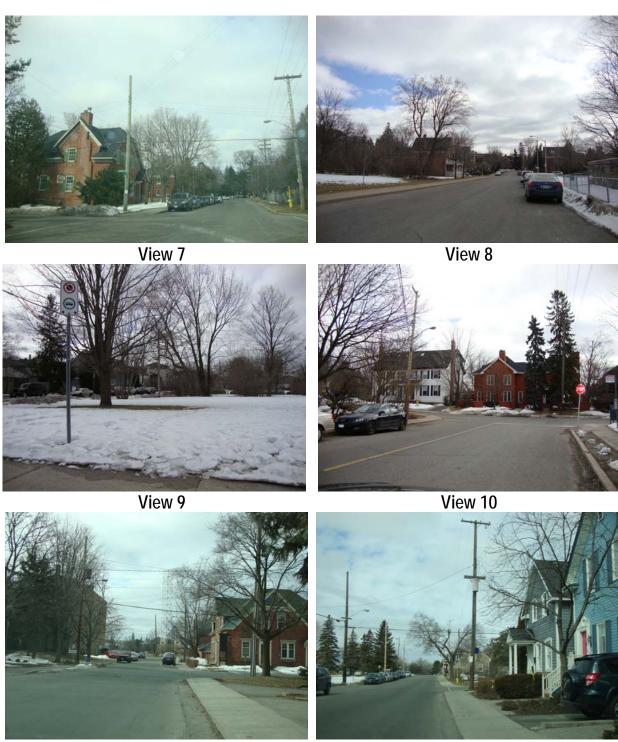


View 3 View 4





View 5 View 6



View 11 View 12





View 13 View 14





View 15 View 16





View 17 View 18



View 23 View 24







View 31 View 32





View 33 View 34



View 35

Appendix E Townscape Evaluation Pro Forma

A. Streetsca	pe Quali	tv		
	Score	Out of	%	Out of 5
A1-Pedestrian friendly	89	175	50.86	2.5
A2-Cleanliness	109	175	62.29	3.1
A3-Coherence	101.5	175	58.00	2.9
A4-Edgefeature Quality	123	175	70.29	3.5
A5-Floorscape Quality	83.5	175	47.71	2.4
A6-Legibility	129	175	73.71	3.7
A7-Sense of Threat	112	175	64.00	3.2
A8-Personal Safety: Traffic	124.5	175	71.14	3.6
A9-Planting: Public	122	150	81.33	4.1
A10-Vitality	84.5	175	48.29	2.4
A 11- Appropriate Resting Places	97.5	175	55.71	2.8
A12-Signage	116.5	155	75.16	3.8
A13-Street Furniture Quality	93	155	60.00	3.0
A14-Traffic Flow. Appropriateness	137.5	175	78.57	3.9
SUM A	1522.5	2385	63.84	3.2

Impression Score				
Aggregate Score	2676.5	4030	68.80	3.4

B. Private Space in View					
		Out		Out of	
	Score	of	%	5	
B15-Advertising, in keeping	24	35	68.57	3.4	
B16-Dereliction, Absence of	157	175	89.71	4.5	
B17-Detailing, Maintenance	146.5	175	83.71	4.2	
B18-Facade Quality	130	175	74.29	3.7	
B19-Planting Private	145	175	82.86	4.1	
SUM B	602.5	735	81.97	4.1	

C. Heritage in View					
_		Out		Out of	
	Score	of	%	5	
C20-Conserved Elements Evident	151	170	88.82	4.4	
C21-Historic Reference Seen	34	170	20.00	1.0	
C22-Nomenclature/Place Reference	36	170	21.18	1.1	
C23-Quality of Conservation Work	126	145	86.90	4.3	
C24-Quality of New Development	54	85	63.53	3.2	
C25-Neglected Historic Features	150.5	170	88.53	4.4	
SUM C	551.5	910	60.60	3.0	

Appendix F Summary of Key Stakeholder Interviews

Heritage Conservation District Name: New Edinburgh Month(s) of Interviews: December 2011 Number of People Interviewed: 2

Question	Summary of Answer
1. How are you involved in the HCD?	 Past Chair of Ottawa's Built Heritage Advisory Committee (OBHAC) Board member of Heritage Ottawa, a non-profit advocacy group Coordinator of Heritage Planning
2. How did the HCD come about?	Community initiative and a subsequent consultant study funded by the City (2)
3. In your opinion how has the HCD designation been accepted?	 Well accepted by most residents but they want the guidelines to be more effective, ensuring increased compliance Contention between old and new residents older property owners cherish the district but new residents are more likely to request alterations and less likely to follow guidelines More accepted by the general public than by planning staff and local politicians
4. In your experience what are the HCD management processes in place and how do they work?	 Heritage planning staff and OBHAC review applications Staff has a lot of discretion in making approvals due to limited resources and abundance of protected properties in the City Applications for alterations are required and dealt with through the Building Permit process (2) Some management undertaken through the City's Heritage Grant Program
5. In your experience what is the process for applications for alterations?	 Building Permit process utilized All designated and listed properties are flagged in a database and tiered based on level of protection, when an application comes in staff know how to address the scope of work Small scale (minor) alterations are dealt with by staff (2) Larger scale heritage applications are addressed through pre-consultation (2) City staff prepare a report that is sent on to the Built Heritage Advisory Committee, Planning Committee and finally Council who accepts/rejects application (2)
6. Is there a communication process set up for the HCD?	 City circulates notification letters to districts, surrounding communities and Heritage Ottawa when applications and designation requests are received Informal communication through the heritage sub-committee (2)
7. In your opinion, what are the issues that are unique to the HCD and how have they been managed?	 Development pressure as new residents moving to the area want to demolish and reconstruct large homes Embassies are moving to the area, resulting in limits on control over property owners as they represent federal and foreign interests Reactions to alterations some property owners are getting sensitive about small scale alterations community association does not support much change, results in both positive

	and negative impacts on the district
8. What are similar non designated areas?	 The Glebe Linden Lee neighbourhood to the immediate southeast of the district, between the district and Rockcliffe Park HCD
9. Other comments	 Due to designation before the amendments to the 2005 Ontario Heritage Act guidelines are unclear as no formal plan was created