



SITE PLAN CONTROL



1040 Bank Street | Planning Rationale



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1.0 OVERVIEW

Lloyd Phillips & Associates Ltd. has been retained by Windmill Development Group Ltd. (the 'Client') to prepare a Planning Rationale report for an Application for Site Plan Control with respect to the lands municipally known as 1040 Bank Street (the 'site'). Located in Old Ottawa South, the site is a large lot bounded by Bank Street to the east, Aylmer Avenue to the south, Galt Street to the west and urban greenspace owned by the National Capital Commission (NCC) to the north. The site is presently occupied by the Southminster United Church and associated assembly hall.

The client's intent is to partially redevelop the site to accommodate residential uses on the site's westerly half and retain the existing church on the easterly half. The existing assembly hall, which is an addition to the principal church, is to be replaced with a mix of townhouse and mid-high rise apartment dwellings. The proposed design is sensitive to the existing character and historical elements of the church and the surrounding residential built form along Aylmer Avenue and Galt Street. This design sensitivity is demonstrated through the proposed articulated stepbacks from Galt Street and Aylmer Avenue which allow for a low-rise to mid-rise transition in scale that works well and fits well within these existing residential streetscapes.

To achieve the proposed redevelopment, an application for a Zoning By-law Amendment was required, which was approved on December 13, 2017 by the City of Ottawa, per By-law 2017-405. This Zoning By-law Amendment was later appealed to the former Ontario Municipal Board (OMB), now the Local Planning Appeal Tribunal (LPAT). This appeal was heard between March 2nd and March 6th, 2020 and later dismissed in its written Decision. The Client is now prepared to move forward with the required Application for Site Plan Control for the proposed development. This report represents the required Planning Rationale component of the application.



Figure 1. Parcel map with the subject site highlighted in orange (GeoOttawa)

2.0 SITE AND SURROUNDING CONTEXT

2.1 Subject Site

The site is located within Ottawa's urban area in the Old Ottawa South neighbourhood, and is bounded by Bank Street to the east, Aylmer Avenue to the south, Galt Street to the west, and NCC land and the Rideau Canal to the north. The lot is wedge-shaped and contains frontage on three streets, with the longest along Aylmer Avenue and the shortest along Bank Street. The property is on a portion of escarpment that generally extends along the Rideau Canal from Seneca Street (west) to Mount Pleasant Avenue (east).



Figure 2. Aerial view of the subject site (Google Maps)

The site currently contains the Southminster United Church, which consists of the principal church building constructed in 1932, and Memorial Hall which is an attached assembly hall that was added to the site in 1955. Since 1955 the site has undergone changes including the installation of the Memorial Centennial Carillon in 1966, and the opening of the Walter LeGrow Memorial Library in 1990.

The site was formerly composed of two separate properties, with the eastern half fronting onto Bank Street containing the Ottawa South Methodist Church (1908-1932). These properties eventually merged and became the Southminster United Church in 1932 (see Figure 4).

The main church access is located along the site's Bank Street frontage and is separated from the City road allowance by mature trees, shrubs, manicured grass and internal pathways. The Aylmer Avenue frontage consists of a similar mix of soft and hard landscaping, featuring a wheelchair-accessible ramp that was

added in the early 2000s which leads to one of the two Aylmer Avenue entrances into the church. Along Aylmer Avenue there is a City-owned sidewalk followed by parallel street parking.

The Galt Street frontage contains a mix of soft and hard landscaping which along with the 90-degree parking spaces which extends the majority of the site's westerly property line. This frontage contains a single entrance into the assembly hall and provides outdoor access to a side yard amenity area which serves as a daycare and/or Sunday School space for children.

The site consists of the following legal description and site statistics:

- < **Legal Description:** LOT 8 AND PART OF LOT 6 EAST OF GALT STREET AND PART OF LOT 3 WEST OF BANK STREET REGISTERED PLAN 36 CITY OF OTTAWA
- < **PIN:** 04143-0321
- < **Area:** 3,188.47 m² (0.31 ha)
- < **Frontage:** 16.61 m (54.49 ft) Bank Street
88.37 m (289.92 ft) Aylmer Avenue
54.58 m (179.06 ft) Galt Street

Notably, the site is not subject to any heritage designations under Part IV or Part V of the Ontario Heritage Act. The church is listed in the City of Ottawa Heritage Registry. The proposed redevelopment intends to sensitively conserve the existing principal church building while replacing the existing assembly hall with compatible and complementary residential use buildings to the church and surrounding context. The current building footprint of the church and assembly hall is approximately 1,374.6 m², with a lot coverage of approximately 43%.



Figure 3. Parcel map of subject site (GeoOttawa)

1928



1958

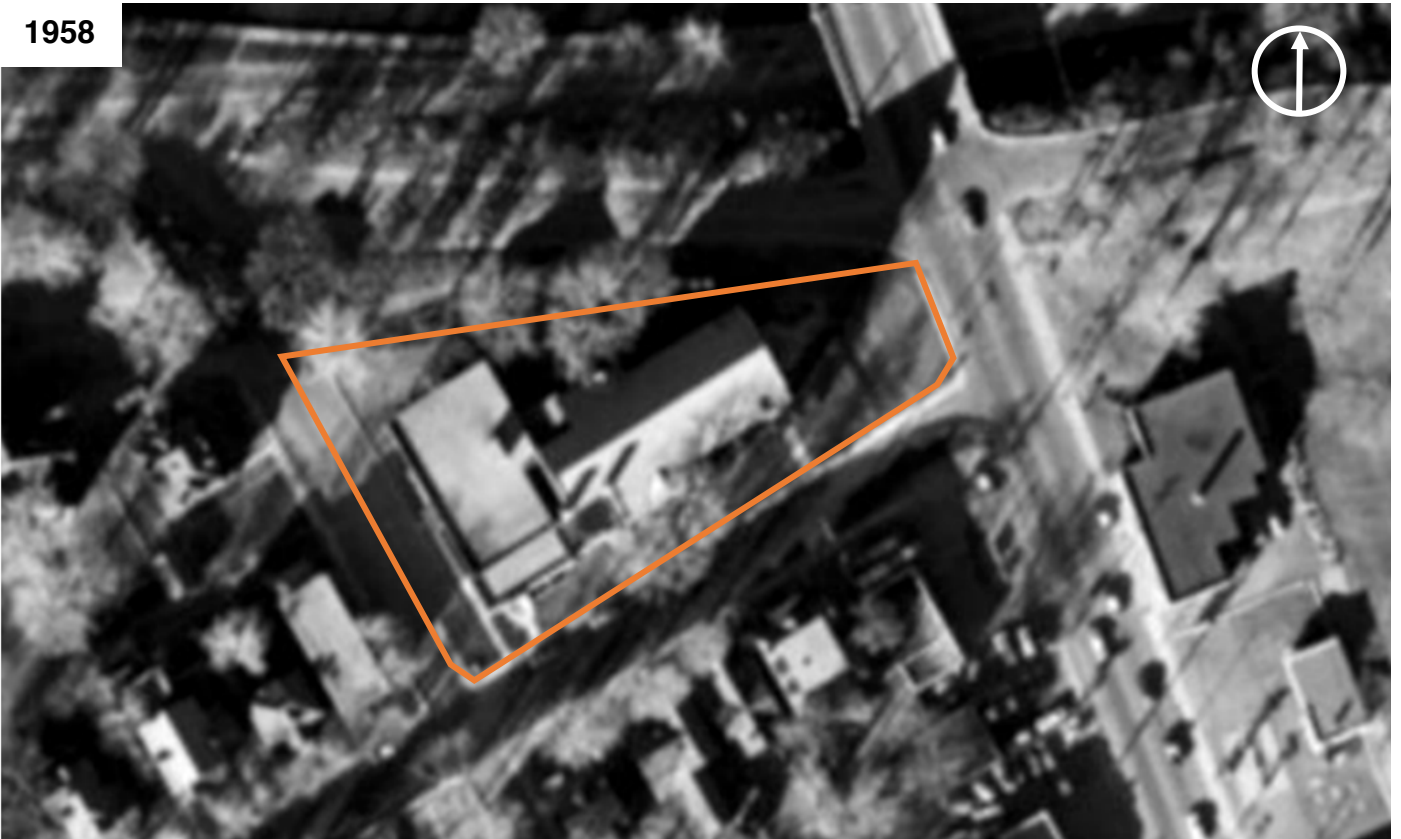


Figure 4. Historical air photos of the site (note the 1928 photo shows the tree line demarcating the boundary of the former Methodist Church property and the west property before they merged) (GeoOttawa)

