

**Report to
Rapport au:**

**Built Heritage Sub-Committee / Sous-comité du patrimoine bâti
March 26, 2015 / 26 mars 2015**

and / et

**Planning Committee / Comité de l'urbanisme
April 14, 2015 / 14 avril 2015**

**and Council / et au Conseil
April 29, 2015 / 29 avril 2015**

**Submitted on March 12, 2015
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**Submitted by
Soumis par:
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Ward: KITCHISSIPPI (15)

File Number: ACS2015-PAI-PGM-0049

SUBJECT: Designation of the City of Ottawa Workshops, 7 Bayview Road, under Part IV of the *Ontario Heritage Act*

OBJET: Désignation des ateliers de la Ville d'Ottawa, situés au 7, chemin Bayview, en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*

REPORT RECOMMENDATION

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council issue a Notice of Intention to Designate the City of Ottawa Workshops, 7 Bayview Road, under Part IV of the *Ontario Heritage Act* according to the Statement of Cultural Heritage Value attached as Document 5.

RECOMMANDATION DU RAPPORT

Que le Sous-Comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour au Conseil de publier un avis d'intention de désigner les ateliers de la Ville d'Ottawa, situés au 7, chemin Bayview, en vertu de la partie IV de la *Loi sur le patrimoine de l'Ontario*, conformément à la déclaration de valeur sur le plan du patrimoine culturel faisant l'objet du document 5.

BACKGROUND

The City of Ottawa Workshops, 7 Bayview Road, a one and two-storey building was constructed by the City of Ottawa in 1941-42. The building is constructed of reinforced concrete with a red brick veneer (see Documents 1 and 2).

In late 2013, Council approved the adaptive reuse of the building as an Innovation Centre, which will house Invest Ottawa and an expanded business acceleration and incubation function. The project is a partnership between the City of Ottawa, the Province of Ontario, the private sector, and potentially the federal government. The first phase of this project will open in 2016 in the renovated building.

The City has granted the "Innovation Centre at Bayview Yards" (a federally incorporated non-profit organization) a 99-year lease of the 1.85-acre property and building, which is intended to also include an adjacent 12-storey tower of up to 16,700 square metres in a second phase.

Financial costs associated with the adaptive reuse of the building have been considered through the RFP process and addressed through the lease with the “Innovation Centre at Bayview Yards”. There are no specific cost implications associated with the building’s designation under Part IV of the *Ontario Heritage Act*.

In October 2014, representatives from the Innovation Centre provided a presentation about the project to the Built Heritage Sub-Committee (BHSC). During this meeting, the BHSC passed the following motion:

That staff undertake the necessary steps to bring forward a report with respect to issuing a Notice of Intent to Designate the building known as City of Ottawa Work Shops at 7 Bayview Road, under Part IV of the *Ontario Heritage Act* within Q1 2015 and that the Statement of Cultural Heritage Value be included in the Request for Proposals and that all responses to the Request for Proposals include a Cultural Heritage Impact Statement.

This report has been prepared to fulfill the direction from BHSC motion from October and because all recommendations to designate require the approval of City Council.

DISCUSSION

The Official Plan, the Provincial Policy Statement and the *Ontario Heritage Act* all provide policy direction related to the designation of individual properties under Part IV of the *Ontario Heritage Act*.

Official Plan

The Official Plan has policies related to heritage in Cultural Heritage Resources, Section 2.5.5.2. These policies provide for the identification and designation of individual buildings under Part IV of the *Ontario Heritage Act*:

2.5.5.2 Individual buildings, structures and cultural heritage landscapes will be designated as properties of cultural heritage value under Part IV of the *Ontario Heritage Act*.”

