

8 IMPLEMENTATION AND PHASING

The Bank Street CDP is an action-oriented plan that should be easy to understand and that provides clear direction on how the plan will be implemented. It will take both public action and private redevelopment activity for significant elements of the CDP recommendations to be realized within its 20-year timeframe. The implementation approach involves infrastructure improvements, investment in capital projects, zoning by-law amendments, and development incentives from the public sector. This chapter outlines these requirements and prioritizes them in a phasing strategy.

8.1 OFFICIAL PLAN AMENDMENT

The Bank Street CDP, once approved, is an adopted plan by Council. It does not require an amendment to be part of the Official Plan. However, the City will adopt a secondary plan to give more weight to the vision and design principles, as well as the land use and design policies.

8.2 ZONING BY-LAW AMENDMENT

The CDP recommends an amendment to the Comprehensive Zoning By-law to accommodate specific provisions for built form, land use, and parking. The proposed zoning changes will be brought forward for approval at the same time as this CDP and the Secondary Plan. The following list

summarizes the zoning amendments that accompany this CDP. The zoning by-law amendment report (separate from this CDP) will detail the technical provisions and conditions.

8.2.1 CLARIFYING WORDING IN AM1 SUBZONE

In the Comprehensive Zoning By-law, the provision for AM1 Subzone regarding floor space index is unclear in its meaning for non-residential uses (Section 186 (1)(a)). It is proposed to clarify its meaning and revise the wording from:

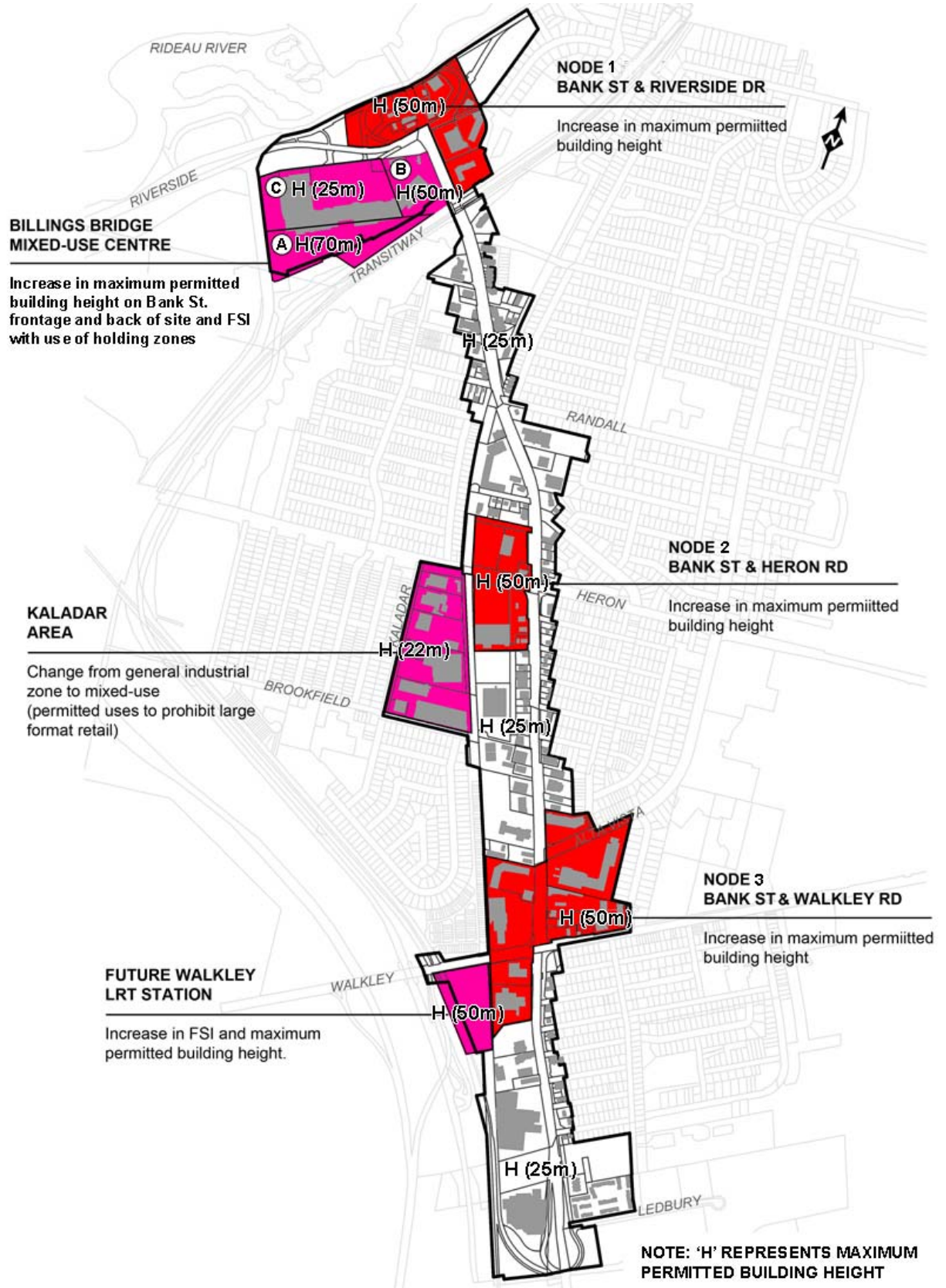
Only 50% of the permitted floor space index may be used for the non-residential uses

