- 5. Application for New Construction at 406 Bank Street, a property designated under Part V of the *Ontario Heritage Act*
 - Demande de construction visant le 406, rue Bank, une propriété désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario*

Committee recommendations

That Council:

- 1. Approve the application for new construction at 406-408 Bank Street, according to plans by Susan D. Smith Architect dated July 27, 2021, conditional upon:
 - a. The applicant providing samples of the final exterior cladding materials, for approval by heritage staff, prior to the issuance of a Building Permit; and
 - b. The applicant submitting lighting and signage plans for approval by heritage staff, as part of the Site Plan Control process, to ensure compliance with the HCD guidelines;
- 2. Delegate authority for minor design changes to the General Manager, Planning, Infrastructure and Economic Development; and
- 3. Approve the issuance of the heritage permit with a two-year expiry date from the date of issuance.

Recommandations du Comité

Que le Conseil :

- 1. Approuve la demande de construction visant les 406 et 408, rue Bank, conformément aux plans de Susan D. Smith Architect et datés du 27 juillet 2021, sous réserve des conditions suivantes :
 - a. que le requérant fournisse des échantillons des matériaux de revêtement extérieur, aux fins d'approbation par le personnel responsable du patrimoine, avant qu'on ne lui délivre un permis de construire; et

- due le requérant soumette des plans d'éclairage et de signalisation à l'approbation du personnel responsable du patrimoine, dans le cadre du processus de réglementation du plan d'implantation, à des fins de conformité aux lignes directrices du DCP;
- 2. Délègue au directeur général de Planification, Infrastructure et Développement économique le pouvoir d'effectuer des changements mineurs de conception; et
- 3. Approuve la délivrance du permis en matière de patrimoine et fixer sa date d'expiration à deux ans après la date de délivrance.

Documentation/Documentation

- Report from the Manager, Right of Way, Heritage and Urban Design Services, Planning, Infrastructure and Economic Development Department, dated August 17, 2021 (ACS2021-PIE-RHU-0024)
 - Rapport de la Directrice, Services des emprises, du patrimoine et du design urbain, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 17 août 2021 (ACS2021-PIE-RHU-0024)
- Extract of draft Minutes, Built Heritage Sub-Committee, August 31, 2021
 Extrait de l'ébauche du procès-verbal du Sous-comité du patrimoine bâti, le 31 août 2021
- 3. Extract of draft Minutes, Planning Committee, September 9, 2021
 - Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 9 septembre 2021

Report to Rapport au:

Built Heritage Sub-Committee / Sous-comité du patrimoine bâti August 31, 2021 / 31 août 2021

and / et

Planning Committee / Comité de l'urbanisme September 9, 2021 / 9 septembre 2021

and Council / et au Conseil September 22, 2021 / 22 septembre 2021

> Submitted on August 17, 2021 Soumis le 17 août 2021

> > Submitted by
> > Soumis par:
> > Court Curry,
> > Manager / Gestionnaire,

Right of Way, Heritage and Urban Design Services / Services des emprises, du patrimoine et du design urbain

Planning, Infrastructure and Economic Development Department / Direction générale de la planification, de l'Infrastructure et du développement économique

Contact Person

Personne ressource:

MacKenzie Kimm, Planner III / Urbaniste III , Right of Way, Heritage and Urban Design Services / Services des emprises, du patrimoine et du design urbain 613-580-2424, 15203, MacKenzie.Kimm@ottawa.ca

Ward: SOMERSET (14) File Number: ACS2021-PIE-RHU-0024

SUBJECT: Application for New Construction at 406 Bank Street, a property designated under Part V of the *Ontario Heritage Act*

OBJET: Demande de construction visant le 406, rue Bank, une propriété désignée en vertu de la partie V de la *Loi sur le patrimoine de l'Ontario*

REPORT RECOMMENDATIONS

That the Built Heritage Sub-Committee recommend that Planning Committee recommend that Council:

- 1. Approve the application for new construction at 406-408 Bank Street, according to plans by Susan D. Smith Architect dated July 27, 2021, conditional upon:
 - a. The applicant providing samples of the final exterior cladding materials, for approval by heritage staff, prior to the issuance of a Building Permit; and
 - b. The applicant submitting lighting and signage plans for approval by heritage staff, as part of the Site Plan Control process, to ensure compliance with the HCD guidelines;
- 2. Delegate authority for minor design changes to the General Manager, Planning, Infrastructure and Economic Development; and
- 3. Approve the issuance of the heritage permit with a two-year expiry date from the date of issuance.