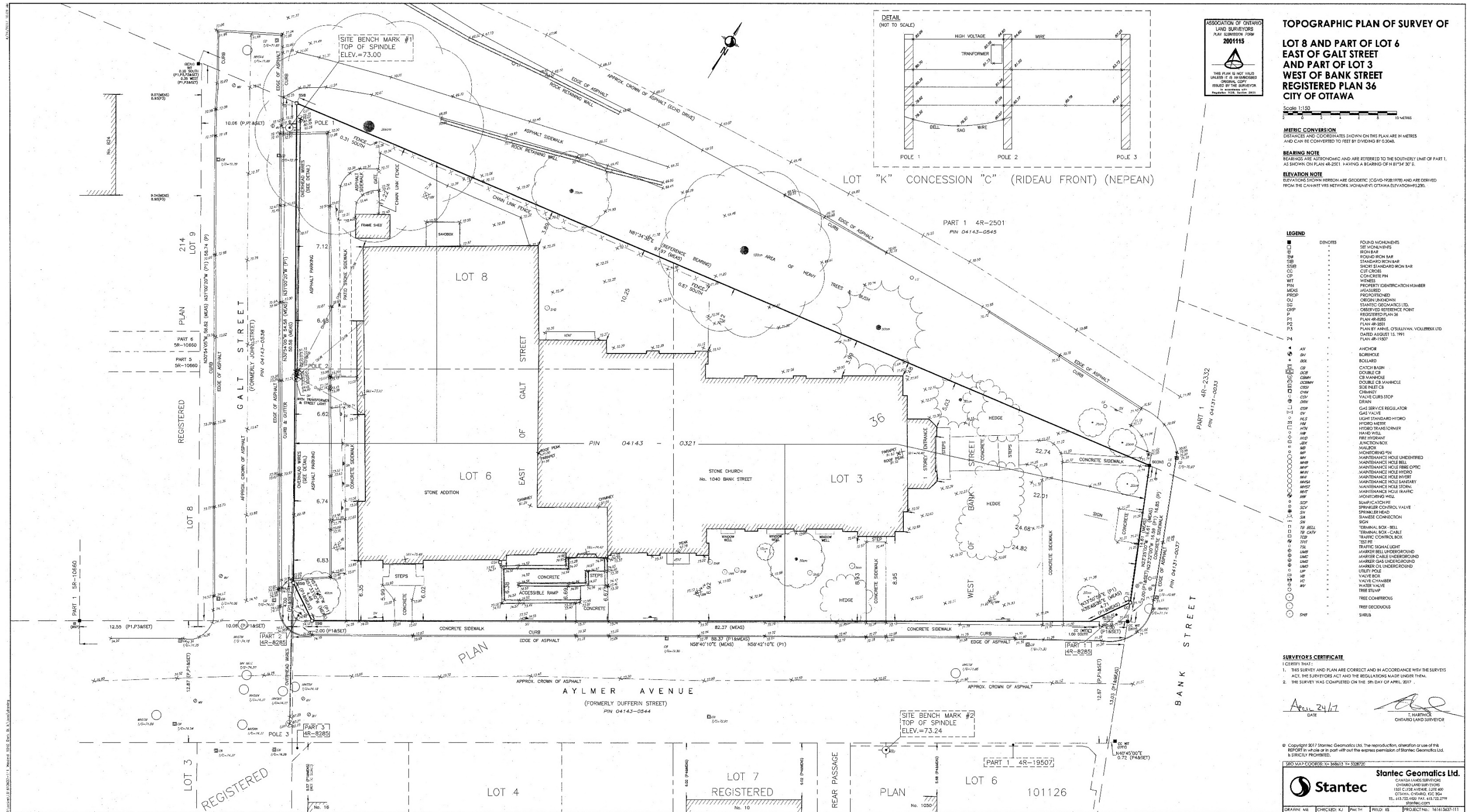


Figure 5. Survey plan



Image 1. Facing southwest towards the church from the Bank Street bridge



Image 2. Facing southwest from the intersection of Bank Street and Echo Drive



Image 3. Facing west towards the front entrance of the church from Bank Street



Image 4. Facing northwest from the intersection of Bank Street and Alymer Avenue



Image 5. Facing north towards the front yard of the church from Alymer Avenue



Image 6. Facing northwest from Alymer Avenue



Image 7. Facing west from Alymer Avenue



Image 8. Facing north towards the church from Alymer Avenue



Image 9. Facing north towards the assembly hall and church from Alymer Avenue



Image 10. Facing northeast from the intersection of Galt Street and Alymer Avenue



Image 11. Facing north from the intersection of Galt Street and Alymer Avenue



Image 12. Facing north from the intersection of Galt Street and Alymer Avenue



Image 13. Facing northeast from the intersection of Galt Street and Aylmer Avenue



Image 14. Facing east towards the assembly hall entrance along Galt Street



Image 15. Facing southeast towards the site from Galt Street

2.2 Surrounding Context

The site is located in Ward 17 – Capital within Ottawa’s Old Ottawa South neighbourhood. Generally, the site is situated south of Lansdowne Park and the Rideau Canal, north of the Rideau River, east of Carleton University, and immediately west of Bank Street (see Figure 6).

Old Ottawa South was developed over 100 years ago as a residential area with Bank Street, a Traditional Mainstreet, intersecting the neighbourhood. This portion of Bank Street has historically provided commercial, retail and service-type land uses extending from the Rideau River Bridge (south) to the Rideau Canal Bridge (north). Institutional uses in Old Ottawa South including churches, schools, libraries and daycares, have been historically located near key intersections along Bank Street (i.e., Sunnyside Avenue and Hopewell Avenue).

Notable landmarks within the neighbourhood include:

- < Carleton University located immediately west of Bronson Avenue;
- < Lansdowne Park, TD Place Stadium and the Rideau Canal located immediately north of the site; and,
- < Billings Bridge Shopping Plaza and the RA Centre located just south of the Rideau River.

There are a number of residential supportive land uses located within 800 metres of the site including, but not limited to: the Rideau Canal; Lansdowne Park; Brown’s Inlet Park; Sylvia Holden Park; Percy Taverner Park; Brewer Park Complex, Arena and Sports Fields; Windsor Park; Brighton Beach Park; Linda Thom Park; Osborne Park; Ottawa South Community Centre; Ottawa Tennis and Lawn Bowling Club; Royal College of Physicians and Surgeons of Canada; Hopewell Avenue Public School; Ottawa Montessori School – The Element; Astolot Education Centre; and, the Ottawa Library – Sunnyside Branch.

Land uses and key features immediately surrounding the site include:

- < North NCC green space followed by Echo Drive, connecting Colonel By Drive to Bank Street
- < East Bank Street (four lanes) followed by the Ottawa Public Library – Sunnyside Branch.
- < South Aylmer Avenue followed by low-rise residential buildings, ranging from 2 to 3 storeys
- < West Galt Street (which ends at the northwest corner of the site) followed by low-rise residential buildings ranging from 2 to 3 storeys



Figure 6. Location plan

3.0 PROPOSED DEVELOPMENT

The proposal is to partially redevelop the site to accommodate residential uses on the site’s westerly half. The redevelopment proposes retention of the existing principal church building that faces Bank Street and the replacement of the existing assembly hall with a mix of townhouse and a mid-rise apartment building (refer to Figure 7 for the Site Plan).

The proposed residential uses include four townhouses fronting onto Aylmer Avenue, and a six-storey condo building with stepbacks above the fourth floor, fronting onto Galt Street. The condo building will consist of 18 condominium units in a mix of one, two and three bedrooms. There will be a penthouse mechanical room and rooftop terrace. An underground parking garage is proposed with 30 spaces, one of which will be intended for visitors. The garage will be accessed by an internal laneway from Galt Street.

The townhouse component of the proposal includes four townhouses of three storeys in height along the corner of Aylmer Avenue and Galt Street. Vehicle access to the townhouses will be provided from a proposed laneway that connects to Galt Street and separates the townhouses from the mid-rise residential use building. Each townhouse will have a driveway connecting to the shared internal laneway.

It is intended that the property be subdivided by way of consent and later plan of condominium following the application for site plan control.

Overall, the proposed residential development has been sensitively designed to provide an extension of the existing residential streetscape along Aylmer Avenue and Galt Street. This streetscape is characterized by residential buildings of typically three storeys with variation in roof types and materiality. To ensure compatibility with the similar streetscape along Galt Street, the proposed mid-rise residential building has been designed with stepbacks that provide a gradual transition in height and massing from three storeys nearest the street to six storeys toward the interior of the lot. The facades on both residential components have been designed to reflect the materiality of the church.