And amended to:

No greater than 50% of the maximum permitted floor space index may be used for the non-residential uses.

The intent of this provision is to encourage mixed-use development; for example, to encourage ground floor non-residential uses and residential uses on the second floor if the total permitted FSI is used. This is a technical amendment for clarity and it has no effect on the intent or application of the current zoning provision.

Figure 8.1 | Proposed Zoning By-law Amendments for Maximum Building Height and Floor Space Index



8.2.2 BILLINGS BRIDGE MIXED USE CENTRE

In the Official Plan (OP), the Billings Bridge Plaza is located within a designated Mixed Use Centre, which encourages a compact, high density mix of uses. The Billings Bridge Mixed Use Centre is zoned MC[1341]F(1.0)H(25), which limits the development envelope for an area that is identified in the OP for intensification.

Billings Bridge Plaza is adjacent to a rapid transit station. The OP encourages higher densities along the Transitway. The current zoning permits up to 8-storey buildings but limits total gross floor area to one times the property area (since maximum FSI is 1.0). This existing development envelope has less development potential and density than the AM zoning (maximum FSI is 2.0, increasing to 3.5 if 80% of parking is below grade) per hectare.

Therefore, the zoning for Billings Bridge should be reflective of the OP intent for Mixed Use Centres, particularly along the Transitway.

- i. The zoning should be amended to MC[1341]F(2.0)H(50)-h, permitting a greater FSI of 2.0 and sculpting the permitted height on site. The zoning increases the maximum building height to 50 metres along Bank Street, 25 metres along Riverside Drive, and 70 metres at the rear portion of the site near the transit station. Holding zone provisions are also placed on the site to ensure development unfolds in a coherent, practical manner (refer to Figure 8.1);
- ii. A new holding provision (-h) will be placed on the site to locate three sub-zones where varying levels of requirements will be in place to lift the holding provision.
- iii. As shown on the zoning diagram for the property occupied by Billings Bridge Plaza, the proponent will be required to develop a

master concept plan for the site that comprises of Areas A, B, and C as part of the conditions to lift the holding zone. The master concept plan is required at the site plan control phase, once the FSI for the site surpasses 1.0;

- iv. To lift the holding zone in Areas B and C the proponent will be required to submit servicing and traffic studies to the satisfaction of the City that supports the level of development.
- v. Additionally, to lift the holding zone in Area C, the proponent will be required to provide a new access to the interior of the site from Data Centre Drive.
- vi. Billings Bridge site is part of Node 1 in the CDP. Additional zoning rules apply to development fronting Bank Street to implement minimum built form design requirements, as explained in Section 8.2.3.

8.2.3 NODES

With the zoning that is already in place, the whole CDP corridor will gradually intensify over time. Nodes are areas where more intensification is likely to occur due to the proximity of existing and/or future transit stations and designated transit corridors. In addition, the development potential of parcels within nodes is higher due to their size. Larger parcels of land have a greater potential for redevelopment because there is a larger building envelope and can accommodate more building height.