RECOMMANDATIONS DU RAPPORT

Que le Sous-comité du patrimoine bâti recommande au Comité de l'urbanisme de recommander à son tour ce qui suit au Conseil :

- 1. Approuver la demande de construction visant les 406 et 408, rue Bank, conformément aux plans de Susan D. Smith Architect et datés du 27 juillet 2021, sous réserve des conditions suivantes :
 - a. que le requérant fournisse des échantillons des matériaux de revêtement extérieur, aux fins d'approbation par le personnel responsable du patrimoine, avant qu'on ne lui délivre un permis de construire; et

- b. que le requérant soumette des plans d'éclairage et de signalisation à l'approbation du personnel responsable du patrimoine, dans le cadre du processus de réglementation du plan d'implantation, à des fins de conformité aux lignes directrices du DCP;
- 2. Déléguer au directeur général de Planification, Infrastructure et Développement économique le pouvoir d'effectuer des changements mineurs de conception; et
- 3. Approuver la délivrance du permis en matière de patrimoine et fixer sa date d'expiration à deux ans après la date de délivrance.

BACKGROUND

The property at 406-408 Bank Street is located on the west side of Bank Street at the corner of Florence and Bank Streets (see Location Map and Photos, Documents 1 and 2). It is immediately adjacent to a recently approved proposal at 390-394 Bank Street for a nine-storey mixed-use building wrapping the northern corner of the block at Bank and James Streets.

The property at 406-408 Bank Street was designated as part of the Centretown Heritage Conservation District (HCD) under Part V of the *Ontario Heritage Act* in 1997. The lot is currently vacant but previously occupied by a three storey, mansard roofed building which was destroyed by fire around 2002. The Heritage Planning Branch is currently undertaking the <u>Centretown Heritage Study</u>, an on-going project which included an updated inventory of all properties within the HCD boundary. As the property is vacant, the City's consultant, ERA Architects recommended that it be classified as a "non-contributing" property.

The Centretown HCD was designated for its cultural heritage value as a late 19th and early 20th century residential community within walking distance of Parliament Hill. The Statement of Cultural Heritage Value notes that the "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." It features one major commercial artery, Bank Street, with the highest concentration of historic commercial buildings, unified by the dominance of red brick and wood materials (see Statement of Heritage Character in Document 3).

Two previous heritage permits were issued for new buildings on this site in 2006 and 2012, both of which are now expired. The two previous proposals were for six storey, mixed-use buildings with retail at grade; however, neither building was ever constructed.

This report has been prepared because applications for new construction under the *Ontario Heritage Act* require City Council approval after consultation with the Built Heritage Sub-Committee. The proposal requires a Zoning By-law amendment and an application for Site Plan Control, both of which have been submitted concurrently. A building permit under the *Building Code Act* will also be required to facilitate this proposal.

DISCUSSION

Project Description

The applicant is requesting permission to construct a new six storey mixed-use building on the existing vacant lot. The proposed building will have 30 dwelling units and ground floor commercial space. There will be short term parking/loading area accessed off of Florence Street (see Site Plan, Document 4). The ground floor will be made up of glazed store fronts, divided by red brick pilasters, featuring a metal sign band that spans the Bank Street façade (see Elevations and Renderings, Documents 5 and 6). The middle storeys (2-4) feature red brick cladding with brick detailing and regularly spaced traditionally designed sliding windows. Inset balconies with glass guard rails are proposed on the Florence façade. The top two storeys will be clad in grey metal panels with a narrower glazing pattern. These upper two floors will be set back about 0.6 metres along Florence Street, while on Bank Street they will be set back 1.5 metres to allow for balconies with glass guard rails.

The proposed building will cover nearly the entire lot, being set close to each of the lot lines. Accordingly, very little soft landscaping is proposed on site. Two of three existing street trees will be retained, and one will be replanted; one additional street tree requires removal. The street furniture and concrete paving in the right of way are to be retained and reinstated (see Landscape Plan and Tree Conservation Report, Documents 7 and 8).

The associated Zoning By-law amendment is for relief from the Traditional Mainstreet zone provisions relating to height, front and corner yard setbacks, and visitor parking requirements. As the property no longer contains any buildings of cultural heritage

value, relief from Heritage Overlay is also requested. Additionally, provisions are also required to accommodate a pedestrian easement on Bank Street.