Provincial Policy Statement (2014)

Section 2.6.1 of the Provincial Policy Statement (2014) contains the following policy regarding the protection of cultural heritage resources, “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

Ontario Heritage Act

Part IV of the *Ontario Heritage Act* provides municipalities with the authority to designate properties of cultural heritage value. Section 29 (4) of the *Ontario Heritage Act* sets out the process for designation of individual buildings. It requires that Council consult with its municipal heritage committee and that the official notice served on the owner shall contain a description of the property so that it may easily be ascertained and a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property. The Notice of Intention to Designate must also be published in a newspaper having general circulation in the community. The proposed Statement of Cultural Heritage Value for the Workshops is included as Document 5.

Ontario Regulation 09/06

Regulation 09/06 (see Document 3) sets out criteria for designation under Part IV of the *Ontario Heritage Act*. It states that:

A property may be designated under Section 29 of the *Act* if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest. These criteria are organized into three groups; design or physical value, historical or associative value and contextual value.

Historic or Associative Value

The City of Ottawa Workshops was constructed in 1941-42 and is the last remaining building of a larger complex of municipal works buildings and stables that were constructed in the Bayview area beginning in the 1930s. It is associated with the growth of the City and the expansion of municipal services in the 20th century. The plan to construct a new building to centralize municipal works began in 1937 and the plans for the new building were prepared by Joseph Holmes Irvine, the City Design Engineer in 1939.

Design or Physical Value

The City of Ottawa Workshops is an example of an industrial building influenced by the Modern style. Elements of the building commonly found in industrial buildings include its reinforced construction with masonry panels, large expanses of multi-pane steel framed windows, limited use of exterior decoration and large loading doors. The layout and lack of decoration illustrate the function of the building as a workshop, storage facility and

machine shop. Its highly functional design is typical of industrial buildings built in the 20th century.

Contextual Value

Today, the building serves as an important historical reminder of the former industrial character of the Bayview area. There are several buildings along Bayview Road that reflect this character but the City of Ottawa Workshops is the only remaining building constructed by the City in this area. Additional information about the building is available in the Heritage Survey and Evaluation Form attached as Document 4.

Conclusion

The City of Ottawa Workshops, 7 Bayview Road, meets all three of the criteria of Ontario Regulation 09/06. The building has design value as a rare example of an industrial building influenced by the Modern Movement, is associated with the expansion of municipal services in the 20th century and has contextual value as a reminder of the former industrial character of the Bayview area. In addition, the designation of this building meets the intent of the Official Plan and the Provincial Policy Statement. For these reasons, the Department recommends this building for designation under Part IV of the *Ontario Heritage Act* according to the Statement of Cultural Heritage Value attached as Document 5.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Heritage Ottawa was notified of the proposed designation and offered the opportunity to provide comments.

COMMENTS BY THE WARD COUNCILLOR

Councillor Leiper provided the following comments related to the proposed designation:

“The Hintonburg and Mechanicsville communities have been seeking heritage protection for this property for many years. I am pleased that designation is now moving forward. 7 Bayview will be re-purposed for Ottawa’s new Innovation Centre, in the vein of similar adaptive re-uses in other cities. Old will meet new, and I trust that a sensitive renovation will appropriately preserve this touchstone of a different era even as we focus on Ottawa’s future.”

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendation outlined in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications.

FINANCIAL IMPLICATIONS

Financial costs associated with the adaptive reuse of the building have been considered through the RFP process and addressed through the lease with the “Innovation Centre at Bayview Yards”. There are no specific cost implications associated with the building’s designation under Part IV of the *Ontario Heritage Act*.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

TECHNOLOGY IMPLICATIONS

Information Technology and Planning and Growth Management have agreed that for Land Use reports from Development Review Services and Policy Development and Urban Design Branches, there is no technology component.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

HC4- Improve Arts and Heritage; and

C4- Provide a compelling, vibrant destination.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Photos

