
Bank Street Secondary Plan

1.1 Introduction

The Bank Street Secondary Plan is a guide to the long term design and development of the portion of Bank Street between Riverside Drive and Ledbury Park, and provides direction on land use, built form, design, parking, circulation and modes of transportation. The Secondary Plan provides a framework for change that will see the planning area transform over time, according to the vision developed by the affected community and stakeholders as well as the Official Plan. This Secondary Plan is to be read and interpreted as City Council's policy direction for municipal actions, undertaking of public works, and the review of development proposals, including zoning changes and Committee of Adjustment applications.

This Secondary Plan provides the legal framework that supports the Bank Street Community Design Plan (CDP), a joint stakeholder effort that represents a vision for the area; an area that will be vibrant and mixed-use, with a diverse concentration of housing types, employment, shops and services, and that is accessible, attractive and sustainable. The CDP includes detailed information on existing conditions, the overall planning strategy, desired transportation modal splits, measuring sustainability, and implementation and phasing, which augment this Secondary Plan to ensure a comprehensive growth strategy for the Bank Street CDP area.

1.2 The Planning Area

The Bank Street Secondary Plan affects the portion of Bank Street that extends from Riverside Drive to the Canadian National rail line located south of Walkley Road. The Secondary Plan affects three City Wards (Ward 16 – River, Ward 17 – Capital, and Ward 18 – Alta Vista) and includes the properties that abut either side of Bank Street, and several properties nearby at Heron and Walkley Roads. The area is shown in Appendix A.

1.3 Vision and Design Principles

The Bank Street Secondary Plan and CDP are framed by a vision and design principles that were developed in consultation with advisory committees, residential communities, business representatives, and the general public.

The Official Plan identifies the Bank Street CDP planning area as a desirable destination where people will live, work and shop. The area will transition to a more urban form in the future.

The vision for Bank Street foresees:

1. A vibrant mixed use area with a diverse concentration of housing types, employment, shops and services;
2. An area with hubs of activity that are accessible by foot, bicycle, public transit, and automobile;
3. An area with an improved and landscaped streetscape, and many public gathering places, which enhance the corridor's environment and sustainability;

The vision for Bank Street is supported by a number of key underlying principles:

The Street

1. As an Arterial Mainstreet, Bank Street will function as a connection between other parts of the city and as a destination in itself.
2. Bank Street will be a place that is safe and accessible for bicycles and pedestrians. It will be attractive, green and promote public gathering and community activities with year-round amenities.

3. All new development and infrastructure will be planned to be flexible so it can better accommodate future shifts in transportation choices. Opportunities for a more robust public transit network and mobility system will be built into the corridor.
4. The streetscape will be attractive, comprised of pedestrian and greenspace elements such as street furniture, trees, and lighting standards.
5. A long-term area-wide parking strategy will be developed to respond to changes in automobile usage over time.

Redevelopment

6. Redevelopment will help make the area more liveable and will incorporate sustainable design principles so that in the future, the area will be more environmentally sensitive than it is today. The area must remain economically viable for businesses and residents and be more socially vibrant. Every new development and infrastructure improvement along the street will take these factors into consideration when being planned and designed.
7. Development and infrastructure will respect the existing neighbourhoods that surround the CDP area and help create a mainstreet that becomes the focus of the community rather than a barrier.
8. Neighbouring properties should be encouraged to redevelop within a similar time period, starting at key areas in the CDP. Private sector phasing strategies could be developed and supported by public actions and incentives to promote positive change through catalytic projects.

Identity

9. Distinct and coordinated public realm and streetscape improvements will help create a sense of place and identity for the CDP area such that, over time, people refer to this section of Bank Street by name.
10. The diverse range of shops, services, and employment in the CDP will be encouraged to grow over time, and will contribute to the Bank Street CDP identity.

1.4 General Land Use and Design Policies

Unless otherwise stated in the area-specific policies for the nodes or Kaladar Avenue Area outlined in Section 1.5 and 1.6 of this Secondary Plan, the following provides general policy direction for the entire Bank Street CDP planning area, as shown within the Plan Boundary, on Appendix A.

