

13. Zoning By-law Amendment – 1050 and 1060 Bank Street
Modification au Règlement de zonage – 1050 et 1060, rue Bank

Committee recommendation

That Council approve an amendment to Zoning By-law 2008-250 for 1050 and 1060 Bank Street to permit a six-storey mixed-use building, as detailed in Document 2.

Recommandation du Comité

Que le Conseil approuve une modification au *Règlement de zonage* (n° 2008-250) visant les 1050 et 1060, rue Bank afin de permettre l'aménagement d'un bâtiment polyvalent de six étages, comme l'indique le document 2.

Documentation/Documentation

1. Director's report, Planning Services, Planning, Infrastructure and Economic Development Department, dated August 13, 2020 (ACS2020-PIE-PS-0080)

Rapport du Directeur, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 13 août 2020 (ACS2020-PIE-PS-0080)
2. Extract of draft Minutes, Planning Committee, August 27, 2020

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 27 août 2020

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
27 August 2020 / 27 août 2020**

**and Council
et au Conseil
9 September 2020 / 9 septembre 2020**

**Submitted on 13 August 2020
Soumis le 13 août 2020**

**Submitted by
Soumis par:
Douglas James**

**Acting Director / Directeur par intérim
Planning Services / Services de la planification
Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: CAPITAL (17) / CAPITALE (17)

File Number: ACS2020-PIE-PS-0080

SUBJECT: Zoning By-law Amendment – 1050 and 1060 Bank Street

OBJET: Modification au Règlement de zonage – 1050 et 1060, rue Bank

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1050 and 1060 Bank Street to permit a six-storey mixed-use building, as detailed in Document 2.**

2. That Planning Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* 'Explanation Requirements' at the City Council Meeting of September 9, 2020," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au *Règlement de zonage* (n° 2008-250) visant les 1050 et 1060, rue Bank afin de permettre l'aménagement d'un bâtiment polyvalent de six étages, comme l'indique le document 2.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation, en tant que « brève explication », dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 9 septembre 2020 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

1050 and 1060 Bank Street

Owner

2641723 Ontario Inc.

Applicant

Holzman Consultants Inc. (Bill Holzman)

Architect

KWC Architects

Description of site and surroundings

The property is located on the west side of Bank Street, between Aylmer Avenue and Euclid Avenue, in the Glebe neighbourhood. The property is approximately 1,757 square metres in area, with 76 metres of frontage on Bank Street, 24 metres of frontage on Aylmer Avenue and 15 metres of frontage on Euclid Avenue. To the north of the property is a church and institutional uses, with the Rideau Canal further north, to the south are restaurants and retail uses typical of a traditional main street, to the east is a library and immediately to the west is a public lane with a low-rise residential neighbourhood beyond.

Summary of requested Zoning By-law amendment proposal

The proposal seeks to facilitate the construction of a six-storey mixed-use retail and rental building containing 44 residential dwelling units, retail space at grade, 21 automobile parking spaces and 45 bicycle parking spaces. A Zoning By-law amendment is required in order to permit the following:

- The addition of a permitted use: apartment dwelling, mid-rise,
- A reduced rear yard setback from 4.5 metres to 3.4 metres,
- An increased building height from 15 metres to 19.5 metres,
- A reduced corner yard stepback at and above the fourth storey from 2.0 metres to 0.6 metres, and
- A reduced minimum width of landscaped area from 3.0 metres to zero metres.

Staff are currently reviewing a Site Plan Control application for the proposal.

DISCUSSION

Public consultation

A public consultation was held on January 27, 2020 at 260 Sunnyside Avenue. Concerns with traffic generation and general “fit” within the neighbourhood were raised.

For this proposal’s consultation details, see Document 3 of this report.

Official Plan designation

According to Schedule B of the Official Plan, the property is designated Traditional Mainstreet, which encourages opportunities for intensification through medium-density and mixed-use development at various scales.

