

Report to/Rapport au :

**Ottawa Built Heritage Advisory Committee
Comité consultatif sur le patrimoine bâti d'Ottawa**

and/et

**Planning Committee
Comité de l'urbanisme**

and Council / et au Conseil

May 18, 2012

18 mai 2012

**Submitted by/Soumis par : Nancy Schepers, Deputy City Manager/Directrice
municipale adjointe, Planning and Infrastructure/Urbanisme et Infrastructure**

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Somerset (14)

Ref N°: ACS2012-PAI-PGM-0122

**SUBJECT: APPLICATION FOR NEW CONSTRUCTION IN THE CENTRETOWN
HERITAGE CONSERVATION DISTRICT AT 406-408 BANK STREET**

**OBJET : DEMANDE EN VUE D'UNE NOUVELLE CONSTRUCTION DANS LE
DISTRICT DE CONSERVATION DU PATRIMOINE DU CENTRE-VILLE
AU 406-408, RUE BANK**

REPORT RECOMMENDATIONS

**That the Ottawa Built Heritage Advisory Committee recommend that Planning
Committee recommend that Council:**

- 1. Approve the application for new construction at 406-408 Bank Street, in
accordance with plans by Brian Clark, Architect, received on April 19, 2012;**

2. Delegate authority for minor design changes to the General Manager, Planning and Growth Management Department; and
3. Issue the heritage permit with a two-year expiry date from the date of issuance.

(Note: The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on July 17, 2012)

(Note: Approval to Alter this property under the *Ontario Heritage Act* must not be construed to meet the requirements for the issuance of a building permit.)

RECOMMANDATIONS DU RAPPORT

Que le Comité consultatif sur le patrimoine bâti d'Ottawa recommande au Comité de l'urbanisme de recommander à son tour au Conseil :

1. d'approuver la demande de nouvelle construction au 406-408, rue Bank comme l'illustrent les plans de conception de l'architecte Brian Clark, en date du 19 avril 2012;
2. de déléguer au directeur général d'Urbanisme et Gestion de la croissance le pouvoir d'apporter des modifications mineures de conception; et
3. de déléguer le permis en matière de patrimoine, assorti d'une durée de validité de deux années à partir de la date d'émission.

(Nota : Le délai réglementaire de 90 jours d'examen de cette demande, exigé en vertu de la *Loi sur le patrimoine de l'Ontario*, prendra fin le 17 juillet 2012.)

(Nota : L'approbation de la demande de modification aux termes de la Loi sur le patrimoine de l'Ontario ne signifie pas pour autant qu'elle satisfait aux conditions de délivrance d'un permis de construire.)

BACKGROUND

This report has been prepared because an application has been submitted for new construction at 406 – 408 Bank Street, a site within the boundaries of the Centretown Heritage Conservation District. According to the *Ontario Heritage Act*, the permission of City Council is required before any construction within a heritage conservation district can proceed. Site plan approval will also be required prior to the issuance of a building permit for this project.

406 – 408 Bank Street is a vacant lot located at the corner of Bank and Florence Streets within the boundaries of the Centretown Heritage Conservation District, designated through by-law 269-97. The District study discusses Bank Street in the Statement of Heritage Character:

“Centretown has one major commercial artery, Bank Street. This street predates the community of Centretown both as a commercial route and as the major transportation corridor between Parliament Hill and outlying areas to the south. (Document 4)

When the area was designated, there was a mansard roofed structure on this site, which burned down around 2002. The lot has been vacant since that time. The site is surrounded by more recent buildings; there is a three-storey red brick building, to the rear of the property at 19 Florence Street and three low rise buildings to the north, completing the rest of the block. All these buildings are rated as Category 4, or non-contributing, which means that they do not contribute to the character of the Heritage Conservation District (HCD).

In 2006, a new building was approved for the site by City Council but this structure was not built. It was a mixed use building with retail at grade. Although this building was not built, the minor variances to the Zoning By-law that would permit it were approved and the current project reflects the form and massing of that structure. A Cultural Heritage Impact Statement was completed for that project.

DISCUSSION

Recommendation 1

The Centretown Heritage Conservation District was designated under Part V of the *Ontario Heritage Act* in 1997. The study that led to the designation identifies the Bank Street corridor as a “commercial route and as the major transportation corridor between Parliament Hill and outlying areas to the south.”