The Connecting Areas, as shown on Appendix A, are outside of the nodes and mixed-use area and will have intensification as is currently permitted by the Zoning By-law. As the sites gradually redevelop, the nodes will be bridged together into a mainstreet with a distinct community identity and character.

Land Use

1. A wide range of land uses, including residential, office, institutional, employment, community and open space are permitted.
2. Mixed-use development with street-related retail uses on the ground floor is encouraged and preferred along the Bank Street frontage, not along side streets.
3. Residential or office uses should be considered the primary use for all buildings and located on the upper floors of mixed-use buildings. If mixed-use development cannot be achieved within an individual building, a mix of uses in a cluster of single-use buildings is a reasonable alternative approach.
4. Outdoor commercial patios are discouraged on side streets.
5. Single-use buildings for institutions or community uses are permitted along Bank Street and should contribute to the pedestrian-friendly environment.
6. Public and private open spaces are permitted along Bank Street where a strong design rationale is submitted. These places may serve as gateways, entrance features, gathering places, focal points, connections, etc.

7. A range of housing types and tenures are encouraged for residential uses.

Built Form

1. Unless otherwise specified, the maximum building height for Node areas is 50 metres, approximately a 16-storey building. The maximum permitted height may be lower depending on the distance away from residential areas.
2. The maximum building height for the properties within the Connecting Areas is 25 metres, approximately an eight-storey building. The maximum permitted height may be lower depending on the distance away from residential areas.
3. A maximum floor space index (FSI) of 2.0 is permitted for properties zoned as Arterial Mainstreet Zone. If 80% of the required parking is provided below grade, the maximum FSI is 3.5.
4. A well-defined streetwall of two to four-storeys is encouraged along Bank Street to create a visually continuous streetscape and a strong street edge.
5. Mixed-use buildings should have a high ground floor-to-ceiling measurements to allow for a range of uses (e.g. 4.5 metres from floor-to-ceiling).
6. Height transitions shall be maintained between high-rise buildings, mid-rise buildings and existing low-rise buildings. Transitions in heights can be achieved by: locating tall buildings away from low buildings, having a generous separation space between buildings, and having upper storeys of building stepped-back away from low buildings.

Design

1. For Nodes, at least 70% of the lot width along Bank Street should be occupied by one or more building wall(s). Lot width should be measured at the front yard building setback. A phasing plan, submitted to the satisfaction of the Planning and Growth Management Department, may demonstrate how this policy will be achieved over time. Existing buildings that expand to a maximum 25% of their existing gross floor area, gas bars and lots with a Bank Street frontage of 35 metres or less are exempt from this requirement.
2. A step back is required at the second, third or fourth storey of mid- to high-rise buildings to ensure a pedestrian-oriented environment is upheld. Where possible, the upper-storey step-back should be designed at the same storey as those established in the immediate area to create a cohesive visual pattern of development. Step backs at the upper storeys help achieve a human scale and allow more light on the sidewalks.
3. Building setbacks and design shall respect the overhead hydro wires and other utility wires that exist in the Bank Street corridor. Overhead hydro wires and other utility wires may influence the placement and selection of street trees and the separation distance between buildings and wires.
4. Buildings with longer street frontages should be designed with architectural features to break up and enliven the façade. At a minimum, the building should not have any length greater than 20 metres without some form of articulation, courtyard or other architectural feature that achieves a break in the visual appearance of the length.
5. Buildings along Bank Street should have front doors that are easily accessible from the sidewalk for pedestrians. Additional rear or side doors may also be provided.
6. Large format retail uses should be designed in an urban multi-storey street-related form.
7. High-rise towers should be point towers with floor plates that do not to exceed 750 metres², with a generous separation distance between towers. A minimum separation distance of 30 metres is recommended.
8. The location and orientation of upper-storeys of high-rise buildings shall be sensitive to adjacent residential areas. The perceived intrusion of high-rise buildings onto private amenity spaces of existing residential neighbours should be minimized or mitigated.
9. Development proposals within nodes and under the zoning designation of Arterial Mainstreet are to be reviewed by the City's Urban Design Review Panel (UDRP). Pre-application consultation is required. Exemptions of when the UDRP does not require application review are established by the City and should be followed.