Urban Design Review Panel

The property was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at an informal review meeting on June 7, 2019, and at a formal review meeting, which was open to the public, on February 7, 2020.

The Panel’s recommendations from the formal review of the Zoning By-law amendment application and Site Plan Control application are included in Document 5 of this report.

The Panel was successful in aiding in the implementation of the following:

- Additional bicycle parking spaces from 25 to 45.
- Gateway signage was removed, and more emphasis placed on material treatment to strengthen the architectural expression.
- The fifth-floor rooftop communal area no longer extends to the north side and gives access to views.
- Fritted glass to obscure balcony clutter is to be incorporated into the design.

Overall, the Panel expressed strong support for the project, how it has evolved, and the contribution that it will make to the neighbourhood.

Planning rationale

Provincial Policy Statement

The *Planning Act* requires that all City planning decisions be consistent with the Provincial Policy Statement (PPS) of 2014 and 2020, a document that provides further policies on matters of provincial interest related to land use development.

The recommended Zoning By-law amendment is considered consistent with the matters of provincial interest as outlined in the *Planning Act* and is in keeping with the PPS of 2014 and 2020 by accommodating for a mix of densities while efficiently using serviced land and resources in order to promote efficient land use and development patterns.

Official Plan

The General Urban Area designation permits the development of a full range and choice of housing types, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. This designation is meant to facilitate the development of complete and sustainable communities.

The proposal seeks to obtain relief from some of the zone's performance standards in order to facilitate the construction of a new six-storey mixed-use building, which are quite common across the General Urban designation. While building heights are predominantly low-rise within the designation, changes in building height are to be evaluated based upon compatibility with the existing context and the planned function of the area.

The application has been evaluated in accordance with the compatibility policies of Sections 2.5.1 and 4.11. These Sections of the Official Plan provide direction on urban design and compatibility and state that introducing new development and higher densities into existing areas that have developed over a long period of time requires a sensitive approach and a respect for a community's established characteristics. In general terms, compatible development means development that, although is not necessarily the same as, or similar to existing buildings in the vicinity, can enhance an established community through good design and innovation and coexist with existing development without causing undue adverse impact on surrounding properties.

In reviewing the development application of this site, which is located along Bank Street and abutting a stable residential neighbourhood to the rear, staff were able to work with the applicant and look for ways to find compatibility with the various aspects of the

neighbourhood. Throughout the development review process the proposal was positively altered in order to better achieve compatibility. These changes include strategically placed high-quality material choices along all façades, which have the result of softening some elements while reinforcing others, as well as providing an appropriate 45-degree angular plane at the rear of the building in order to decrease massing impacts on the rear yard neighbouring properties.

The Official Plan supports intensification throughout the urban area where there are opportunities to accommodate more housing and increase transit use and where this can be done while still achieving compatibility and respect of the existing context. Considering the above-noted design elements and considering the introduction of a mixed-use building which appropriately addresses Bank Street at the street edge, staff are of the opinion that the proposal is in line with Official Plan policies.

Zoning Bylaw 2008-250

The property is currently zoned Traditional Mainstreet, Subzone 2, Maximum Height 15 metres (TM2 H(15)) in Zoning By-law 2008-250.

The Traditional Mainstreet seeks to accommodate a broad range of uses including retail, service commercial, office, residential and institutional uses, including mixed-use buildings while fostering and promoting compact, mixed-use, pedestrian-oriented development that provide for access by foot, cycle, transit and automobile. The zone also seeks to impose development standards that will ensure that street continuity, scale and character is maintained, and that the uses are compatible and complement surrounding land uses.

The proposal seeks to increase the allowable height from 15 metres to 19.5 metres in order to build a six-storey mixed use building with retail space at the ground floor. As discussed above, various design choices were made in order alleviate the impacts of this additional height on its surroundings, such as lighter-coloured materials and stepbacks at the fifth and sixth storeys. High quality materials as well as ample clear glazing help the proposed building properly address the traditional mainstreet environment.