Document 3 Ontario Regulation 09/06

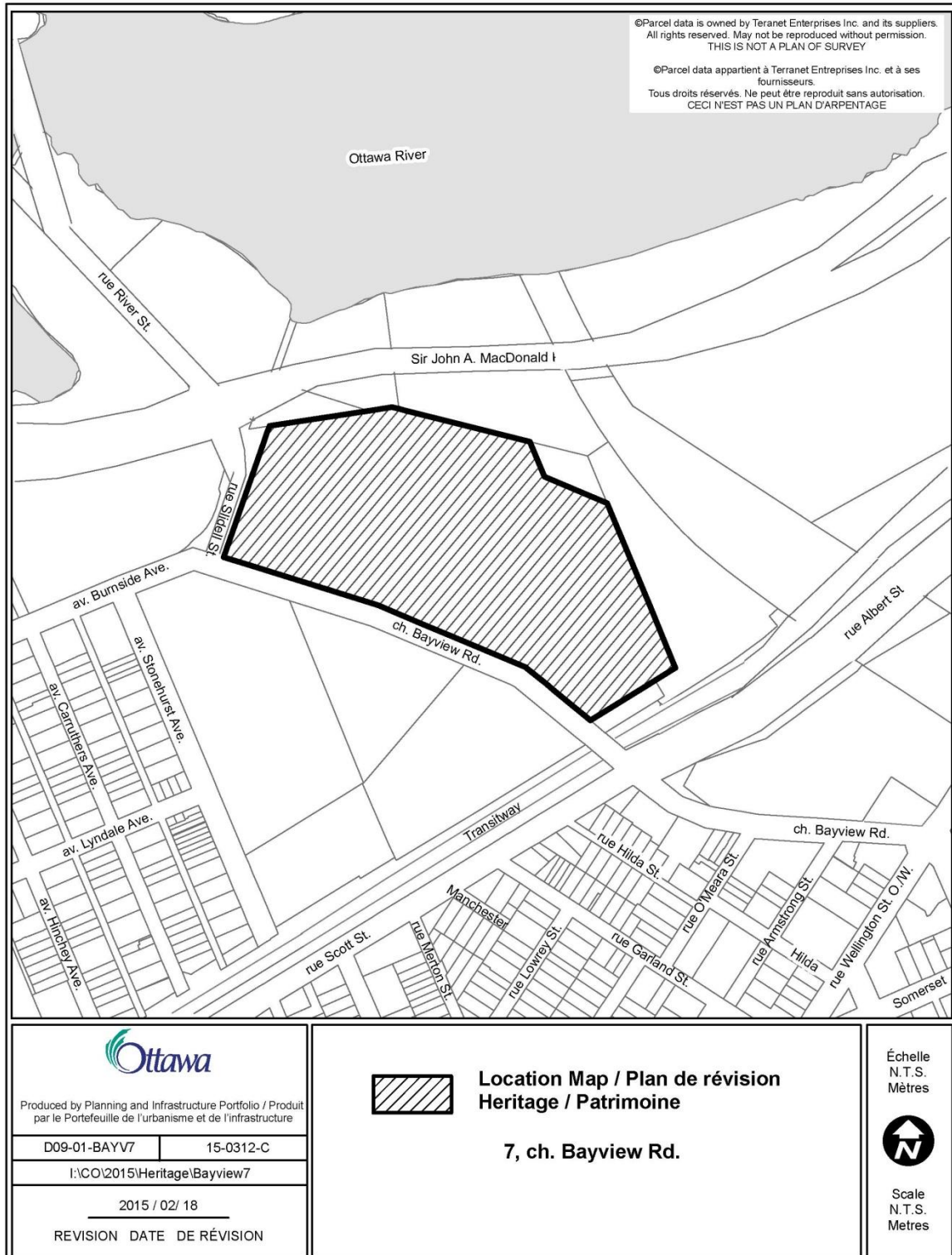
Document 4 Heritage Survey and Evaluation Form

Document 5 Statement of Cultural Heritage Value

DISPOSITION

City Clerk and Solicitor Department, Legislative Services, to issue a Notice of Intention to Designate to the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3). Planning and Growth Management Department to coordinate publication of the Notice of Intention to Designate in a newspaper having general circulation in the community.