10. Screening is required between parking lots/parking ramps and residential properties to reduce the visual impact of cars. Trees, shrubs and/or low opaque walls are required to screen cars from view.
11. Trees shall be used to improve the overall aesthetics and unique identity of the study area. Trees should be planted every 7 to 10 metres along Bank Street and side streets to establish an avenue of mature trees which gives character, identity and distinction to Bank Street as an important pedestrian and automobile route. When site conditions make it impossible to achieve this in the public right-of-way, private landowners shall plant trees in the front yard setback areas to complement the public realm plantings.

Parking and Access

1. Parking is discouraged between any building and Bank Street. Where they exist, front parking lots will legally continue to exist, but will be phased out through redevelopment. Parking shall be located behind buildings that front Bank Street either in surface lots, structures or underground.
2. Shared parking arrangements between buildings are encouraged, especially for land uses that operate at different times.
3. Parking lots should be accessed via rear lanes or local streets. A driveway from Bank Street may be permitted if a rear lane or local road is not available for access.
4. Parking may be permitted in side yards if the subject property is too shallow to allow for rear yard parking or if not all required parking can be accommodated in the rear yard. Only one drive aisle is permitted for side yard parking lots.
5. Municipal, public-private or private parking lots are encouraged within Nodes. The need and location for these developments should be demonstrated via a parking study.
6. Cash-in-lieu of retail parking should be collected in Nodes (and near Nodes) to support the creation of public parking facilities in the planning area. Refer to Section 8.2.6 in the CDP for more information.
7. Parking structures along public rights-of-way shall not include blank walls, and will at-grade active uses.
8. The number of individual driveways onto the street needs to be minimized to improve the efficiency of traffic moving along Bank Street and to improve pedestrian and cycling continuity, Shared driveways are encouraged and will allow access to multiple developments with less impact to the street and sidewalk.

Traffic

1. A transportation impact assessment, submitted to the satisfaction of the City, will be used to determine whether there are adequate traffic systems, parking and infrastructure in place to support the proposed height and density. The assessment will also determine the adequacy of parking arrangements and any necessary localized road improvements to support the intensity of development.

Public Realm Improvements

1. A public greenspace is encouraged near the Ledbury Park area. This greenspace would act as a small pedestrian and cycling node with multi-use pathways connecting to Sawmill Creek. Refer to Section 4.3 of the CDP for more information.
2. A community garden located in the hydro corridor is encouraged for the Ledbury Park area. The garden would serve the near-by residents and connect Bank Street to the future east-west pathway, which is outlined in the City's Pedestrian Plan.

Right-of-Way

1. Vehicle lanes are to be at a compressed standard (between 3.25 to 3.75 metres)
2. Cycling lanes will be on both sides of Bank Street at 1.5 to 2 metres wide
3. Sidewalks are to be at least 1.8 metres and up to 2.4 metres wide where the City has enough property. The boulevard (area between sidewalk and curb) and the cycling lane will create a separation distance between pedestrians and vehicles

4. A narrow boulevard (can be landscaped with pavers or with soft landscaping) will accommodate street lighting, utilities, and utility poles.
5. Trees will be planted within the landscaped setback (1.5 to 3.0 metres) on the opposite side of the street where hydro poles are found. The maximum width for the landscaped area is set at a width to establish a row of mature trees on one side of the street, and improve the likelihood of tree survival. There are opportunities for expanded landscaping on abutting private property.
6. The median, ranging from 1.5 to 5.0 metres wide, is to be used for landscaping, pedestrian refuge, community identification (i.e., banners, signs) and/or lighting. The location of the median is also where left turn lanes and mountable medians would be accommodated.
7. Transit priority signals and/or queue jump lanes for buses should be used at the Walkley Road, Heron Road and/or Alta Vista Drive intersections to facilitate the movement of buses along Bank Street. Consult Section 4.2 of the CDP for more information.
8. Opportunities to establish on-street parallel parking may be pursued and implemented in the future to promote the viability of sidewalk-oriented retail. A parking study should determine whether on-street parking is viable in the study area.