Table 1: Proposed development statistics

Residential Use	Total Footprint	Total GFA	Maximum Height	Total Units	Total Parking
Mid- rise Apartment	640 m ²	~2,859 m ²	6 storeys	18	29 resident 1 visitor
Townhouses	223 m ²	~929 m ²	3 storeys	4	4 resident
TOTAL	1,354 m ² (Development Area)	~3,788 m ²	See Schedule 376	22	34

Vehicular Circulation and Parking

The site is situated on the west side of Bank Street, with frontages on Bank Street, Aylmer Avenue and Galt Street. Bank Street is a four-lane, two-way existing arterial road that is dedicated as an on-road cycling route, and that contains intermittent areas of street parking. The portion of Bank Street at the site

is subject to a Right-of-Way (ROW) Protection of 23 metres. Aylmer Avenue is a two-lane, two-way local road with street parking and a 20 metre ROW. Galt Street is a two-lane, two-way local road that ends approximately 65 metres north of its intersection with Aylmer Avenue and has a 20 metre ROW.

There is a 90-degree parking lot along Galt Street which currently provides 17 parking spaces. Part of these spaces are on the site and part are on the road allowance of Galt Street. As such, they are non-compliant spaces and do not count as on-site parking. The parking demand resulting from the site's existing use as a 550-person capacity church, assembly hall, and day care centre, has historically been absorbed by the street parking provided in the surrounding area. The proposal calls for the removal of the assembly hall and the 17 parking spaces. It is anticipated that the available street parking within the area will be sufficient to accommodate the church's parking demands in the future.

The proposed location for vehicle access is from Galt Street, approximately 30 metres from the intersection at Aylmer Avenue. The vehicle access is a single laneway that will provide access to the single-level underground parking below the condo building to the north, and the four driveway spaces for the townhouses to the south.

The total amount of parking required for the proposal is four spaces, and the total amount provided is 37 spaces. See Table 2 for the parking analysis.

Table 2. Parking analysis for proposed land uses

USE	GFA / UNITS	RESIDENT RATE	VISTOR RATE	BICYCLE RATE	PARKING REQUIRED	NOTES
Place of Worship	Unchanged	5 per 100 m ² GFA assembly area	N/A	1 per 1500 m ² GFA	N/A	The church has a grand-parented parking rate of zero spaces.
Apartment, Mid-High Rise	18	0.5 per d/u	0.1 per d/u	0.5 per d/u	3 resident 1 visitor 9 bicycle	First 12 dwelling units are exempt
Townhouse	4	0.75 per d/u	0.1 per d/u	N/A	3 resident 0.4 visitor 0 bicycle	N/A

TOTAL REQUIRED : 3 resident, 1 visitor, 9 bicycle (condo); 3 resident (towns)

TOTAL PROVIDED: 29 resident, 1 visitor, 14 bicycle (condo); 4 resident (towns)

Pedestrian Connectivity

Pedestrian access to and through the site is currently provided by several City-owned sidewalks and private internal walkways. A sidewalk encompasses the site along its Bank Street and Aylmer Avenue frontage, providing barrier-free access to the site's internal pathways and the crosswalks existing at the intersections that bound the site to the east and west. These crosswalks, especially along Bank Street, are well-lit, allow for safe connections across the roads that border the site, and provide access between the site and nearby transit stops and amenities.

Required bicycle parking is a rate of 0.5 spaces per unit (9 spaces), and 14 spaces will be provided, which exceeds the requirement under zoning. Although no dedicated cycling facilities currently exist

along Galt Street or Aylmer Avenue, Bank Street is dedicated as an on-road cycling route in the City's Official Plan, and the site is well-connected and within proximity to the multi-use pathways along the Rideau Canal.

Landscaping

The existing site contains a mix of soft and hard landscaping along its street frontages. The majority of this landscaping is provided in the yards immediately abutting the existing church, which are to be retained as part of the east half of the property that is not subject to the proposed residential development.

The proposed development on the westerly half of the property will improve the greenspace along Aylmer Avenue by adding trees and landscaping along the townhouse portion of the frontage. This mix of retained and improved landscaping will help to seamlessly extend the residential streetscape that exists west of Galt Street, and to frame the portion of the property boundary that will include the townhouses.

Along the northern terminus of Galt Street, the proposal will include an improved greenspace that transitions into the established formal and informal pathways extending throughout the NCC's urban greenspace. The crescent-shaped northwest corner of the proposed mid-rise residential building will allow light and air to pass around it, while also creating a functional area for at-grade greenspace.