Document 1 – Location Map



Document 2 – Photos

South(front) façade from corner of Bayview Road and Slidell Avenue



One storey central portion with name "City of Ottawa Workshops"



Series of four wooden, folding service doors



West façade



Historic photo c. 1942. Courtesy of City of Ottawa Archives



Historic photo c. 1942. Courtesy of City of Ottawa Archives

Document 3 – Ontario Regulation 09/06***Ontario Heritage Act* ONTARIO REGULATION 9/06****CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE OR INTEREST**

Consolidation Period: From January 25, 2006 to the [e-Laws currency date](#).

No amendments.

This is the English version of a bilingual regulation.

Criteria

1. (1) The criteria set out in subsection (2) are prescribed for the purposes of clause 29 (1) (a) of the *Act*. O. Reg. 9/06, s. 1 (1).

(2) A property may be designated under section 29 of the *Act* if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. The property has design value or physical value because it,
 - i. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
 - ii. displays a high degree of craftsmanship or artistic merit, or
 - iii. demonstrates a high degree of technical or scientific achievement.
2. The property has historical value or associative value because it,
 - ii. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
 - iii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
 - iv. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. The property has contextual value because it,
 - i. is important in defining, maintaining or supporting the character of an area,
 - ii. is physically, functionally, visually or historically linked to its surroundings, or

iii. is a landmark. O. Reg. 9/06, s. 1 (2).

Transition

2. This Regulation does not apply in respect of a property if notice of intention to designate it was given under subsection 29 (1.1) of the *Act* on or before January 24, 2006. O. Reg. 9/06, s. 2.

Document 4 – Heritage Survey and Evaluation Form

HERITAGE SURVEY AND EVALUATION FORM

Building Name and Address: City of Ottawa Workshops, 7 Bayview Road

Construction Date: 1941-1942

Original Owner: City of Ottawa



7 Bayview Road c.2012



7 Bayview Road c. 1942

CRITERIA FOR DETERMINING CULTURAL HERITAGE VALUE/ INTEREST

	Yes	No
Design Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Historical Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Contextual Value	<input checked="" type="checkbox"/>	<input type="checkbox"/>

A property may be designated under Section 29 of the *Ontario Heritage Act* if it meets one of more of the above criteria. Ontario Regulation 09/06

Design or Physical Value**Prepared by: Lesley Collins****Month/Year: December 2013****Architecture**

Is the property a rare, unique, representative, or early example of a style, type, expression, material or construction method? YES ☒ NO ☐

The City of Ottawa Workshops, 7 Bayview Road, is a one and two-storey building constructed of reinforced concrete. It is a rare remaining example of the industrial and municipal works buildings that were constructed in the Bayview area beginning in the 1930s. Most of the other buildings have already been demolished.

The City of Ottawa Workshops is an example of utilitarian industrial architecture influenced by the Modern style. The layout and lack of decoration illustrate the function of the building as a workshop, storage facility and machine shop.

The building has a concrete foundation and a reinforced concrete structure. The exterior walls are clad in red brick backed by cinder blocks. The massing of the building can be divided into three main volumes: the one storey centre wing and the two, two-storey pavilions flanking it to the east and west. All of the sills and lintels are poured concrete. The most prominent feature of the building are the multi-pane, steel windows in steel frames with inset hopper windows that allow as much natural light as possible into the building. The function of the building is further expressed by the garage doors and loading doors found on all façades of the building. Some of these doors have been replaced but the openings continue to express the historic function of the building. The east façade of the building features a series of four large wooden tongue and groove service doors. Typical of industrial buildings influenced by the Modern style, the only decoration present on the building is the name "City of Ottawa Workshops" inscribed on the cornice on the south elevation.

The City of Ottawa Workshops is a rare Ottawa example of an industrial building influenced by the Modern style. The building features an utilitarian aesthetic typical of factories and warehouses of the early 20th century. This aesthetic is expressed through the reinforced construction with masonry panels, large expanses of multi-pane steel framed windows, limited use of exterior decoration, exposed building services and large loading doors.

Craftsmanship/Artistic Merit

Does the property display a high degree of craftsmanship or artistic merit?