The proposal also seeks a reduction in rear yard setback from 4.5 metres to 3.4 metres. While the ground floor respects the 4.5-metre setback, the second, third and fourth floors are set back 3.4 metres from the property line. That being said, the property abuts a 3.65-metre-wide travelled rear lane, which results in a setback of just over 7.0 metres from those three floors to the properties to the west. The fifth and sixth floors are further

setback 6.2 and 8.45 metres from the rear property line in order to provide the typical 45-degree angular plane required of developments fronting onto Traditional Mainstreets. Some concerns were raised by the community with respect to the loss of privacy in relation to the proposed balcony. It is important to note that these balconies will face onto rear yards that are mostly used for parking purposes, but, more importantly, will also be screened from view by some large existing trees.

A reduction in the corner yard setback above the fourth storey is also requested, from 2.0 metres to 0.6 metres. This reduction is due to the placement of a balcony at the north-east corner of the building. Although the effect of a setback is visually achieved by the building's articulations, the balcony is considered a permitted projection from the wall of the building, as opposed to the building itself. For that reason, a reduction in the setback is required. A reduction in the width of landscaped area is also requested for the rear portion of the property abutting the rear lane. The building's back of house accesses and vehicular access to the parking garage are located along the rear lane, away from Bank Street, which makes it impossible to provide any landscaping in the back.

The Zoning By-law requires this development to provide 16 parking spaces for the building's tenants as well as three spaces for visitors, for a total of 19 spaces. The proposal includes 21 parking spaces, 17 of which are located in the underground parking garage and four at the rear of the property, accessed via the travelled lane. The Zoning By-law also requires this development to include 25 bicycle parking spaces while a total of 45 bicycle spaces are being provided.

Considering the above, as well as the design elements incorporated into the proposal to provide sensibility to the neighbouring residential context, staff are of the opinion that the proposed Zoning By-law amendment is appropriate for this site.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Menard is aware of the application related to this report.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations of this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report. Any Ontario Building Code requirements for accessibility will be imposed at the building permit stage.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Thriving Communities

Sustainable Infrastructure

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-19-0151) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications due to delays related to the submission of some review documents.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Proposed Zoning By-law Amendment

Document 3 Consultation Details

Document 4 Proposed Site Plan

Document 5 UDRP Recommendations

CONCLUSION

The Planning, Infrastructure and Economic Development department supports the proposed Zoning By-law amendment. The proposal is consistent with the Official Plan policies for intensification and compatibility in the General Urban Area. The proposed Zoning By-law amendment is appropriate for the site and maintains policy objectives. The amendment represents good planning and, for the reasons stated above, staff recommends approval of the Zoning By-law amendment.

DISPOSITION

Legislative Services, Office of the City Clerk, to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and Control, Finance Services department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