When the Centretown HCD was designated, City Council approved a set of “Guidelines” to be used in managing change in the District. The study guidelines include Section VII.5.5, “Commercial and Mixed Use Infill” that address new commercial development along the existing commercial corridors. There are two defining principles that inform the “Guidelines;” first that infill “must respect the existing heritage character by providing sympathetic contemporary design,” and second, “All infill should be of contemporary design, distinguishable as being of its own time.”

The “Guidelines” for infill in the District also contain specific direction that addresses the Bank Street commercial corridor (Section VII.5.5 1.2.1- 1.2.4, see Document 5). This section emphasizes that; the form of new buildings should reflect the character of the existing streetscape; that new buildings should be tight to the sidewalk, from two to four-storeys with ground floor retail; that ground floor facades should be transparent and upper floors more opaque; that cornices or sign bands should divide the first and second storeys; that cornices or parapets should emphasize the roofline and that consideration be given to specialized treatment of the corner for buildings on corner lots, to acknowledge the corner presence. With regard to materials, the Guidelines say that glass is appropriate for the ground floor with brick for the upper floors.

The purpose of the district Guidelines is to encourage the maintenance of the main street character of Bank Street as it runs through the Centretown HCD by ensuring that new development respects the quality of the street in terms of height, massing, and setbacks. The block between James and Florence Streets is unusual within the context of the Centretown HCD as all the buildings along it are more recent, and each is a Category 4 building, which means that the Department would not object to the demolition of any of the buildings on the block. Because of this, it is important that replacement buildings maintain a consistent street edge and evoke the main street character of Bank Street.

The proposed project at 406-408 Bank Street is five storeys (19 metres) in height, with the top storey set back two metres from the bottom four storeys above a cornice. This space is intended for use as a terrace for the residential units on the fifth floor. A secondary cornice separates the retail (ground) floor from the four storey residential portion above. On Bank Street, the ground floor is divided into three sections; the centrally located front entrance, and two large flanking storefront windows, separated from the front door by pilasters. The Florence Street façade features similar storefront windows and a recessed entrance to the apartments above grade. The windows on the upper floors are arranged in vertical bands, separated vertically by brick and horizontally by concrete stringcourses. The upper storey is faced with stucco panels.

The Department supports this application because the proposed building, while contemporary in design and execution, evokes the character of Bank Street in this area through the use of two cornices; one at the roofline and the other between the first and second floors, the design of the at-grade retail uses, and by setting back the upper storey from the main façade to diminish its impact.

Recommendation 2:

Occasionally, minor changes to a building emerge during the working drawing phase. This recommendation is included to allow the General Manager, Planning and Growth Management Department to approve these changes.

Recommendation 3:

The *Ontario Heritage Act* does not provide any timelines for the expiry of heritage permits. A two-year expiry date is recommended to ensure that projects are completed in a timely fashion and according to the approved heritage permit.

RURAL IMPLICATIONS

There are no rural implications associated with this application.

CONSULTATION

Property owners immediately adjacent to this project have been notified of this application.

The Centretown Citizens Community Association and Heritage Ottawa have been notified of this application.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of this application and has no comment.

LEGAL IMPLICATIONS

There are no legal implications associated with this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report. The proposed building will be fully accessible.

ENVIRONMENTAL IMPLICATIONS

There are no environment implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

Long-Term Sustainability Goals: Culture and Identity: Health and Quality of Life

C1 Contribute to the improvement of quality of life

C3 Provide a compelling vibrant destination

HC4 Improve arts and heritage

Permitting appropriate new construction enhances heritage conservation districts, in this case replacing a lot that has been vacant for almost ten years. Furthermore, a new building on Bank Street will improve the quality of that street as a destination

APPLICATION PROCESS TIMELINE STATUS

This application was completed within the 90-day time period prescribed by the *Ontario Heritage Act*.

SUPPORTING DOCUMENTATION

- Document 1 Location Map
- Document 2 Bird's eye view
- Document 3 Street view
- Document 4 Statement of Cultural Heritage Value
- Document 5 Extracts from Centretown HCD Plan
- Document 6 Plans
- Document 7 Streetscape

DISPOSITION

City Clerk and Solicitor Department, Legislative Services to notify the property owner and the Ontario Heritage Trust (10 Adelaide Street East, 3rd Floor, Toronto, Ontario, M5C 1J3) of Council's decision to allow the construction of the proposed new building at 406-408 Bank Street.