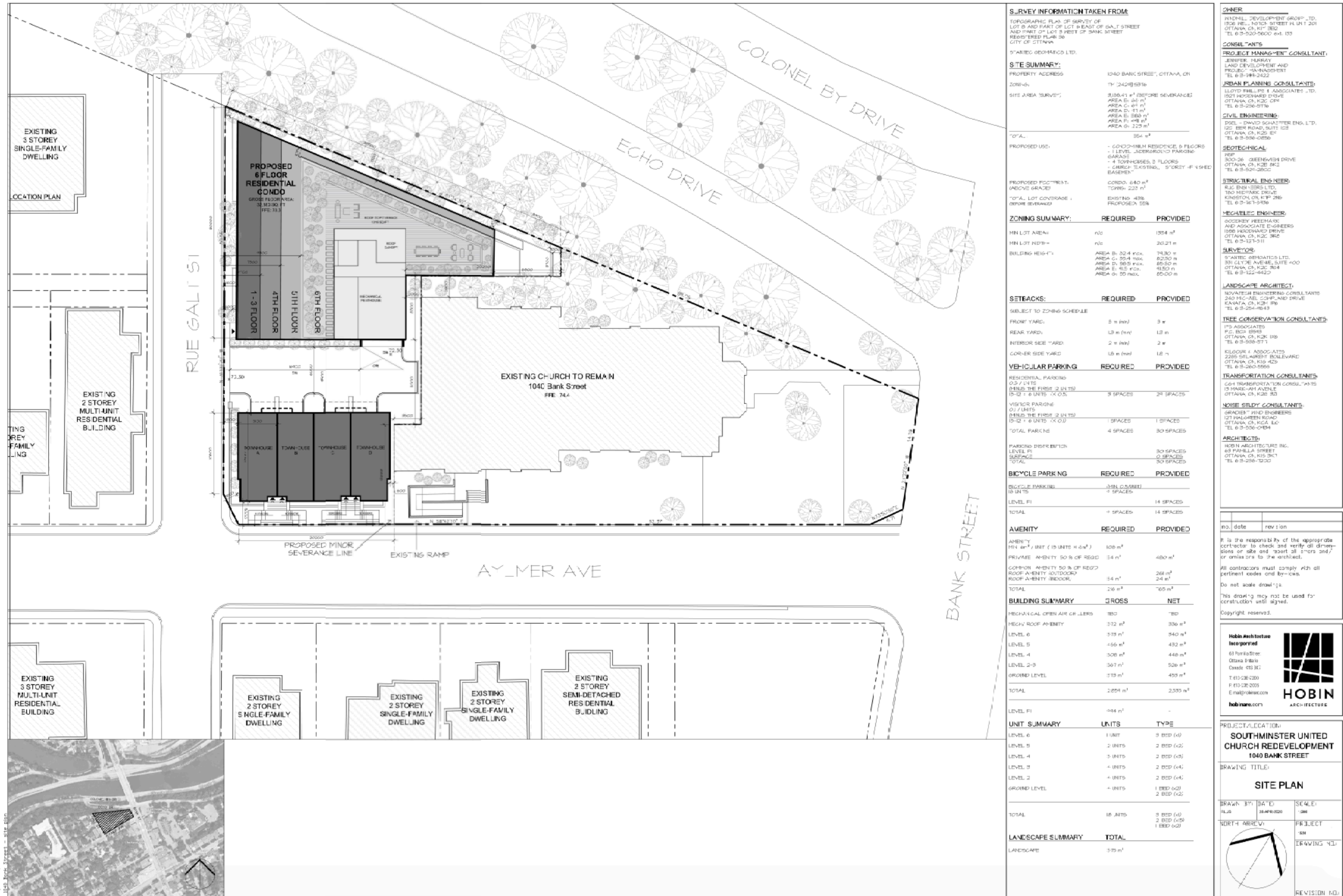


Figure 7. Proposed conceptual site plan prepared by Hobin Architecture



Southminster United Church
CONDO | ELEVATION

WEST ELEVATION
 scale = 1:125

APRIL 22, 2020

Figure 8. Proposed west condo elevation prepared by Hobin Architecture



Southminster United Church
CONDO | ELEVATION

EAST ELEVATION
 scale = 1:125

APRIL 22, 2020

Figure 9. Proposed east condo elevation prepared by Hobin Architecture



Southminster United Church
CONDO | ELEVATION

NORTH ELEVATION
 scale = 1:125

APRIL 22, 2020

Figure 10. Proposed north condo elevation prepared by Hobin Architecture



Southminster United Church
CONDO | ELEVATION

SOUTH ELEVATION
 scale = 1:125

APRIL 22, 2020

Figure 11. Proposed south condo elevation prepared by Hobin Architecture

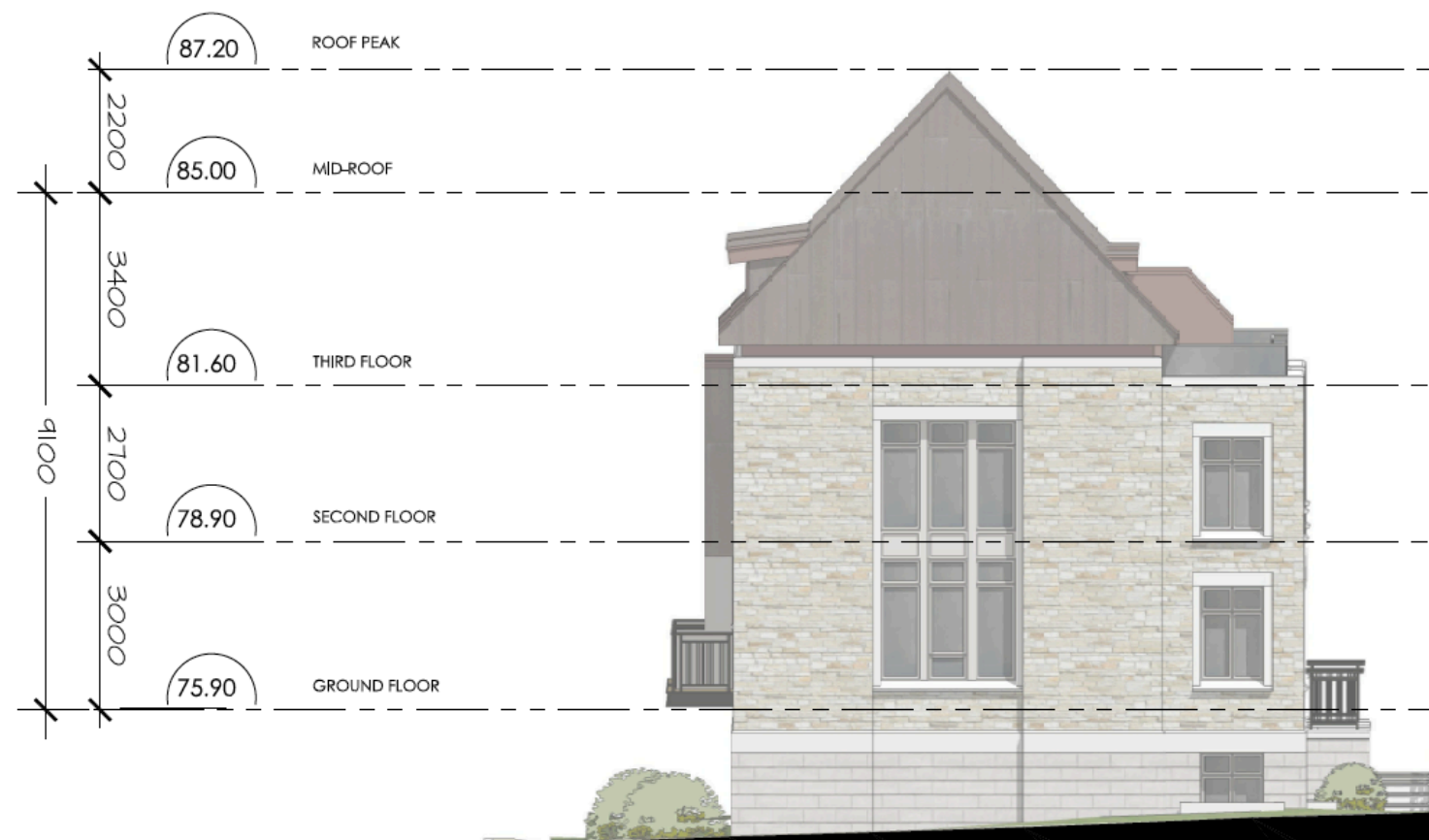


Southminster United Church
TOWNHOMES | ELEVATION

SOUTH ELEVATION
 scale = 1:100

APRIL 22, 2020

Figure 12. Proposed south townhomes elevation prepared by Hobin Architecture



Southminster United Church
TOWNHOMES | ELEVATION

WEST ELEVATION
 scale = 1:100

APRIL 22, 2020

Figure 13. Proposed west townhomes elevation prepared by Hobin Architecture



Southminster United Church
TOWNHOMES | ELEVATION

NORTH ELEVATION
 scale = 1:100

APRIL 22, 2020

Figure 14. Proposed north townhomes elevation prepared by Hobin Architecture



Southminster United Church
TOWNHOMES | ELEVATION

EAST ELEVATION
 scale = 1:100

APRIL 22, 2020

Figure 15. Proposed east townhomes elevation prepared by Hobin Architecture

4.0 PROVINCIAL POLICY STATEMENT, 2014

The Provincial Policy Statement 2014 (PPS) provides policy direction on planning matters for the Province of Ontario. Decisions affecting all planning matters shall be consistent with the Provincial Planning Policies. The proposed development at 1040 Bank Street is consistent with the policies of the PPS 2014, as demonstrated below.

Section 1.1.1 of the PPS sets out the criteria whereby healthy, livable, and safe communities are sustained. In short, these are: to promote efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term; avoiding development and land use patterns which may cause environmental or public health and safety concerns; promote cost-effective development patterns; improve accessibility for persons with disabilities and older persons by identifying, preventing, and removing land use barriers which restricts their full participation in society; ensuring there is necessary infrastructure; and, promoting development and land use patterns that conserve biodiversity.

In the above list of criteria, there is a significant emphasis on efficient development that is safe, respects the natural environmental, uses available infrastructure, and provides for the needs of the community both in the short term and long term.

Section 1.5.1 of the PPS states that healthy, active communities should be promoted by: planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

Old Ottawa South is a safe and walkable neighbourhood, consisting of well-lit intersections, wide sidewalks, ample street parking, a grid pattern street network with clear sight lines, and an abundance of mature street trees and greenspace. The proposal will contribute to and complement these neighbourhood qualities through the following:

- < carefully incorporating key aspects of the site's existing conditions into its design by retaining the site's existing church and its yards at the Bank Street and Aylmer Avenue intersection, that together, act as a community resource and gateway;
- < preserving and enhancing portions of green space, including the retaining of existing site trees, the planting of new trees, and the provision of rooftop terraces;
- < maintaining an existing sense of scale along Galt Street and Aylmer Avenue by providing similar mass and materiality to the assembly hall addition which currently exists there;
- < maintaining the existing pedestrian access points into the church from Bank Street and Aylmer Avenue (proximity to nearby public transit along Aylmer Avenue and Bank Street will not be affected);
- < encouraging active transportation by providing bicycle parking in well-lit and visible areas on site;
- < providing an enhanced pedestrian experience along Galt Street by removing the existing 90-degree parking and providing a connection to the NCC urban greenspace lands to the north from a sidewalk animated with a mix of hard and soft landscaping;
- < providing an improved view of the rear gable of the existing church which will align with the laneway that extends into the site from Galt Street;

< promoting community interaction and safety by providing a multi-use space on the site which will function as both a laneway and courtyard. The effect of ample glazing and balconies from both residential type buildings will provide 'eyes on the street' that will encourage community interaction and safety for users of the space. The 90-degree turns into the site from Galt Street and from the underground parking garage, will provide added levels of traffic calming for the multi-purpose laneway.

Section 1.4.1 of the PPS states that planning authorities shall provide for an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area.

Section 1.6.6 of the PPS states that planning for sewage and water services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing: municipal sewage services and municipal water services.

Section 1.7.1 of the PPS states that long-term economic prosperity should be supported by: promoting opportunities for economic development and community investment-readiness; and, maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets.

The proposed mix of residential type uses and unit sizes on a large site within an established residential neighbourhood in proximity to a wide range of complementary uses, supports the PPS policies relating to intensification, density, and long-term housing provisions.

The site represents a large piece of land adjacent to Bank Street, which is a Traditional Mainstreet with established street parking, public transit, on-road cycling routes, and a mix of uses complementary to the residential type uses found throughout the neighbourhood. The site is also adjacent to the NCC urban greenspace lands which contain a mix of formal and informal pathways adjacent the Rideau Canal. Within walking distance to the site are a number of amenities and services, including schools, churches, entertainment venues, food stores, etc. Within this context, the residential proposal fits well and works well, providing an efficient use of land that is compatible with its immediate and surrounding context.

Section 2.6.3 of the PPS state that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

The church at 1040 Bank Street is not designated under Part IV or Part V of the Ontario Heritage Act. Even still, the intent of the proposal is to enhance views of the existing church and to respect its massing by providing design features and materiality that will complement its built form.

The proposal is consistent with the applicable policies of the PPS 2014.