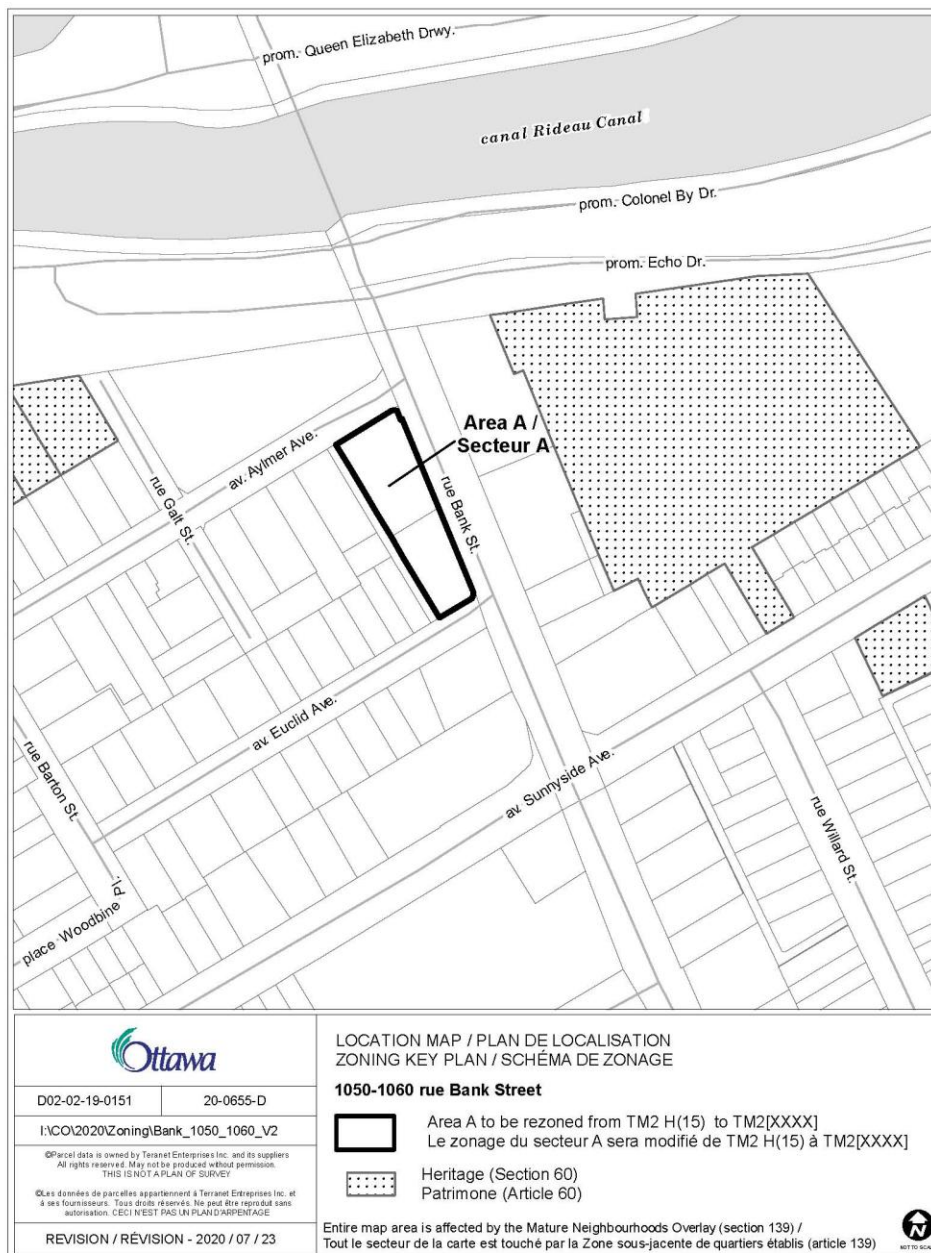
Legal Services, Innovative Client Services Department, to forward the implementing by law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.ca).

Location map showing the property in question, fronting on Bank Street, Aylmer Avenue and Euclid Avenue.



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law 2008-250 for 1050 and 1060 Bank Street:

1. Area A shown on Document 1 to be rezoned from TM2 H(15) to TM2[xxxx].
2. Add a new exception, TM2[xxxx] to Section 239, Urban Exceptions, introducing provisions similar in effect to the following:
 - a. In Column II, Applicable Zoning, add the text “TM2[xxxx]”;
 - b. In Column III, Additional Land Uses Permitted, add the text “Apartment Dwelling, Mid Rise”;
 - c. In Column V, Provisions, add the following text:
 - i. “minimum rear yard setback: 3.4 metres”
 - ii. “maximum building height: 19.5 metres”
 - iii. “minimum corner yard setback where the building height is greater than four storeys or 15 metres: 0.6 metres more than the provided corner yard setback.”
 - iv. “minimum width of landscaped area: zero metres”

Document 3 – Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. A public meeting was also held in the community on January 27, 2020 at 260 Sunnyside Avenue.

1. General: What are the plans for the postage stamp square portion of the property at the back? Will the City be maintaining the through way at the rear of the property?

Staff response: The portion of property at the back will remain untouched and will be unaffected by this rezoning. The lane at the back of the property will remain a travelled lane.