1.5 Land Use and Design Policies for Node Areas

The following policies provide direction for three nodes in the CDP planning area, as shown on Appendix A, attached. Nodes are concentrated areas of mixed-use intensification that accomplish the Official Plan's objectives for intensification along arterial mainstreets as well as transit-oriented development. Nodes are within walking distance of existing and future higher-order transit service for taller mixed-use development.

Further policy direction for the nodes is found under Section 1.4, General Land Use and Design Policies. Demonstration plans for nodes are available in the CDP. A demonstration plan is a concept showing key building features in a development area and is to be used at the time of a development application to illustrate the CDP guidelines and policies for nodes.

1.5.1 Node 1: Riverside Drive and Billings Bridge

Node 1 includes properties on the west and east sides of Bank Street, between the eastbound and westbound lanes of Riverside Drive, and the Billings Bridge Shopping Centre site.

The properties on the west and east sides of Bank Street, between the eastbound and westbound lanes of Riverside Drive, enjoy a prominent location in the CDP area, close to the Rideau River. The opportunity to substantially redevelop these properties is currently hindered by their limited vehicular access from Bank Street. The redevelopment potential of most of these properties would increase significantly if access could be gained from new local roads, connected to Riverside Drive instead of Bank Street.

The north end of node 1 is an appropriate location for mid to high-rise mixed-use buildings that use special design elements and architecture to communicate their prominent gateway location into the CDP planning area. Any mid- to high-rise development in node 1 must be rationalized through appropriate traffic impact assessments, submitted to the satisfaction of the City.

At the south end of node 1, the redevelopment of the Billings Bridge Shopping Centre site with higher-density mixed-use development will be a major contributor to achieving the City's intensification goals. The Shopping Centre site should become a transit-oriented neighbourhood, with retail streets and residential and office towers organized around a system of streets and blocks centered on an amenity space. The site will be redeveloped in phases over time, with the rear portion of the site likely changing first. The first or second phases of redevelopment should create an internal network of streets with the later phase of redevelopment creating a central amenity space, a new access point from Data Centre Road and mixed use and residential intensification.

Land Use

1. A Master Concept Plan for the entire Billings Bridge Shopping Centre site shall be submitted with proposed development when the FSI for the site exceeds 1.0. The Plan shall demonstrate how the redevelopment will unfold to meet the City's intensification targets, to the satisfaction of the Planning and Growth Management Department.
2. A central amenity space will be developed for the Billings Bridge Shopping Centre site. This amenity space may be achieved in later phases of redevelopment, but the timing of its development should be coordinated with the introduction of any high-rise residential buildings on site.
3. Mixed-use development with street-related retail uses on the ground floor is encouraged along the new, internal east-west street, around any central amenity space on the Billings Bridge Shopping Centre site, and along Bank Street.

Built Form

1. The maximum building height is 70 metres for development located at the rear of the Billings Bridge Shopping Centre site, close to the transit station. The preferred development is a 16-storey office building connected to the existing transit station.
2. The maximum building height is 50 metres for development along the Bank Street frontage. Fifty metres is approximately a 16-storey mixed-use building.
3. The maximum building height is 25 metres for development located along the Riverside Drive frontage of the Billings Bridge Shopping Centre site. Twenty-five metres is approximately an eight-storey mixed-use building.

Design

1. Mid to high-rise buildings located at the north end of node 1 should have a signature architectural design given their visible and important location along the Rideau River.
2. Proposed development occurring close to the Rideau River will be circulated to the National Capital Commission for comment.

Parking

1. Public parking for retail uses on the Billings Bridge Shopping Centre site may be provided on surface lots during the initial phases of redevelopment, but should be replaced by underground or structured parking in the later stages of redevelopment (e.g. when residential towers at the front and/or side of the site are developed).