5.0 CITY OF OTTAWA OFFICIAL PLAN

Schedule B of the City of Ottawa Official Plan designates the site at 1040 Bank Street as Traditional Mainstreet, as shown in Figure 16. As described in Section 3.6.3, Traditional Mainstreets are planned as compact, mixed-use, pedestrian-oriented streets that provide for access by foot, cycle, transit and automobile. Mainstreets offer some of the most significant opportunities in the City for intensification through more compact forms of development, a lively mix of uses and a pedestrian-friendly environment.

Mainstreets generally developed prior to 1945, designated as Traditional Mainstreets, are typically set within a tightly knit urban fabric, with buildings that are often small-scale, with narrow frontages and set close to and addressing the street, resulting in a more pedestrian-oriented and transit friendly environment.

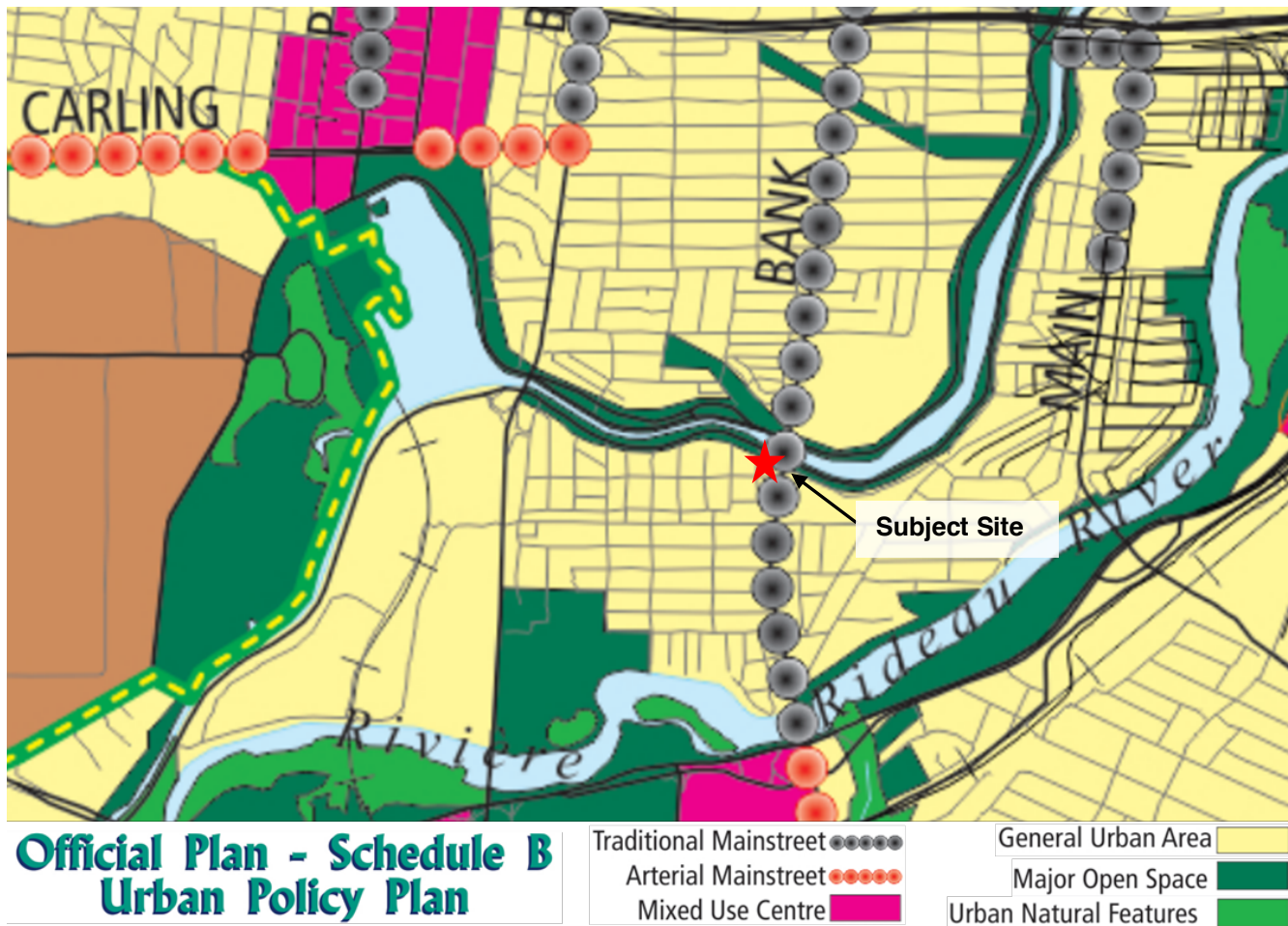


Figure 16. Official Plan – Schedule B Urban Policy Plan (Traditional Mainstreet)

5.1 Section 2.2 – Managing Growth

Since the Zoning By-law Amendment, Official Plan Amendment 150 (OPA 150) has, in part, come into force and effect which introduced additional policies that support development and intensification within the urban area. This in effect provides further support for the proposed development. Relevant policies are highlighted below.

Section 2.2 – Managing Growth states that “[g]rowth will be distributed through the urban area to strengthen the City’s liveable communities through:

- Intensification and infill; and,
- New development on vacant land in designated growth areas that contributes to the completion of an existing community or builds a new community(ies)”.

In reference to Urban Boundaries, **Section 2.2.1 – Urban Area and Village Boundaries** states that:

1. “The City will accommodate approximately 90 per cent of its growth in urban areas shown on Schedule B, where urban services exist or can be efficiently provided or upgraded.
2. Sufficient land will be provided in the urban area to meet the City’s projected requirement for housing [...].”

Section 2.2.2 – Managing Intensification Within the Urban Area states that “[t]his Plan supports intensification throughout the urban area where there are opportunities to accommodate more jobs and housing and increase transit use. Intensification is directed to Target Areas [i.e., Traditional Mainstreets] for Intensification which have the potential to develop at moderate to high densities in a compact form.”

Definition of Intensification highlighted within these policies include:

1. Residential intensification means the development of a property, building or area that results in a net increase in residential units or accommodation and includes:
 - a. Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of brownfield sites;
 - b. The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification.

Per **Policy 3**, target areas for intensification include the Central Area, Mixed Use Centres, Mainstreets, and Town Centres defined on Schedule B.

Policy 10 deals with intensification and states that “intensification may occur in a variety of built forms from low-rise to high-rise provided urban design and compatibility objectives are met”.

The proposal maintains the intent and purpose of the approved policies of Section 2.2 per OPA 150.

5.2 Section 2.5.1 – Designing Ottawa

Section 2.5.1 of the Official Plan deals with community design and patterns of land use, densities, street networks, and allocation of community services and facilities. The Official Plan sets out components of communities where urban design plays a key role, including:

- **Built form**, including buildings, structures, bridges, signs, fences, fountains, statues and anything else that has been constructed, added or created on a piece of land;
- **Open spaces**, including streets, parks, plazas, courtyards, front yards, woodlots, natural areas and any other natural or green open areas that relate to the structure of the city;

- **Infrastructure**, including, sidewalks, bike paths, transit corridors, hydro lines, streetlights, parking lots or any other above- or below-grade infrastructure that impacts upon the design of the public realm.

The OP “provides guidance on measures that will mitigate differences between existing and proposed development and help achieve compatibility of form and function. Allowing for some flexibility and variation that complements the character of existing communities is central to successful intensification”.

Generally, design should fit and work well within its physical context and the existing planned function.

Section 2.5.1 of the OP sets out Design Objectives which intend to guide development of the built environment:

1. “To enhance the sense of community by creating and maintaining places with their own distinct identity.
2. To define quality public and private spaces through development
3. To create places that are safe, accessible and are easy to get to, and move through.
4. To ensure that new development respects the character of existing areas.
5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.
6. To understand and respect natural processes and features in development design.
7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.”

Policy 2(b) of Section 2.5.1 states that Traditional Mainstreets are considered Design Priority Area. As such, private developments will be reviewed for their contribution to an enhanced pedestrian environment and their response to the distinct character of the area.

The proposal is compatible with and enhances the established community and can co-exist with existing adjacent development without causing undue adverse impact. The proposal achieves the intent and purpose of the Design Objectives of Section 2.5.1 of the Official Plan.

5.3 Section 3.6.3 – Mainstreets

Section 3.6.3 of the Official Plan deals addresses policies related to Traditional Mainstreets and states that these streets offer significant opportunity for intensification. The following is an overview of applicable policies to the subject site.

Policy 3 of Section 3.6.3 states: “[t]he symbol delineating Traditional and Arterial Mainstreet designations on Schedule B of this Plan is a stand-alone designation and not an overlay. The Traditional and Arterial Mainstreet designations generally apply to the whole of those properties fronting on road, however, for very deep lots, the designations will generally be limited to a depth of 200 metres from a Traditional Mainstreet...”

The property has a depth of 90.92 metres at its longest point; and as such, must be assessed in reference to the Mainstreet policies of the Official Plan.