2. Parking: The proposed development will not have sufficient parking for the residential units or visitors. Inadequate parking could result in a spillover effect onto the surrounding area. Increased density will add to the already congested traffic. Many residents want to see fewer residential units to reduce the amount of additional traffic in the area.

Staff response: The proposal includes 21 parking spaces while the Zoning By-law requires 19. A Transportation Impact Analysis was reviewed by staff and was considered acceptable.

3. Landscaping: An urban street like Bank Street is a harsh environment for trees, so the submission containing mature trees does not seem feasible depending on the underground infrastructure. Does the developer propose the use of soil volumes like Silva Cells (Deeproot) or Strata Cells (Citygreen) to provide adequate soil volumes for trees? Residents would like to see greater greenspace and an area for pedestrians to rest such as benches.

Staff response: The proposal was reviewed by the City's Forestry staff, who are satisfied with the species of trees being proposed. Soil cells are being proposed. Staff are still working with the applicant through the Site Plan Control process in order to finalize the planting details as well as the possibility for street furniture.

4. Size: The increase in height from four storeys to six storeys and reduced rear yard setback will reduce the amount of light and create shadow into abutting

yards. A six-storey building is not consistent with the other buildings along this stretch of Bank Street and could encourage future proposals to seek increased height as well. Balconies facing abutting yards creates privacy and noise issues between the properties. The increase in capacity and services call into question the placement of, and consequently the noise of, the air conditioning and other building machines.

Staff response: While there may be shadow impacts very early in the morning on the closest properties, the majority of the shadows will fall to the north of the property, then onto the street and the commercial properties to the east as the day progresses. Each development proposal is evaluated based on its own merit and no application is said to establish precedent. In this case the applicant was successful in designing a building on a difficult shallow lot with quality materials which minimize the massing impacts of the higher floors. A stationary noise study was submitted with the application and is being reviewed along with the Site Plan Control application in order to minimize the noise impacts of this development on nearby properties.

5. Garbage and recycling: Want assurances that all recycling and garbage will be stored indoors to reduce the number of vermin in the neighbourhood due to poor maintenance of garbage bins.

Staff response: All garbage will be stored inside the building.

6. Building Design: There was a comment about the signage on the north side of the building advertising "Old Ottawa South". The commenter believes that this signage is inappropriate for this type of community and does not fit in with the subdued elegance of Southminster Church and the library. The proposed building seems like a "box-like" structure that does not fit in well with the mature neighbourhood. Many residents would like to see more effort to design a building that will reflect the existing architecture of this neighbourhood.

Staff response: "Old Ottawa South" sign will be removed from the elevation drawings. Staff were successful, along with help from the Urban Design Review Panel, in working with the applicant to evolve the proposed building's architecture from its initial iterations. Staff feel that the design will contribute well to the neighbourhood.

Architectural Drawing: Proposed 11-Story Apartment Building

Location: Intersection of Bank Street and Euclid Avenue, Cleveland, Ohio.

Building Details:

- Proposed Building:** 11-Story Apartment Building (11.56' height).
- Existing Buildings:**
 - 8-11 Story Residential Building (Euclid Avenue side).
 - 8-11 Story Residential Building (Bank Street side).

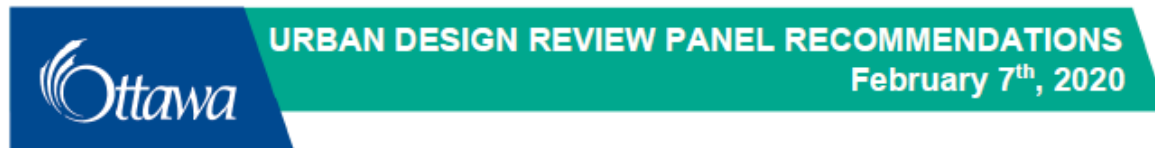
Key Features and Labels:

- Bank Street:** Labeled on the left side of the drawing.
- Euclid Avenue:** Labeled at the top of the drawing.
- Proposed 11-Story Apartment Building:** Labeled in the center of the drawing.
- 8-11 Story Residential Building:** Labeled on the right side of the drawing.
- 8-11 Story Residential Building:** Labeled on the left side of the drawing.
- Scale:** 1" = 10'.
- North Arrow:** Located in the bottom right corner.
- Date:** 11/15/15.