Recommendation 1 – New Construction

As part of the Centretown Heritage Conservation District study in 1997, City Council approved Heritage Conservation District Guidelines. The guidelines in this document, along with the directions set out in the Centretown Community Design Plan, and the policies set out in the Official Plan including the Centretown Secondary Plan, serve as the basis for the evaluation of the proposed development.

The HCD guidelines outline both general recommendations to inform how the area should change as well as specific guidelines based on building type. These recommendations emphasize and encourage the conservation of the HCD's cultural heritage value and attributes, while acknowledging that the HCD has and will continue to evolve over time.

Section VII.5.5 of the Guidelines are related to commercial and mixed-use infill along existing commercial corridors. These guidelines seek to ensure that infill projects respect the existing late 19th and early 20th century heritage character by balancing a design approach that is both sympathetic to the cultural heritage value of the HCD, but also contemporary and distinguishable as being "new". The Guidelines for infill also contain specific direction that addresses the Bank Street corridor (Section VII.5.5, 2.1-2.4), recommending that infill reflect a "turn-of-the-century commercial vocabulary".

Staff recommend approval of the proposed mixed-use building, as its design will reflect the character of the existing streetscape while also being clearly contemporary. The proposal will maintain Bank Street's typical pattern of ground floor commercial buildings with recessed entrances and upper floor residential uses. Through the use of balconies and residential-style window patterns, the building will transition to the residential area on Florence Street as it wraps the corner. Although the proposal will be taller than the historically low-rise (typically between two and four storeys) scale of buildings in the HCD, staff are supportive of the increased height, given the site's location outside the concentration of contributing properties on Bank Street (see Photos, Document 2), as well the use stepbacks at the fourth floor to reflect that historic scale. The new building will also re-establish the continuous commercial streetscape on Bank Street by infilling the existing vacant lot—an important concern identified in the HCD study.

Together with the chosen material palette of red brick, metal, and glass, as well as the use of elements to such as traditional window designs and cornice and brick details to reference historic versions seen throughout the HCD, the building will integrate with the surrounding contributing properties, rather than call attention to itself.

A key consideration for this proposal was also how to integrate with the recently approved project next door at 390-394 Bank Street (see Renderings, Document 6). The applicant has incorporated the use of similar, but distinct cladding materials to help relate to the adjacent project, while the proposed window pattern and extension of the red brick to the ground floor helps provide some variety and articulation across the block.

Two conditions have been recommended to ensure that the final cladding materials and lighting plans will comply with the HCD guidelines. With these conditions, staff are satisfied that potential impacts of the proposal on the cultural heritage value of the HCD have or will be mitigated and are of the opinion that the proposal generally meets the associated guidelines. A full review of the proposal against the HCD guidelines is attached as Document 9.

Centretown Secondary Plan and Centretown Community Design Plan

Both the Centretown Secondary Plan and Centretown Community Design Plan (CDP) address the conservation of heritage buildings. The Centretown Community Design Plan has guidelines for new buildings in the HCD, including: using stepbacks to appropriately transition with adjacent building heights, using compatible materials, giving predominance to corner elements, and modulating façades through the use of vertical breaks in a manner that is compatible with the surrounding heritage structures. The proposal meets the guidelines of the Centretown CDP.

Standards and Guidelines for the Conservation of Historic Places in Canada

The following Standards are applicable to this proposal:

Standard 1: Conserve the heritage value of an historic place.

Standard 11: Conserve the heritage value and character-defining-elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.

The subject property is currently vacant and a non-contributing property in the HCD with little cultural heritage value. By providing ground floor commercial uses and upper floor residential, the proposed building maintains the associative cultural heritage value of the Centretown HCD, as the residential area surrounding Parliament Hill. The new construction will be visually compatible in terms of material palette with the HCD and clearly distinguishable from the surrounding historic buildings in form, massing and details. Accordingly, the proposal meets the applicable Standards and Guidelines.

Conclusion

Staff recommend approval of the application for new construction as the proposal meets the appliable heritage guidelines of the Centretown HCD study and Parks Canada's Standards and Guidelines. The new construction will make a positive contribution to the streetscape in this section of Bank Street and will result in the removal of an unattractive vacant lot.