YES ☒NO ☐

N/A

Technical/Scientific Merit

Does the property demonstrate a high degree of technical or scientific achievement?

YES ☐NO ☒

N/A

Summary

The City Works Building is a good example of an early Modern style industrial building. It is also a rare remaining example of the industrial and municipal works buildings constructed in the Bayview area beginning in the 1930s.

Sources

Ricketts, S., Maitland, L., Hucker, J. "A Guide to Canadian Architectural Styles."

"City Works Building #4" Architectural Drawings, City of Ottawa 1939. City of Ottawa Archives, Accession Number 2010.0160.1

"Bayview Workshops" Letter dated July 11, 1939 from J. Irvine to F.C. Askwith.

Historical and Associative Value**Prepared by:** Lesley Collins**Date of Construction:** 1941-1942**Month/Year:** December 2013**Historical Associations**

Does the property have direct associations with a theme, event, belief, person, activity organization or institution that is significant to a community?

YES ☒ NO ☐

The City of Ottawa Workshops was constructed in 1941-1942 as one of a complex of municipal works buildings in the Bayview area constructed beginning in 1933. This building was built for the City of Ottawa Engineering Department as part of a project to centralize the department. Plans to construct a new centralized municipal works building began in 1937 when the Commissioner of Works requested cost estimates for a new building from the City of Ottawa Design Engineer. The plans for the new building were prepared in 1939. The Bayview site was acquired in the late 1930s after a fire destroyed a municipal works building on Chamberlain Avenue. The space in the building was allocated to the Engineering Workshops (1406 square metres), Stores (585 m²), Complaints Bureau/ Sewer Maintenance (323 m²), and Waterworks (1115 m²).

The contract was awarded to Ross Meagher Limited General Contractors on April 21, 1941 at a cost of \$104,236.00. Construction was completed by mid-1942.

The City of Ottawa Workshops is associated with the growth of the City of Ottawa and the expansion of the provision of municipal services in the 20th century. The building has been owned by the City of Ottawa since its construction and has been generally used for its intended purpose since its construction up until it was vacated in the early 21st century. It is the last remaining building in the City Works Yard established in the Bayview area in the 1930s.

Community History

Does the property yield, or have the potential to yield, information that contributes to an understanding of a community or culture?

YES ☒ NO ☐

The City of Ottawa Workshops is situated on the border of three separate historic communities, LeBreton Flats, Mechanicsville and Hintonburg. Development started in the Bayview area in the late 19th century, when industrial activity from LeBreton Flats expanded westward. The City Works Yard was built on landfill of the former Nepean

Bay, which once extended as far south as Scott Street but was filled in gradually by the National Capital Commission from the 1930s until the 1960s.

The building is located at the northern edge of Mechanicsville, a historically working class community first settled in the late 19th century.

Representative Work

Does the property demonstrate or reflect the work or ideas of an architect, artist, building, designer or theorist who is significant to a community? YES ☒ NO ☐

The 1939 design of the City of Ottawa Workshops is attributed to Joseph Holmes Irvine, the City of Ottawa Design Engineer at the time. The role of a design engineer or municipal architect was common in municipalities throughout the 20th century and the influence of these public servants is evident in municipal buildings throughout North America. Little information is available about Irvine's work on other projects.

Summary

The City of Ottawa Workshops, 7 Bayview Road is one of the few remaining industrial buildings in the Bayview area. It is significant as a public works building designed by the City of Ottawa Design Engineer, Joseph Holmes Irvine.

Sources

Bayview City Works Yard File. City of Ottawa Archives. Box #1, Accession # A2009-1215.