Policy 4 encourages developments to be sensitive to the pedestrian realm and allow for multi-modal access. The proposal incorporates pathways and pedestrian connectivity, includes additional bicycle parking spaces to what is required under the zoning, and prioritizes the pedestrian by incorporating parking underground with access from an internal multi-purpose laneway.

Policy 5 states that a broad range of uses are permitted on Traditional Mainstreets, including retail, service commercial, residential and institutional uses, either in mixed buildings or side by side in separate buildings.

Policy 9 states that surface parking will not be permitted between the building and street. The proposal is to incorporate parking within an underground garage that is accessed from the rear of the site at Galt Street, and is completely hidden from the Traditional Mainstreet (Bank) frontage.

Policy 10 of Section 3.6.3 encourages redevelopment and infill on Traditional Mainstreets “in order to optimize the use of land through intensification, in a building format that encloses and defines the street edge with active frontages that provide direct pedestrian access to the sidewalk”.

The proposal conforms with the Policies of Section 3.6.3 of the Official Plan.

5.4 Section 4.11 – Urban Design and Compatibility

Section 4.11 of the Official Plan addresses urban design and compatibility and generally deals with compatibility between new and existing development at the scale of neighbourhoods or individual properties, including issues such as noise, light spillover, parking and access, shadowing, etc. The proposal has carefully considered urban design and compatibility throughout the design process, as presented in the proposed site plan and elevations prepared by Hobin Architecture (see Figures 7 through 15 above). The City will evaluate the following components relative to urban design and compatibility.

Views

The City will assess the impact of views from public monuments, bridges, civic spaces, landforms, and other valued spaces. Development proposals will assess the impact of the development on views.

The proposed design carefully considers the impact of the massing from the viewpoints along the nearby Rideau Canal and adjacent NCC greenspace. The development will feature a softened presence due to with the height of the proposed building being close to the top of the church roofline. The building also features stepbacks to soften the massing effect from the streetscape and canal and adjacent properties along Galt Street. Further, there are trees on NCC lands and the slope leading to Bank Street which provide screening. Overall, the church remains the prominent view.

Building Design

The Official Plan states that “good building design contributes to successful neighbourhood integration and the compatibility of new development with the existing or planned character of its surroundings” and

is achieved by fitting with the character of the area in terms of the following, among other considerations per Policy 5 of Section 4.11:

- Setbacks, height and transition;
- Façade and roofline articulation;
- Colours and materials;
- Architectural elements, including windows, doors and projections;
- Pre-and post- construction grades on site; and,
- Incorporating elements and details of common characteristics of the area.

The zoning provisions set out in By-law 2017-405 provide detailed setbacks, height and transition provisions presented in detail in Schedule 376. These provisions were specifically designed to provide compatibility with the residential areas along Galt Street and Aylmer Avenue. Further, there is a proposed gap between the proposed apartment building and townhouse units along Galt Street which provides visual breaks with the building design. The overall roofline retains the visual primacy of the church and is consistent with surrounding built form. Finally, the colours and materiality will be complementary to the church building.

Policy 6 of Section 4.11 states that “the City will require that all applications for new development:

- a. “Orient the principal façade and entrance(s) of the main building(s) to the street.
- b. Include windows on the building elevations that are adjacent to public spaces;
- c. Use architectural elements, massing, and landscaping to accentuate main building entrances.”

The principle building facades face Galt Street and Aylmer Avenue, and the design includes windows that face public spaces, for example the view to the Rideau Canal and Bank Street, as well as local streets. There will be three distinct architectural elements, including the church, townhouses, and apartment building, with a gap between the apartment building and townhouses along Galt Street which will provide a strong visual entrance and definition of the buildings.

Policies 8 and 9 address location of servicing and loading areas as well as mechanical equipment. These elements of the proposal have been designed so as to create a barrier-free pedestrian environment at-grade. Further, the mechanical equipment is fully enclosed within a rooftop penthouse which is screened from view by rooftop amenity areas and landscape features.

Overall, the proposal meets the intent of the above-noted policies and features a design with setbacks and height that appropriately transition from the site to the neighbourhood context. As presented in Zoning Schedule 376, the mid-rise building is setback above the third storey in order to offer an appropriate scale comparative to the low-rise residential buildings across the street on Galt Street. The proposed low-rise townhouses are an appropriate height and scale for Aylmer Avenue. In terms of facade, materiality, and architectural elements, the proposal has been sensitively designed to incorporate elements of the existing church into its design, while creating a development that is of its time and appropriate from the context of the surrounding residential.

Massing and Scale

Policy 10 states that where no secondary plan exists for an area, the appropriateness of the proposal will rely on following criteria:

- a. “Building height, massing and scale permitted by the planned function of adjacent properties as well as the character established by the prevailing pattern of abutting development and development that is across the street.
- b. Prevailing patterns of rear and side yard setbacks, building separation and landscaped open spaces and outdoor amenity areas as established by existing zoning where the pattern is different from the existing pattern of development;
- c. The need to provide a transition between areas of different development intensity and scale as set out in policy 12 of this section”.

Policy 11 states that a shadow or wind analysis may be required to evaluate impacts of the development on adjacent properties, and to minimize or avoid impacts.

Policy 12 addresses transition and integration of buildings within their surroundings and the need to minimize conflicts of massing abutting nearby low-rise density.

Policy 13 states that building height and massing transitions will be accomplished by:

- a. “Incremental changes in building height (e.g. angular planes or stepping building profile up or down);
- b. Massing (e.g. inserting ground-oriented housing adjacent to the street as part of a high-profile development or incorporating podiums along a Mainstreet);
- c. Building setbacks and step-backs.”

In consideration of Policies 10, 11, 12 and 13 above, careful consideration was given to ensure compatibility, with the introduction of land use restrictions and building height and setback restrictions to ensure this compatibility with the surrounding residential. The proposal has been appropriately designed so as to appropriately transition with the neighbourhood and ensure the height and massing is softened and appropriate. The proposed low-rise townhouse dwellings along Aylmer Avenue are in similar height and style to the surrounding neighbourhood context and offer appropriate transition to these areas. The proposed six-storey building provides for appropriate setbacks and stepbacks with the one to three-storey podium, which is stepped back incrementally in height from the fourth, fifth and sixth stories, as demonstrated by the enclosed plans. These setbacks and stepbacks are presented in the approved Zoning Schedule 376 presented in Figure 18.

Outdoor Amenity Areas

Policy 19 states: “applicants will demonstrate that the development minimizes undesirable impacts on the existing private amenity spaces of adjacent residential units through the siting and design of the new building(s). Design measures include the use of transitions or terracing and the use of screening, lighting, landscaping, or other design measures that achieve the same objective”.

Policy 20 states that amenity areas should be well-designed and usable, examples of which include private or communal spaces such as balconies or terraces, rooftop patios and communal at-grade spaces.

The proposal includes private amenity space in the form of balconies for the six-storey building and incorporates a rooftop terrace area. These areas are appropriately setback from the streetscape and will therefore have no impact on the surrounding communities and are required to be appropriately transitioned per Schedule 376. As such, the proposal meets the intent of Policies 19 and 20.

Design Priority Areas

The subject site is designated as a Design Priority Area considering its location on a Traditional Mainstreet. As such, Policies 22, 23 and 24 address directives for proposals within Design Priority Areas.

Policy 22 addresses requirements for buildings adjacent to the public realm and the need for incorporation of specific design features. Examples of these policies applicable to the proposed development include:

1. Taller first storeys to retain flexibility or opportunity for ground floor uses in the future;
2. Location of front building façades parallel to the street with consideration for interruptions of continuous building facades at strategic locations to provide pocket parks, plazas or other open spaces that provide a supportive function to the street activity or enable views and vistas;
3. Transparent windows at grade;
4. Architectural treatments to soften the interface between buildings and the public realm;
5. Sufficient lighting sources for public uses after dark and to accentuate and animate buildings; and,
6. Façade treatments that accentuate the transition between floors and interior spaces...

Policy 23 outlines the need for public realm improvements incorporated into the proposal including: weather protection elements; shade trees, median planting and treatments and other landscaping; wider sidewalks and enhanced pedestrian surfaces; and, coordinated furnishings and decorative lighting.

Policy 24 states that “the massing and scale of development will define and enclose public and private spaces (e.g. streets, parks, courtyards, squares) using buildings, structures and landscaping; and relate to the scale and importance of the space they define (e.g. street width to height ratios)”.

Overall, the proposal achieves the intent and purpose of the Policies of Section 4.11 of the Official Plan, as amended by Official Plan Amendment 150 (OPA 150).

6.0 URBAN DESIGN GUIDELINES: TRADITIONAL MAINSTREETS

The purpose of the Urban Design Guidelines for development along Traditional Mainstreets (2006) is to provide urban design guidance at the planning application stage in order to assess and achieve appropriate development along Traditional Mainstreets.