LOCATION MAP

DOCUMENT 1



Ottawa
Produced by Infrastructure Services
and Community Sustainability
Produit par le Services d'infrastructure
et Viabilité des collectivités

D09-01-BANK406	12-0619-C
I:\CO\2012\Heritage\BankS406	
2012 / 05 / 04	
REVISION DATE DE RÉVISION	


Location Map / Plan de révision
Heritage / Patrimoine
406 - 408 BANK STREET

Échelle
N.T.S.
Mètres



Scale
N.T.S.
Metres



406-408 Bank Street, vacant lot at the corner of Florence and Bank Streets

STREET VIEW

DOCUMENT 3



STATEMENT OF HERITAGE CHARACTER

DOCUMENT 4

Centretown Heritage Conservation District Study

Centretown has always been a predominantly residential area, functionally linked to Parliament Hill and the structures of government. Over the past century, it has housed many individuals important to Canada's development as a nation.

The built fabric of this area is overwhelmingly residential. It is dominated by dwellings from the 1890-1914 period, built to accommodate an expanding civil service within walking distance of Parliament Hill and government offices. There is a wide variety of housing types from this period, mixed in scale and level of sophistication. It had an early suburban quality, laid out and built up by speculative developers with repetitive groupings

There is a sprinkling of pre-1890 buildings on the north and south perimeters, which predate any major development. There are also apartment buildings constructed and redeveloped during the 1914-1918 period in response to the need to house additional parliamentary, military, civil service and support personnel. In the recent 1960-1990 period, the predominantly low-scale environment has been punctuated by high-rise residential development.

Over the past century, this area has functioned as soft support for the administrative and commercial activity linked to Parliament Hill. In addition to residences, it has accommodated club facilities, organizational headquarters, institutions, professional offices and transportation services, all associated with Ottawa's role as national capital. Conversely, many of the facilities that complement Centretown's existence as a residential community have traditionally been situated in the blocks between Laurier and Wellington, closer to Parliament Hill.

Centretown has one major commercial artery, Bank Street. This street predates the community of Centretown both as a commercial route and as the major transportation corridor between Parliament Hill and outlying areas to the south. Bank Street has always serviced the entire area, with secondary commercial corridors along Elgin, Somerset and Gladstone in select locations and time periods. The Bank Street commercial corridor broadens onto associated side streets in periods of intense pressure, then narrows back to the street itself with commercial activity in decline.

Centretown itself has always been an access route to Parliament Hill. There is a long-standing pattern of north/south movement through the area by outsiders. Over the years, this pattern has been supported by livery locations, streetcar routes and automobile traffic corridors. Long distance travellers have traditionally arrived on the transportation corridor that marks the south boundary of the area- originally the Canadian Atlantic Railway and later its replacement, the Queensway. Travel within Centretown occurs east/west radiating from Bank Street.

As the federal government's residential quarter, planning initiatives in Centretown have been influenced by both federal and municipal authorities. Federal intervention in this

area has established some of its unusual qualities such as the formal emphasis on the Metcalfe Street axis, early enhancement of its residential quality, and a number of its parks and services. The streetscapes have traditionally been enhanced by extensive public tree planting and other hard and soft landscape features, many of which have been in decline since the period of extensive tree removal in the 1930s and 40s. However, the scale and texture of the heritage streetscape are still discernable.

This area is unique both as an early residential suburb and as the temporary and permanent home of many of those who have governed and shaped the nation.

VII.5.5 Commercial and Mixed Use Infill

Appropriate infill design is critical to the long-term success of the heritage commercial corridors within the District. This infill must respect the existing heritage character by providing sympathetic contemporary design.

There has been a continuous process of construction, alteration, demolition and infill over the years. However, the dominant character of the area was set at the turn of the century, and the surviving buildings from this period still establish the best point of reference for the design of infill projects.

On Bank Street, the original buildings were all commercial to begin with, and infill design can continue to reflect a dominant turn-of-century commercial vocabulary. On Elgin, Somerset and Gladstone, the early building stock was more residential in nature, and contemporary infill must take this adaptive reuse background into account.