Recommendation 2 – Minor Design Changes

Minor design changes to a building may emerge during the working drawing phase of the project and through the site plan process. As is common practice for heritage applications, this recommendation is included to delegate the authority to the General Manager, Planning, Infrastructure and Economic Development Department to undertake these changes.

Recommendation 3 – Heritage Permit Expiry

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 this project is completed in a timely fashion.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the Provincial Policy Statement, 2020.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

CONSULTATION

Heritage Ottawa was notified of the application on July 27, 2021.

The plans were posted on the City's DevApps website on July 28, 2021, with updated plans posted on July 30, 2021.

Neighbours within 30 metres of the property were notified of the application and meeting dates and offered the opportunity to provide written or verbal comments.

The Centretown Community Association (CCA) was notified of the heritage permit application on July 27, 2021; however, the City received previous comments from the Community Association in response to the circulation of the associated Zoning By-law amendment in April 2021 (Document 10). The CCA expressed concerns regarding the impact of the proposed six storey street wall along Florence, as well as the retention of the street trees. The comments include a recommendation to consider extending the stepback proposed on Bank to Florence Street. Staff have worked with the applicant to introduce a small stepback along the Florence façade, to help mitigate the increased massing of the proposed building. The applicant is also working with Forestry staff with of goal of ensuring that tree protection measures are implemented and limit removals.

COMMENTS BY THE WARD COUNCILLOR

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

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendations.

RISK MANAGEMENT IMPLICATIONS

There are no risk managements implications with implementing the report recommendations.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications 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.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priority:

 Thriving Communities: Promote safety, culture, social and physical well-being for our residents.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for consideration of this application under the *Ontario Heritage Act* will expire on October 26, 2021.

SUPPORTING DOCUMENTATION

Document 1	Location Map
Document 2	Current Context Photos
Document 3	Statement of Heritage Character
Document 4	Site Plan
Document 5	Elevations
Document 6	Renderings and Streetscape Perspectives
Document 7	Landscape Plan
Document 8	Tree Conservation Report
Document 9	HCD Guidelines Evaluation Chart
Document 10	Centretown Community Association Comment- April 20, 2021

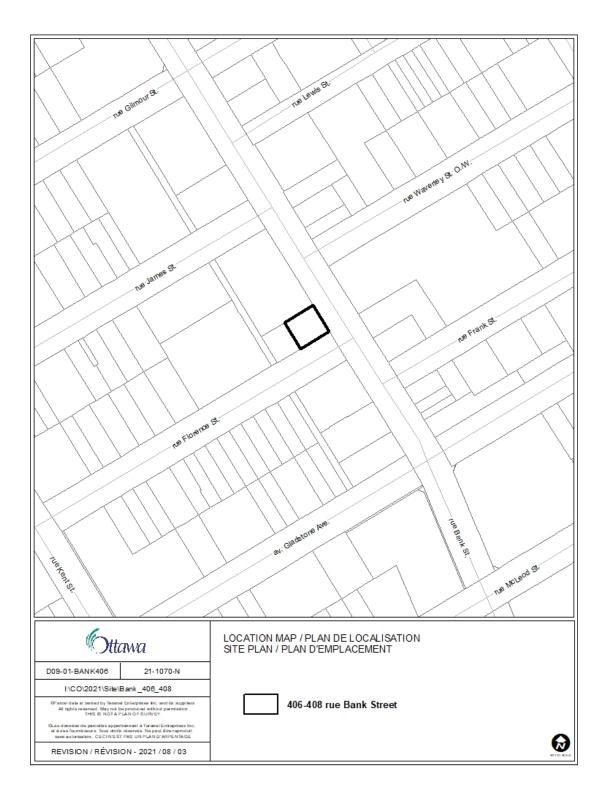
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DISPOSITION

Office of the City Clerk, Council and Committee 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.

Document 1 – Location Map



Document 2 – Current Context Photos









Document 3 – Statement of Heritage Character

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 Street, Somerset Street and Gladstone Avenue 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 is 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.