Per the Official Plan, Mainstreets offer significant opportunities for intensification through compact forms of development, mix of uses, and a pedestrian-friendly environment. Though the proposed development does not immediately abut Bank Street, its design and use will complement the planned function of Bank Street as a Traditional Mainstreet, while maintaining compatibility with its surrounding context, including low-rise residential uses as well as the non-residential uses provided by the existing church.

Objectives

To promote development that will enhance and reinforce the recognized or planned scale and character of the streets.

- ⟨ The proposed development maintains the community and cultural presence of the Church at the corner of Bank Street and Aylmer Avenue. Through the introduction of stepbacks and complementary materiality, the design of the proposed buildings are compatible with the scale and character of the church and provides an appropriate, mirror-like transition to the existing development east of Bank Street where the Royal College of Physicians and Surgeons of Canada is located.

To promote development that is compatible with and complements its surroundings.

- ⟨ The proposal provides a mix of density and building types within an established residential area that is has access to a wide range of amenities, public transit, and pedestrian and cycling facilities.

To achieve a high-quality built form and strengthen building continuity along Traditional Mainstreets.

- ⟨ The proposed development is designed to complement the materiality and built form of nearby existing landmarks within Old Ottawa South (for example, Southminster United Church, Ottawa Library – Sunnyside Branch, and the Royal College of Physicians and Surgeons of Canada). The presence of the townhouses along Aylmer Avenue and the three-storey podium of the mid-rise condo building along Galt Street frame the streetscape and provide continuity.

To foster compact, pedestrian-oriented development linked to street level amenities.

- ⟨ The proposal breaks up the westerly portion of the site by incorporating two residential building types separated by an internal laneway. The site maintains a pedestrian-oriented presence by eliminating view of parking from the street and by providing a well-landscaped internal laneway with materiality that complements the pedestrian realm.
- ⟨ The materiality and building design provide glazing, windows and balconies that allow for an interactive relationship with the street.

To accommodate a broad range of uses including retail services, commercial uses, offices, residential and institutional uses where one can live, shop and access amenities.

- ⟨ The proposal introduces a respectful residential density on the periphery of a Traditional Mainstreet where residents can enjoy access to nearby amenities and multi-modal connections.

The proposed development meets the Objectives of the Design Guidelines for Traditional Mainstreets by creating a sensitively designed residential development that will function safely and efficiently and will be compatible with and complementary to its surrounding context.

7.0 URBAN DESIGN AND ZONING STUDY, 2003

The Urban Design and Zoning Study dated June 26, 2003 has the status of a Council approved study, and deals with land uses, building heights and density for the areas adjacent to Bank Street. The study indicates that no zoning changes are proposed is proposed for the institutional site. Of note, the proposed institutional use along Bank Street will remain unchanged with the proposed development of the westerly portion of the site. The objectives of the study are set out as follows:

“Even though the Old Ottawa South Neighbourhood Plan was developed and approved in 1929, almost 25 years ago, the vision contained in the Plan for the community was of a medium density, pedestrian-oriented urban neighbourhood with a variety of small scale shops and commercial activity which primarily serve the neighbourhood, but that may also attract a city wide clientele. This vision continues to be relevant today; the community believes that the primacy of the pedestrian is very important on Bank Street and that an attractive, densely developed and diverse retail environment should be created along Bank Street.”

Based on this, the objectives of the study relate to medium density; pedestrian-oriented urban neighbourhood; variety of small-scale shops and commercial activity which primarily service the neighbourhood. These principles relate to commercial development, whereas the proposed development is for a low- and medium-density mix of residential buildings. Within the study, these objectives are said to be in line with the Official Plan policies regarding Mainstreets. As such, the proposal meets the intent of the Study.

8.0 ZONING BY-LAW

The subject site was recently rezoned from I1A – Minor Institutional, Subzone A, to TM[2429] S376 – Traditional Mainstreet, Exception 2429, Schedule 376 (By-law 2017-405) within the City of Ottawa’s Zoning By-law 2008-250. The former I1A zoning reflected the site’s use as a place of worship for the Southminster United Church and did not permit the residential uses proposed for the westerly portion of the site. The approved rezoning per By-law 2017-405 now permits a mixed-use development consisting of the existing place of worship, a six-storey apartment building and four townhouse dwellings.

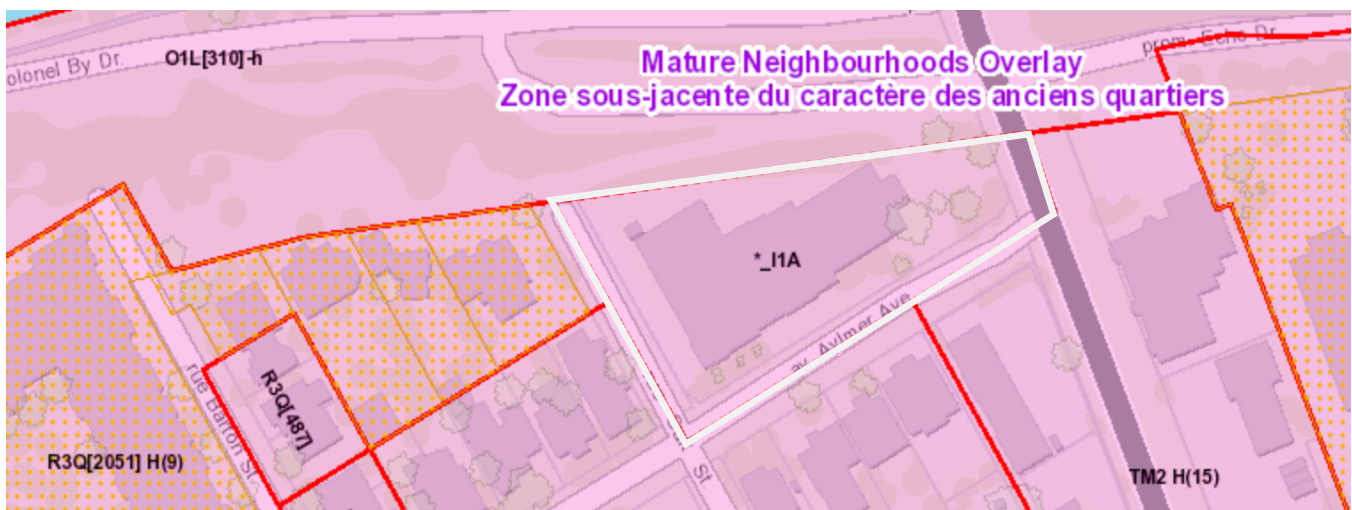


Figure 17. Former zoning indicated as under appeal – note that the appeal was overturned by the OMB (site outlined in white)

8.1 Zoning By-law Amendment, By-law 2017-405

As previously noted, in order to permit the redevelopment, the subject site was recently rezoned from I1A – Institutional, Subzone A, to TM [2429], S376 Traditional Mainstreet, Exception 2429, Schedule 376. The rezoning was approved by Council on December 18, 2017 and later appealed to the former OMB (now LPAT). The appeal was heard on March 2nd to 6th 2020 and dismissed in the decision dated April 9, 2020. As such, the approved zoning now applies.

Table 4 consists of the site-specific zoning exception provisions for the site, and Figure 18 presents the approved schedule which accompanies the TM zoning. The proposed development and associated Application for Site Plan Control will to maintain the standards as set out by the approved zoning.

Table 4. Zoning exception provisions

Exception Provisions				
I Exception Number	II Applicable Zone	III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
2429	TM[2429] S376	– Townhouse dwellings		<ul style="list-style-type: none"> – Maximum building heights and minimum yard setbacks are shown on Schedule 376. – Only residential uses are permitted in Areas B, C, D, E, F and G as shown on Schedule 376. – Townhouse dwellings are only permitted within Area G of Schedule 376. – A maximum front yard setback does not apply. – Permitted projections are not subject to the heights shown on Schedule 376. – All parking must be located within a building. – One double traffic lane driveway measuring a minimum of 4 metres wide is permitted and only from Galt Street, including that portion on the ramp leading to the parking garage. – Section 197(13) regarding building entrances does not apply. – Section 139 does not apply – The lot is considered one lot for zoning purposes.