Prepared by: Lesley Collins

Month/Year: November 2014

Contextual Value



Aerial Photo 1965



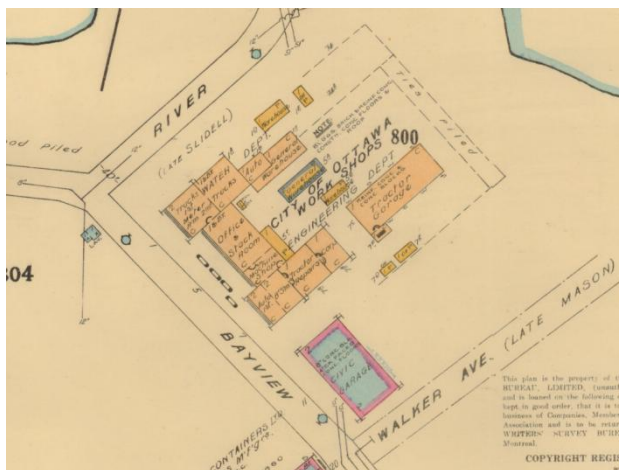
Aerial Photo 2011

Community Character

Is the property important in defining, maintaining, or supporting the character of the area?

YES ☒ NO ☐

The City of Ottawa Workshops is an important reminder of the historically industrial character of the Bayview area along the railway tracks. There are several buildings along Bayview Road that reflect this character but the Workshops building is the only remaining building constructed by the City of Ottawa in this area. It is an important symbol of the area's industrial and railroad boom of the late 19th and early 20th century.



Fire Insurance Plan Ottawa, 1948

Context

Is the property physically, functionally, visually or historically linked to its surroundings?

YES ☒ NO ☐

The City of Ottawa Workshops is one of the few remaining industrial complexes on Bayview Road near the Ottawa River. It is bordered by a vacant site to the south east and the Sir John A. Macdonald Parkway to the north. The NCC Works building is located east of City of Ottawa Workshops. The site is also connected to the Lemieux Island Water Treatment Plant which was developed during the same period and is one of the few remaining industrial properties in the area

Landmark

Is the property a landmark?

YES ☐ NO ☒

The City of Ottawa Workshops is not a significant landmark in the community.

Summary

The City of Ottawa Workshops is a rare remaining reminder of the former industrial nature of the Bayview area.

Document 5 – Statement of Cultural Heritage Value

City of Ottawa Workshops, 7 Bayview Road

Description of Property

The City of Ottawa Workshops, 7 Bayview Road, is a one and two storey reinforced concrete building located on Bayview Road in west Ottawa.

Heritage Value

The cultural heritage value of the City of Ottawa Workshops lies in its being a good example of an industrial building influenced by the Modern style, its historical associations and its contextual significance within the former industrial hub of west Ottawa.

The City of Ottawa Workshops is a good example of the type of industrial building built throughout North America in the first half of the 20th century. Constructed in 1941, as part of a larger complex of City buildings, it was designed by Joseph Holmes Irvine, City of Ottawa Design Engineer. The building is constructed of reinforced concrete with a brick veneer. Features of the building associated with the Modern style include the flat roof, plain, unadorned façade and the large steel framed windows with inset hopper windows.

The cultural heritage value of the City of Ottawa Workshops also lies in its historical and contextual importance within the former industrial hub of west Ottawa. It is one of the few remaining examples of this prominent industrial area centred on the railway tracks. The complex functioned as a maintenance yard, workshops and storage. Located on the border of the historic community of Mechanicsville, the City of Ottawa Workshops is an important symbol of the area's industrial and railroad boom of the late 19th and early 20th centuries.

Heritage Attributes

Key attributes that define the City of Workshops as an example of an industrial building influenced by the Modern style include:

- One storey central block flanked by two storey wings;
- flat roof;

- large multi-paned windows consisting of panels in steel frames with inset hopper windows to provide ventilation;
- concrete sills and lintels;
- structural frame of reinforced concrete expressed as wide concrete bands surrounding panels of red brick;
- plain, unadorned façades;
- wooden service and garage doors of various sizes on all elevations;
- loading docks on front (south) and rear (north) elevation;
- series of four large bays with hinged doors on side (east) elevation with paired two over two windows; and
- “City of Ottawa Workshops” name incised on front (south) elevation.

The one storey addition at the northwest corner of the building is excluded from the designation. The interior of the building is excluded from the designation.