Three nodes are identified in the corridor: Bank Street between Riverside Drive North and the Transitway Bridge (Node 1), Heron Road and Bank Street (Node 2), and Alta Vista Drive / Walkley Road and Bank Street (Node 3) as shown on Figure 8.1 and discussed in Chapter 5. The following regulations apply to development within nodes:

- i. The permitted maximum building height will be increased to 50 metres (equivalent to

- approximately a 16-storey residential building or a 13-storey office building). If the site is adjacent to a low-rise residential area, the maximum building height is only permitted when it is more than 30 metres from a property line abutting a residential zone (R1 to R4);
- ii. For non-residential and mixed-use buildings, a maximum building setback of 3.0 metres from the front property line will be required (5.0 metres if the site is adjacent to overhead hydro wires and poles), although gas stations will be exempted;
- iii. A minimum continuous built frontage of 70% along Bank Street will be required, except for small lots (refer to Section 5.1) or gas stations; and
- iv. Existing buildings that are expanded to a maximum 25% of the existing gross floor area are exempted from meeting the maximum front yard setback and continuous built frontage zoning provisions.

8.2.4 KALADAR AREA

The Kaladar area (bounded by Heron Road, Kaladar Avenue, Brookfield Road, and former CPR tracks) is a legacy industrial area from when this portion of Bank Street was a highway and the rail line was active. Much of the surrounding area has changed, with nearby residential neighbourhoods maturing and the number of commercial uses increasing over time along Bank Street.

In the Official Plan, this area is designated as General Urban and the zoning is IG1[270]. The current zoning is a General Industrial subzone category with exception provisions specific to the Kaladar Area. The area is not an Employment Area in the Official Plan. The CDP proposes to amend the zoning to reflect the contemporary conditions of today and to meet the Official Plan's intention of permitting the development of a wide range of housing and employment choices.

- i. The zoning should be amended to change from the general industrial subzone (IG1) to a General Mixed-use Subzone (GM-X) that would permit a wider range of uses while still retaining a limited list of light industrial uses. The list of permitted uses is based on their compatibility and sensitivity to the existing residential land uses that are nearby. Uses that create excessive nuisances such as noise, odour, air emissions, heavy vehicle traffic or aesthetic issues with outside storage will not be permitted;
- ii. The industrial uses of the IG zone that will be prohibited (which are currently permitted under IG1) are: crematorium; drive through facility; heavy equipment and vehicle sales, outdoor amusement park, rental, and servicing; leaf and yard waste composting facility; storage yard; truck transport terminal; and waste processing and transfer facility (non-putrescible);
- iii. The following non-residential uses in the General Mixed Use Zone will be permitted in the GM-X:
 - Amusement park, limited to an indoor entertainment facility
 - animal care establishment
 - animal hospital
 - artist studio
 - bank
 - bank machine
 - broadcasting studio
 - catering establishment
 - community centre
 - community garden
 - community health and resource centre
 - convenience store
 - day care
 - diplomatic mission
 - emergency service
 - home-based business

- home-based day care
 - instructional facility
 - library
 - light industrial uses
 - medical facility
 - office
 - park
 - parking garage
 - parking lot
 - personal service business
 - place of assembly
 - place of worship
 - production studio
 - recreation and athletic facility
 - research and development centre
 - service and repair shop
 - technology industry
 - training centre
 - warehouse
- iv. The following non-residential uses in the General Mixed Use Zone will be permitted in the GM-X, only if the property fronts onto Heron Road:
- Car wash
 - Gas bar
 - Automobile service station
- v. The following non-residential uses in the General Mixed Use Zone will be permitted in the GM-X, only if the total gross floor area of these uses does not exceed 2,999 square metres and each individual use is no greater than 300 square metres of gross floor area:
- Restaurant
 - Retail food store
 - Retail store
- vi. The following residential uses in the General Mixed Use Zone will be permitted in the GM-X:
- Apartment dwelling, low rise
 - Bed and breakfast
 - Converted dwelling
 - Detached dwelling
 - Diplomatic mission
 - Duplex dwelling
 - Group home
 - Link-detached dwelling
 - Multiple attached dwelling
 - Planned unit development
 - Retirement home
 - Rooming house
 - Secondary dwelling unit
 - Semi-detached dwelling unit
 - Stacked dwelling
 - Three unit dwelling
- vii. The zoning provisions for front, side and rear yard setbacks will be similar to the existing General Industrial Zone (for the industrial uses) and the General Mixed Use (for residential and commercial uses).
- viii. The maximum building height will be the same as what is currently permitted in the existing zone (22 metres).
- ix. The new GM-X zone is not intended to permit large format retail uses, and the exception provisions of IG1[270] will be kept. The exception limits each non-residential use to up to 300 square metres of gross floor area and a cumulative total gross floor area of non-residential uses up to a maximum 2,999 square metres.