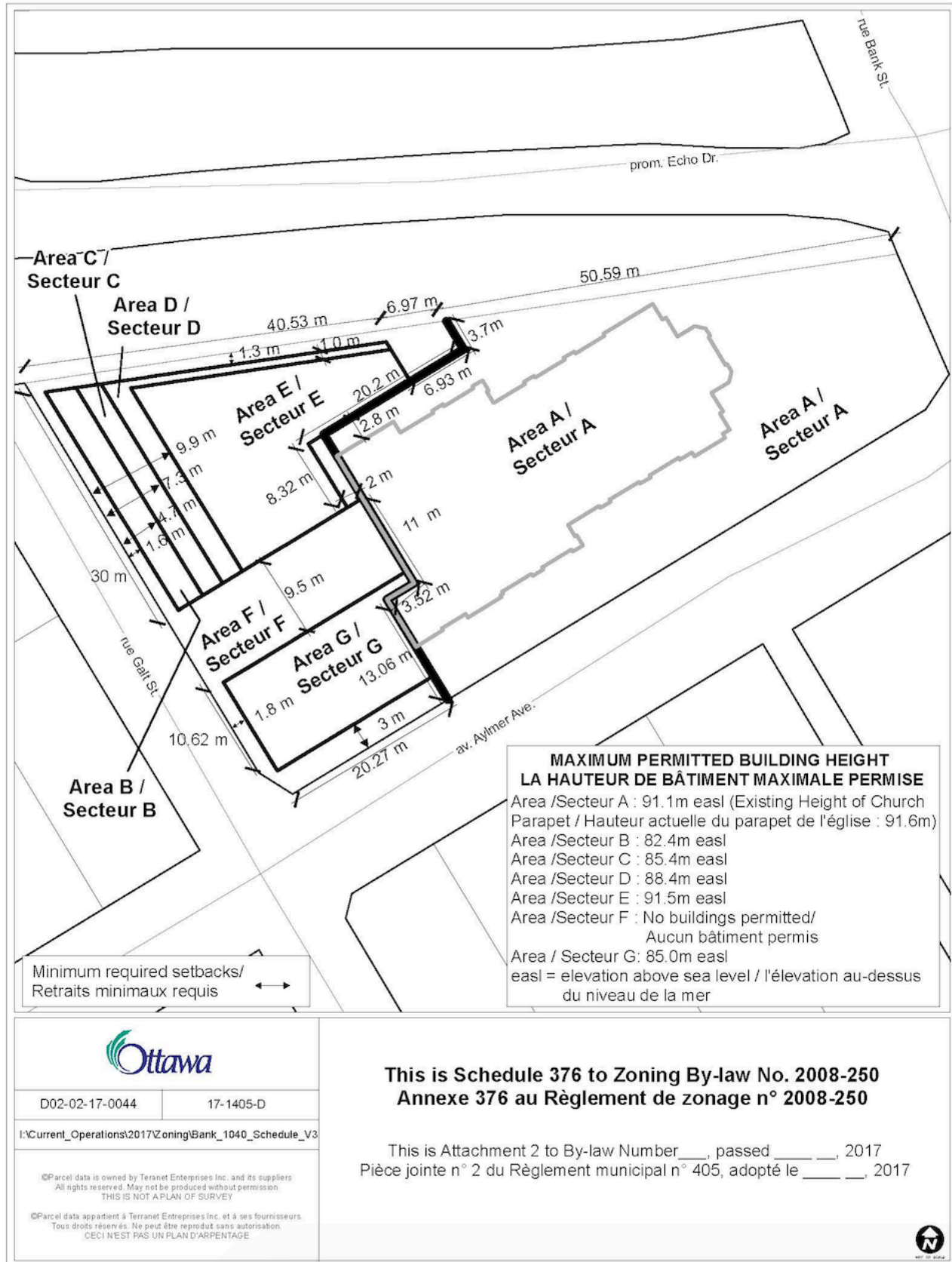


Figure 18. Zoning Schedule 376

9.0 SUPPORTING STUDIES & MATERIAL

The following supporting studies and material were completed in support of the Zoning By-law Amendment submitted in 2017 and will support the current Application for Site Plan Control. Additional plans and studies have been completed and/or updated in support of the current Application for Site Plan Control. Please refer to the documents by each respective consultant included within this submission for further information.

9.1 Assessment of Adequacy of Public Services & Storm Water Management Brief

An Assessment of Adequacy of Public Services report was prepared by David Schaeffer Engineering Ltd. (DSEL) dated May 2017. The report found that the contemplated water supply design conforms to all relevant City Guidelines and Policies, that the municipal system is capable of delivering water within the Water Supply Guidelines pressure range, and that based on the FUS calculation, the site has adequate fire protection.

Regarding wastewater, the report states that the site is tributary to the Rideau River Interceptor, and that based on the existing sanitary analysis, the local sanitary sewers have the capacity to convey the additional flow anticipated from the proposed development. The proposed wastewater design conforms to all relevant City Standards.

Regarding stormwater, the report found that the post-development allowable release rate was calculated as 19.5 L/s, and that an estimated 33.3 m³ will be required to meet this release rate. The proposed stormwater design conforms to all relevant City Standards and Policies for approval, and it is anticipated that quality controls are not required as there is no contemplated surface parking.

Please refer to the report for further details.

9.2 Geotechnical Study / Slope Stability Study

A Geotechnical Investigation report was prepared by WSP Canada Inc., dated March 2017. The report included a review of the geotechnical conditions and contained recommendations relating to the proposal. The report provides design and construction works recommendations relating to the following:

- Frost protection
- Seismic considerations
- Site grading
- Slabs on grade
- Lateral earth pressures
- Basement wall backfill and drainage
- Backfilling and compaction
- Excavations and groundwater control
- Site services
- Pavement design
- Corrosion and cement type
- Slope stability

Please refer to the report for further details.

9.3 Roadway Traffic Noise Feasibility Assessment

A Roadway Traffic Noise Feasibility Assessment was prepared by Gradient Wind Engineering Inc. dated May 8, 2017. The assessment found that the major source of transportation noise is Bank Street, Colonel By Drive and Queen Elizabeth Drive. The noise levels predicted due to roadway traffic exceed the criteria listed in Section 4.2.1 for building components on the 6-storey residential building.

As per City of Ottawa requirements, the completion of detailed STC calculations will be required prior to a building permit application for each unit type.

Please refer to the report for further details.

9.4 Phase I/II ESA

A Phase One Environmental Site Assessment (ESA) was prepared by WSP Canada Inc. dated February 2017. The purpose of the ESA was to research the past and current use of the subject site and adjacent properties and identify any environmental concerns with the potential to have impacted the subject site.

The Phase One ESA recommended that a Phase Two ESA be completed for the site, to investigate soil and groundwater quality in the vicinity of the identified areas of potential environmental concern (APEC) and assist in the preparation of a remedial or risk management strategy for the development of the site, if required.

A Phase Two ESA was completed by WSP Canada Inc. in February of 2017. The following conclusions are based on the results of the Phase Two ESA:

- No contaminants were identified to be present in groundwater samples.
- It is interpreted that elevated SAR in surficial soil samples collected on site is related to road salting activities during winter months. According to Section 43(3) of O. Reg. 153/04, this is not considered to be contamination.
- No further contaminant investigations are recommended to be completed to support the [proposal].

Please refer to the report for further details.

9.5 Environmental Impact Statement

An Environmental Impact Statement (EIS) was prepared by Kilgour & Associates Ltd. dated April 26, 2017. The report stated that no species-at-risk or their habitat or natural heritage features are likely to be impacted by the proposed development, nor would it impact adjacent wildlife habitat. Three ornamental trees on site (along Aylmer Avenue) will need to be removed during project development and mitigation measures will be implemented to protect retained trees on site and wildlife species that may use them.

Please refer to the report for further details.

10.0 CONCLUSION

Located in Ottawa's Old Ottawa South neighbourhood, the subject site municipally known as 1040 Bank Street is a large site within the urban area with frontage along Bank Street, Aylmer Avenue, and Galt Street. The site presently contains a church and associated assembly hall use, which is a visual and cultural landmark for the community. The proposal is to develop the westerly portion of the site to introduce a residential area containing a six-storey apartment building and four townhouse dwellings. The proposal has been sensitively designed to fit the surrounding neighbourhood context, and the site has been recently rezoned to accommodate this type of use.

The proposed development consisting of a mid-rise residential building, four townhouses, and an internal laneway dually serving as a courtyard, will retain the presence of the Southminster United Church and enhance the surrounding area with a compatible and efficient use of the land. The residential building types, configurations, and locations have been tailored specifically to the characteristics of the site and its immediate surroundings to ensure the development fits and works within the neighbourhood.

The site was recently the subject of an application to rezone the site from I1A – Minor Institutional, Subzone A, to TM [2429] S376 – Traditional Mainstreet, Exception 2429, Schedule 376 to permit residential uses and site-specific performance standards for the proposed development. A high level of detail has been undertaken in support of the rezoning which is reflected in the subsequent Application for Site Plan Control. As demonstrated within this report, and supported by the required studies and plans for the previous rezoning as well as current Site Plan Control application, the proposal is consistent with the Provincial Policy Statement, conforms to the Official Plan, conforms to the Urban Design Guidelines for Traditional Mainstreets, and complies with the newly approved provisions of the Zoning By-law.

Overall, the proposed design and land use is compatible with and desirable for the immediate and surrounding context and represents good land use planning.

Respectfully submitted,



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