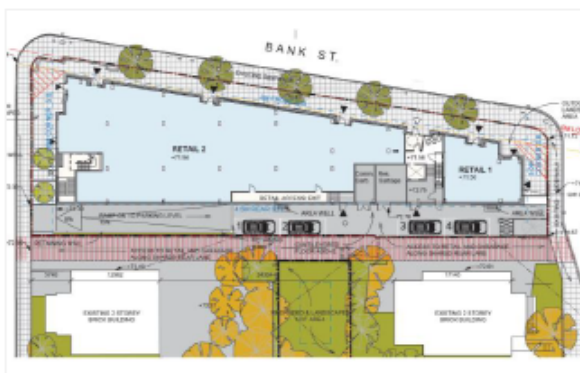
Architectural Details:

- Setbacks:** Indicated by dashed lines and arrows.
- Building Footprint:** Shaded area representing the building's base.
- Roofline:** Indicated by a solid line.
- Windows and Doors:** Represented by small rectangles and circles.
- Staircases and Elevators:** Indicated by specific symbols.
- Site Plan:** Located in the bottom left corner, showing the building's location relative to the street grid.

Document 5 – UDRP Recommendations



1050-1060 Bank Street | Formal Review | Site Plan Control Application | KWC Architects; James B. Lennox & Assoc.; Holzman Consultants Inc.



Summary

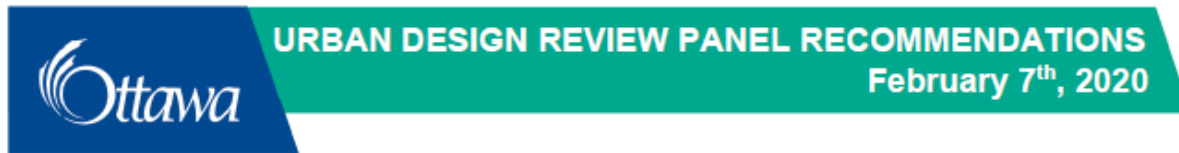
- The Panel expressed strong support for project, how it has evolved, and the contribution that it will make to the neighbourhood. Several recommendations were offered to help finesse the scheme.

Site Plan

- The Panel supports the reinstatement of the rear lane and is pleased to see that the setback has been increased. A through-lobby may now be possible.
- The Panel acknowledges the need for vehicle parking, but would recommend additional bicycle parking on the site.

Building Design

- The proposal has evolved nicely from the previous version and the clarity of the massing and architectural articulation holds the site better. The alignment of the break in the front façade with the main entrance, the finer proportions of the side facades, and the two-storey units with access to the roof are strong architectural moves.
- Consider integrating a second break in the front façade, similar to where the main entrance is, perhaps located between the two proposed retail units, if "Retail Unit 2" is split into two.
- The negative corners and delamination of materials is supported.
- The Panel is divided on the necessity of the gateway signage. It would be possible to achieve a similar effect by strengthening the architectural expression of the corner and the treatment of the top to have it read as a beacon.



- There appears to be a missed opportunity to strengthen what will be phenomenal views looking out towards the Rideau Canal from the building.
- Ensure that the cantilevered balconies at the corner are not value-engineered. A support column would detract from the design of the most important corner of the building.

Materiality

- The use of high-quality natural materials is commendable.
- The stone treatment of the base at the southeast corner (where the coffee shop is proposed) should fully wrap the corner onto the Bank Street façade.
- Fritted glass is recommended for the balconies to obscure the inevitable clutter which will be on them.
- Consider using curtain wall system as opposed to window wall.