8.2.5 FUTURE WALKLEY LRT STATION AREA

The existing zoning of the land adjacent to the east side of the future Walkley LRT transit station is General Mixed-Use. To promote transit oriented development and higher density uses near the rapid transit system, and to be of similar zoning to the node areas, the development potential of this site can be improved by:

- i. Amending the zoning of the site from GM[1404]F(1.3)H(35) to GM[1404]F(2.0)H(50)-h, which increases the permitted maximum building height to 50 metres and increases the maximum

permitted Floor Space Index to 2.0, which is in line as the proposed zoning amendment for the node areas.

- ii. To remove the holding symbol, the proponent will be required to submit a servicing and traffic study to the satisfaction of the City that supports the proposed level of intensification.
- iii. The development of sites on the southwest side of Walkley and Bank must provide publicly accessible walkways to the future LRT station.

8.2.6 PARKING PROVISIONS

The minimum parking space rates are categorized by land use and area in the Comprehensive Zoning By-law. However, the study area is currently divided into two parking rate areas, with the boundary being Heron Road. Therefore, two different parking standards were being applied to the study area.

The study area north of Heron Road is under the parking provisions for Inner Urban Area and the study area south of Heron Road is under the provisions of Suburban Area. Since some sites in the study area, particularly smaller lots, may have difficulty meeting the minimum parking space rates under the Suburban Area parking standards, the Inner Urban Area parking standards should be applied. The Inner Urban Area rates for parking spaces are lower than the Suburban Area minimum parking space rates.

- i. The parking requirements in the study area should be changed so that the Inner Urban Area parking provisions apply to all properties along Bank Street between Heron Road and Walkley Road.
- ii. Parking requirements for one lot may be located on another lot within the same block, or on the immediate opposite side of street. This should provide more options to developers when designing their site and

may encourage coordinated development schemes between neighbouring sites.

Parking Management

As part of the parking management strategy, a municipal parking lot is proposed along Wildwood Avenue. This lot would provide parking for nearby businesses, particularly those near Heron Road and Bank Street, and between Heron Road and Alta Vista Drive. The City should allow the use of cash-in-lieu of parking for redevelopment of the small lots in these areas that may have difficulty meeting parking requirements.



Potential municipal parking lot location along Wildwood Avenue (Google Maps, 2011)

Currently, parking is provided on-site on private property, or on-street on side streets. In addition to the City initiating a study for the proposed municipal parking lot, the City may study the demand for on-street parking, including on Bank Street at some future date.

8.3

CAPITAL PROJECTS

There are several City infrastructure projects that may soon be initiated or implemented following the adoption of this CDP. It is critical that these projects integrate the recommendations of the CDP. They are:

1. **Bank St. Reconstruction Project** – The detailed design should be updated to reflect the CDP’s guidelines and recommendations for the functional components of the proposed right-of-way cross-section and public realm improvements along the streetscape;
2. **Billings Bridge Reconstruction: Environmental Assessment and Preliminary Design** – The bridge will undergo rehabilitation in the short term to address existing structural deficiencies. While the interim work is underway, an environmental assessment (EA) should be initiated for the expansion of the bridge deck to accommodate two cycling lanes. In conjunction with the bridge reconstruction work, the EA and preliminary design should include the proposed Gateway Outlook Project at Riverside Drive North and Bank Street, outlined in Section 6.1.3. This Gateway will provide an entrance feature and platform for pedestrians and cyclists to better manoeuvre the Bank / Riverside intersection.
3. **Municipal Parking Lot** – Acquire land for a municipal parking lot. Refer to Section 8.5.
4. **Conversion of Westerly Ramp between Riverside Drive North and South into Road** – The conversion of the geometry of the existing one-way ramp into a regularized one-way road (with future option as a two-way road) on the west side of Bank Street will improve access for larger property developments in between the two Riverside Drives, and access to the Billings Bridge site.
5. **Signature Public Art** – During the design phase of the reconstruction of Bank Street and Billings Bridge, it is crucial that the City initiates a public art process. The CDP recommends four strategic public art locations: gateway lookout at Billings Bridge, under Transitway Bridge, Alta Vista and Bank Street intersection, and at new park near Ledbury Park.
6. **Billings Estate Museum** – The City should improve the existing pathway from Riverside Drive to the Museum and improve the way-finding signage to direct visitors from Riverside Drive and Bank Street to the improved pathway.
7. **Bruce Timmerman Park** – This will be the northern entrance of the Greenway Linear Park. The CDP recommends that this park be reconstructed to include more recreational uses such as seating areas, play structures, drinking fountains.
8. **Ledbury Park Area Connection Improvements** – Improved connections are needed from Ledbury Park area to cross Bank Street and access the Greenboro Transit Station. These improvements should include formalizing the pathway with landscaping and slope mitigation. This pathway is located near the beginning of the bridge that crosses the CNR rail tracks.
9. **New Parkette near Home Depot and the Ledbury Park community** – The City should develop a new parkette and connection to the Sawmill Creek pathway system (underpass or overpass over rail line and Transitway).
10. **Community Garden** – Lands within the Hydro corridor near Ledbury Park should be used for a community garden. The City should initiate negotiations with the utility to permit this garden.
11. **Multi-use Pathway at Brookfield Road to Bank Street** – Improve the pathway so that it meets Crime Prevention through

Environmental Design (CPTED) guidelines, including adding lighting and widening the pathway.

12. **Bike lanes on the Bank Street Bridge over CN Rail Line** – Cycling lanes should be added to the bridge to connect the new bicycle lanes along Bank Street to the existing bicycle lanes located on the south side of the bridge. The connecting cycling lanes should be added when the bridge deck is reconstructed. As an interim solution, the City should review the feasibility of developing a cycling connection under the bridge if the reconstruction of the bridge structure is not slated within the CDP’s planning horizon.
13. **Linkage to Data Centre Drive and Billings Bridge Station** – The City should initiate a design process with the NCC to develop alternative concepts for a pathway that connects the community on the south side of the Transitway to Data Centre Drive and Billings Bridge transit station. This would require crossings of Sawmill Creek, the VIA Rail corridor, and the Transitway. The City will assess the feasibility of at-grade, underpass, or overpass options to cross the Transitway.

8.4 IMPROVEMENTS THROUGH PRIVATE REDEVELOPMENT

The study area will change over time as landowners bring forward development applications that go through the site plan approval process. During the site plan approval process, the City should ensure that strategic locations for public space and multi-use pathway connections are reflected in site plans and retained through parkland dedications.

The public space and pathway connections to be acquired or protected are:

1. Central public amenity space at Billings Bridge Plaza;
2. Improvements to the east-west accesses to the Billings Bridge transit station;
3. New vehicular access from Data Centre Drive to Billings Bridge Plaza and improved cycling facilities along to Data Centre Drive connecting to existing and proposed pathways;
4. Pathway from the future Walkley LRT station to Bank Street; and
5. Sections of the Greenway Linear Park that are under private ownership.

8.5 PROPERTY ACQUISITIONS AND EASEMENT PERMISSIONS

The redevelopment of certain lands in the study area is important towards achieving the complete vision and principles of the CDP. However, site plan control and plan of subdivision applications alone may not permit the City to acquire all the land needed to develop these key linkages and infrastructure projects. Therefore, another option the City can use to acquire this land would be to enter into user agreements such as easement permissions on private roads.