Recommendations

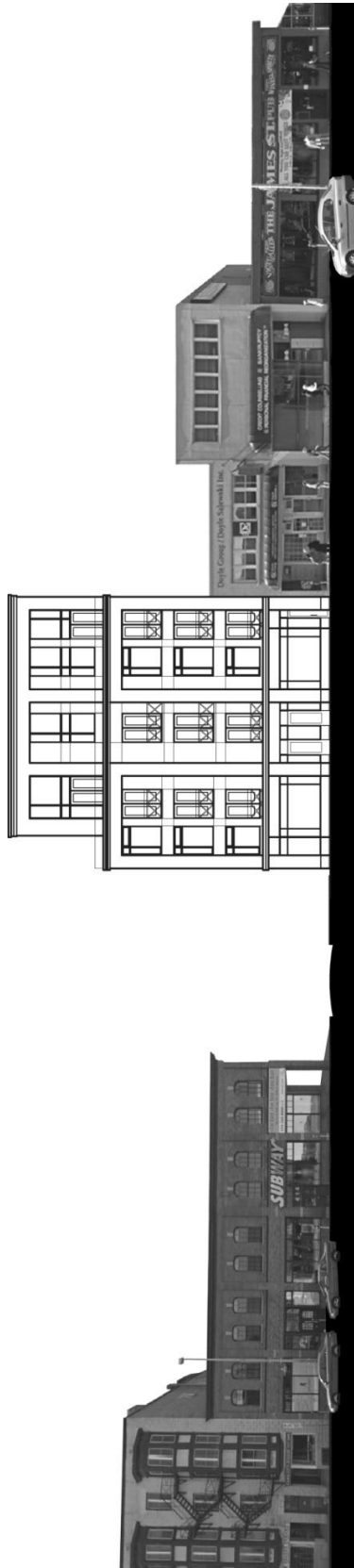
1. All infill should be of contemporary design, distinguishable as being of its own time. However, it must be sympathetic to the heritage character of the area, and designed to enhance these existing properties rather than calling attention to itself.
2. Bank Street corridor:
 - 1.1 The form of new buildings should reflect the character of the existing streetscape. The buildings should be two, three or four-storeys in height, located tight to the sidewalk, with ground floor retail and commercial or residential uses on upper floors. In most cases, the buildings should cover the entire width of the lot to re-establish a continuous commercial frontage.
 - 1.2 Ground floor facades should be transparent and three-dimensional, with large glass areas, recessed entrances, and articulated transoms. Signage should maintain existing patterns of horizontal banding. Projecting cornices can be used to emphasize the separation between ground floor and upper floors.
 - 1.3 Upper floor facades should be more opaque, with smaller openings in a simple rhythm. The facade should be terminated by a substantial cornice or parapet detail at roof level. For buildings on corner lots, consideration should be given to the use of a turret or other device to acknowledge the corner presence.
 - 1.4 Materials, colours and detailing should ensure continuity in the streetscape. Iron, glass and stone are traditional materials for ground level use, and brick with wood or decorative metal trim for upper floor

use. These or comparable materials should be used. Colours should be rich and lighting should be vibrant but discreet, highlighting any three-dimensional detailing of the facade.



STREETSCAPE

DOCUMENT 7



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Sally Coutts, Heritage Planner, provided an overview of the report and noted there is a site plan process underway for this application and Committee of Adjustment involvement as well.

Brian Clark, Brian K. Clark Architect, indicated the owner has proposed a contemporary five-storey mixed use building for this vacant lot replacing the three-storey mixed use building destroyed previously by fire. The proposed construction will meet and comply with the zoning requirements and guidelines for infill within the Heritage District and fits within the vertical height limits and set-back requirements. Mr. Clark also noted the proposal respects the main street commercial tradition and provides a base for long standing Ottawa based retail operations as well as creating rental units.

Joan Spice, Centretown Citizens Community Association (CCCA), raised issues regarding consistency between the Community Design Plan guidelines and Heritage guidelines, as well as concerns relating to the site plan. However, she noted that in general the CCCA is pleased with the heritage aspects of the proposed building and welcome the infill on the site.

The committee received the following correspondence on this matter, copies of which are held on file with the City Clerk:

- Fax (Comment Sheet) dated 5 June 2012 from Roy Sullivan, Executive Director, Centretown Citizens Ottawa Corporation (CCOC)
- Email dated 7 June 2012 from D.G. Belfie, Planning and Development Consulting Ltd., on behalf of the owners of 20 James and 21 Florence Street

The report recommendation was moved by Jérôme Doutriaux and CARRIED as presented.