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Document 9 – HCD Guidelines Evaluation Chart

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Section	Applicable Guidelines	Proposed alteration	Staff comment
VII.5 Building Conservation and Infill Guidelines	The Centretown area has a dominant late- nineteenth century/turn-of-the-century character which established the essential residential and commercial aspect of the proposed District.	The proposed mixed use building will be constructed on the existing vacant lot, which was created when the previous building was destroyed by fire. The proposal will re-establish the ground floor commercial streetscape on Bank Street. Its design will be sympathetic by employing strategic stepbacks at the fourth floor on both facades, compatible materials (red brick, metal, and glazing), and by referencing the District's turn-of-the-century characteristics, such as window and glazing patterns, cornice lines and brick detailing.	The proposal meets these guidelines.
	5. Because of the relatively high number of demolitions, many streetscapes are now interrupted by vacant lots. It is important to encourage infill development, and to promote design which is sympathetic to existing types and which reestablishes streetscape continuity.	This proposal will infill an existing vacant lot.	The proposal meets this guideline.
VII.5.5 Commercial and Mixed Use Infill	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.	The new building will be distinguishable as contemporary design through its use of modern style glazing, contemporary brick detailing and by the use of grey metal paneling and glass railings on the top storeys. The proposal is sympathetic to the heritage character of the area through its red brick material palette on the lower storeys, and the use of stepbacks at the fourth floor, providing transition and acknowledgement of the traditionally lower scale buildings on both Bank and Florence Streets. Subtle references to the historic character of the area are also alluded to in the size and pattern of the sliding windows, and detailed brick	The proposed design meets this guideline as it achieves an appropriate balance of being distinguishable as a new building, while also reflective and respectful of its context. These design techniques help the proposal to be a background building.

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2.1 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.	work, which provide a contemporary interpretation of brick voissours and string courses. The ground floor will also be slightly setback back, which will allow the contributing properties nearby to remain the visual focal point at the pedestrian scale. The proposed building will be six storeys in height, with retail and commercial uses on the ground floor and residential uses above. While six storeys is above the historically established heights on Bank Street, efforts have been made to mitigate the potential impacts of the additional height through a number of design strategies including: • the use of stepbacks at the fourth floor to reflect the low-rise traditional character of Bank Street and the residential properties on Florence; • the use of characteristic Centretown red brick as well as a distinct grey metal panels for the upper floors; • the use of glazed balconies for the upper floors on Bank Street; and • inset balconies on Florence Street to provide articulation as well as visual and massing relief. The footprint of the building will cover nearly the entire lot, reestablishing a continuous commercial frontage along Bank Street and as it wraps the corner of Florence Street.	location outside the concentration of contributing properties on Bank Street, the use of stepbacks and the improved cohesive commercial streetscape on Bank and Florence streets, including the removal of the vacant lot.
2.2 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.	The ground floor of the new building will be recessed under the middle storeys, and will feature large steel and glazed storefronts, with vertical brick pilasters, to echo the traditional rhythm of commercial units on Bank Street. A horizontal sign band spans the façade, with glazing above that gives a contemporary take on a transom window. A strip of spandrel glass at the bottom of the windows has also been introduced to reference traditional kickplates	The proposal meets this guideline.

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	along Bank Street. Brick detailing above the ground floor provides a	
	visual cornice to emphasize the distinction from the ground floor.	
2.3 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.	The upper floors of the proposal will feature a solid-to-void ratio similar to that of other historic buildings in the area, being more solid than glazed. A secondary cornice terminates the middle storeys. Additionally, the applicant has extended the brick cladding at the corner of the upper floors which projects above the roof level. This corner element provides acknowledgment to the corner, while still allowing the surrounding contributing properties to remain the focal point in the area.	The proposal meets this guideline.
2.4 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 façade.	The proposed material palette reflects the traditional cladding through Centretown, which will help maintain the continuity with adjacent buildings along both Bank and Florence. The metal storefronts with their large areas of glazing on the ground floor reflect the traditional materials of ground floors in the area. The brick for the middle storeys and metal paneling for the upper floors are compatible with the character of the area. The lighting details have not yet been finalized, but the applicant has indicated that the intention is to highlight the ground floor and the proposed brick details of the building.	The proposal meets this guideline. Staff and applicant are continuing work on refining the final colour of the metal cladding for the upper floors, to ensure that their visual impact will be mitigated. Conditions have been included for the applicant to provide samples of the final exterior cladding materials prior to the issuance of a Building Permit to allow for those discussions to continue.
		A condition as also been included for the applicant to provide a lighting plan for heritage staff's approval to be reviewed through the associated Site Plan Control application. This will ensure that the final lighting details

will be consistent with the HCD guidelines.