The City should:

1. Acquire lands on or around Wildwood Avenue for a municipal parking lot;
2. In the short-term, the City will encourage the landowners on both sides of Wildwood Road to enter into user agreements on the private road upon the receipt of any planning applications from the owner(s) of Wildwood Road. If there is any major redevelopment of the Canadian Tire site involving a change of use (i.e., to mixed

use or residential), and/or if there is a significant increase in the intensity of the use of the site (i.e., developed to 1.0 FSI or greater), the City should examine the need to convert Wildwood into a public road or a private road developed to public standards. If reconstructed, Wildwood Avenue should also have an access to Bank Street opposite of Erie Avenue (or in that vicinity depending on the detailed design);

3. Negotiate an easement agreement (if required) for Glenhaven Private so that cyclists and pedestrians can access the south end of the Greenway from Walkley Road;
4. Acquire minimal property takings required for the Bank Street Reconstruction project, as confirmed through detailed design; and
5. Acquire the remaining portions of the proposed Greenway Linear Park that cannot be retained through site plan approval. These portions would be acquired through acquisition or easement agreements.

8.6

DESIGN REVIEW PANEL

Development applications that are within the Arterial Mainstreet Zone and Mixed-use Zone, and meet certain threshold requirements, are subject to review by the Design Review Panel. The Panel should pay particular attention to proposals located in the designated nodes and mixed-use areas when reviewing applications from the study area. The CDP along with the Urban Design Guidelines for Developments along Arterial Mainstreets and Transit-Oriented Development Guidelines provide guidelines to achieve quality development that achieves the vision of the CDP and complements the community.

The Design Review Panel should have particular regard for appropriate height transitions between taller elements and adjacent low rise residential areas.

8.7

PARTNERSHIPS

The CDP will be achieved through Council support, community involvement, and partnerships. The following partnerships should be pursued by the City.

Business Improvement Area (BIA)

There should be a creation of one or more business improvement areas (BIA) within the corridor. A BIA would help form partnerships between the business community and the City, and may help implement certain aspects of the CDP. As the corridor is 3.2 kilometres long it may be more appropriate to have several BIAs that service the CDP study area. Bank Street between Heron Road and Walkley Road is a good candidate for one BIA, as there is an existing mix of small and large businesses, the beginning of a mainstreet feel, and the entrance to the Alta Vista community.

National Capital Commission (NCC)

The City and the NCC should work together in developing the Gateway Outlook Project at the Rideau River. This project will serve as a gateway into the CDP area as well as a lookout point to the River. The project will also serve as the connection to cross Bank Street and access the NCC multi-use pathway. The NCC is currently undertaking the Capital Urban Lands Master Plan and the City should submit a recommendation that the Gateway Outlook Project be made part of the Master Plan.

In addition, the City should work with the NCC during the design process for the pathway crossing

at Sawmill Creek to connect the community on the south side of the Transitway to the Billings Bridge transit station and Data Centre Drive. This crossing would be part of the overall connection required, which includes an underpass crossing at the VIA rail corridor and a crossing of the Transitway.

8.8 ECONOMIC DEVELOPMENT INCENTIVES

The CDP study area will experience public investment through various capital projects and the reconstruction of Bank Street. However, to encourage private investment into the CDP area, certain property owners would benefit from having targeted incentives to remove any barriers to redevelopment. This can be achieved using a Community Improvement Plan (CIP).

Only portions of the study area currently demonstrate the need for measures under a CIP. The study area is generally occupied by viable businesses and, although there may be room for aesthetic improvement, there is little evidence of extensive dereliction. The permissions that exist or will exist in the amended zoning should give incentive for sites to redevelop. The area between the two Riverside Drives is a primary concern since there are already vacant and underutilized lands in this area.

If there is limited private redevelopment activity occurring between the two Riverside Drives within five years, the City should consider adopting incentives under a CIP. These would include:

1. Incentives for façade renewal along Bank Street; and
2. Tax equivalent grants for redevelopment of sites and development charge exemption or rebate grants for properties between Riverside Drive North and South.

As the study area includes some legacy industrial area near former rail lines or past and existing automotive related uses, there may be contaminated sites. Affected property owners should be encouraged to apply to the City of Ottawa Brownfields Redevelopment Program.

If there is limited redevelopment activity of former industrial or automotive sites within five years, the City should reassess the market conditions and consider broadening the application of the CIP provisions to nodes.

8.9 PHASING STRATEGY

To ensure a coherent approach to implementation, the initiatives and projects outlined in this CDP have been assigned a realistic timeframe for development. The phasing strategy of the CDP is broken down into three timeframes: the “short term” is considered the next five years (2012-2017) and the initiatives and projects listed in this timeframe are a high priority; the “medium term” is considered 5 to 10 years (2017-2022); and, the “long term” is considered in more than 10 years, until the end of the planning period and even after (2022-2031+). In the long term, market conditions may have matured and other CDP projects will have been completed.

The City is responsible for initiating many of the initiatives and projects outlined in the CDP recommendations. The phasing strategy prioritizes the order of the initiatives and projects to be implemented, as they will be catalysts for redevelopment and new development in the study area.

Table 8.1 lists the CDP short, medium, and long term initiatives and projects.

Table 8.1 | Phasing Plan for CDP Initiatives and Projects

Time Frame	CDP Initiatives and Projects
Short Term (2012-2017)	<ul style="list-style-type: none"> ➤ City initiated Official Plan Amendment and Zoning By-law Amendment ➤ Undertake a Transportation Management Implementation Plan (TMIP) if deemed required based on anticipated traffic conditions ➤ Create a BIA to involve businesses and property owners in the redevelopment of the CDP study area (may be more than one) ➤ Bank Street Reconstruction as per CDP’s proposed cross-section and streetscape concepts that include bike lanes, pedestrian amenities and landscaping ➤ Billings Bridge Reconstruction and Gateway Outlook Project (EA is scheduled for 2012 to 2014). ➤ Access improvements to the Billings Bridge transit station, including east-west connections. ➤ Initiate study on the provision of municipal parking in the CDP area. Recommended location for municipal parking lot is along Wildwood Avenue ➤ Work with private landowners to pursue a continuous mutual access to Wildwood Avenue with connections to both Heron Road and Bank Street ➤ Acquire parkland through parkland dedications and cash-in-lieu of parkland taken during site plan control applications for the Greenway Linear Park (on-going throughout CDP planning period). The City may also purchase remaining portions needed to complete the Linear Park, if necessary ➤ Start-up of City’s Public Arts Program in CDP area ➤ Community garden within hydro corridor near Ledbury Park ➤ Feasibility study of cycling connection under Bank Street Bridge (south of Walkley Road) to cross Sawmill Creek and CNR tracks.
Medium Term (2017-2022)	<ul style="list-style-type: none"> ➤ Acquisition of lands for the Greenway Linear Park that cannot be acquired through site plan control applications, with particular focus on portions between Bruce Timmerman Park and Heron Road ➤ Ledbury Park area connection and greenspace improvements, including new park near Home Depot site and public art installation ➤ Conversion of 1-way ramps into normalized roads on either side of Bank Street between Riverside Drive North and South

Time Frame	CDP Initiatives and Projects
	<ul style="list-style-type: none"> ➤ Tax equivalent grants and development charge exemptions (or rebate grants) and incentives for façade renewal along Bank Street for properties between Riverside Drive North and South ➤ Within the Nodes, if necessary, tax equivalent grants and development charge exemptions (or rebate grants) and incentives for façade renewal for properties ➤ Improve pathway from Riverside Drive to Billings Estate Museum and install wayfinding signage ➤ Improve multi-use pathway from Brookfield Street to Bank Street ➤ Reconstruct Bruce Timmerman Park ➤ Negotiate an easement agreement on Glenhaven Private for access to the Greenway Linear Park ➤ Depending on the future redevelopment (from change of use or significant increase in density) of the southwest development block near Heron Road and Bank Street (refer to Figure 5.3), the City may acquire Wildwood Avenue and convert into a public road.
<p style="text-align: center;">Long Term (2022-2031+)</p>	<ul style="list-style-type: none"> ➤ Acquisition of remaining properties to complete Greenway Linear Park, with particular focus on portions between Heron Road and Walkley Road ➤ Add cycling lanes to Bank Street Bridge that crosses the CNR line south of Walkley Road ➤ If short and medium term projects are not completed within their respective timeframes, priority to be placed during last 10 years of planning horizon through an implementation plan.