Circulation

1. Primary vehicular access to the properties located between Riverside Drive should be from new local streets, which replace the easterly and westerly ramps. Shared driveways, secured through easements or land dedicated to the City upon redevelopment, should be provided. Development parcels on the east side of Bank Street should use the existing accesses from Riverside Drive. Development parcels on the west side of Bank Street should use a new local one-way street, replacing the westerly ramp. Refer to Section 5.2.1. of the CDP for illustrations of this development concept.
2. Direct pedestrian connections located north, east and west of the Billings Bridge transit station must be developed and maintained.
3. A north-south pedestrian and cycling link between the Riverside trails and the Billings Bridge transit station should be developed. This link would connect the community around Rockingham Avenue to Billings Bridge Shopping Centre and should connect to the east-west linkages mentioned above. Refer to Section 4.3 of the CDP for illustrations of this connection.
4. A network of new local streets (public or private) should be developed over time on the Billings Bridge Shopping Centre site. This internal roadway network should connect to existing intersections on Bank Street, Riverside Drive and Data Centre Road

1.5.2 Node 2: Heron Road

Node 2 includes the northwest and southwest corners of Bank Street and Heron Road, referred to below as “development blocks”. Node 2 will evolve into a pedestrian-oriented main street, with a continuous streetscape and strong street edge along Bank Street. Mixed-use buildings with retail frontages are envisioned for the area. The east side of Bank Street has a smaller parcel fabric than the west side and will accommodate less-dense development. Pedestrian walkways between buildings are encouraged to provide greater permeability to Bank Street from neighbouring residential areas. A linear greenway park, running north-south, will further increase connectivity by linking Bruce Timmerman Park with Brookfield Road (refer to Section 4.3 of the CDP for more information).

Design

1. Developments near the Alta Vista Drive / Bank Street intersection should be coordinated and provide improved streetscape features to establish an entrance identity for the Alta Vista Community.
2. Development along existing or new local roads shall have front doors that are easily accessible from the sidewalk for pedestrians.

Parking

1. A municipal parking lot is envisioned for this area. The need and exact location of this lot is to be demonstrated through a parking study to be undertaken by the City. Refer to Section 8.2.6 of the CDP for more information.
2. Retail uses on small lots may use cash-in-lieu of parking rather than supplying on-site customer parking. Cash-in-lieu of parking may be used to enhance public parking opportunities in the area.

Circulation

1. Primary vehicular access for the northwest development block should be from Cecil Street. A second vehicular access to Heron Road may be permitted, provided traffic studies can prove its functionality.
2. Primary vehicular access for the southwest development block will be from Wildwood Avenue (either through user agreements, converted to a public road or a private road rebuilt to public standards), which should connect to Bank Street and Heron Road.
3. The privately-owned section of Wildwood Road should be converted into a public right-of-way or a private road of comparable public standards with an access to Bank Street at Erie Avenue upon major redevelopment of the area. “Major redevelopment” includes a change in land use (e.g. to mixed-use or residential), and/or a significant increase in intensity of uses of the sites (e.g. developed to an FSI of 1.0 or greater). 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.

1.5.3 Node 3: Walkley Road

Node 3 includes the northwest, northeast, and southwest corners of Bank Street and Walkley Road, referred to below as “development blocks”. Node 3 should evolve into a medium- to high-density transit-oriented development area with higher-density buildings being located on the north side and/or the southwest side of the Walkley Road / Bank Street intersection. A future LRT station is envisioned at Walkley Road, near the existing O-Train track. Pathways from Bank Street to this future LRT station are required to enhance the connectivity of the area and promote the use of the station.

Land Use and Design

1. High-rise buildings are permitted on the north and southwest side of the Bank Street / Walkley Road intersection.
2. Townhouses or low-rise apartments are appropriate for the west side of Bank Street, behind any mixed-use buildings development.

Circulation

1. A direct east-west pedestrian connection should be established from Bank Street to the future LRT station at Walkley Road.
2. Primary vehicular access for the northwest development block should be from a new local street (public or private) that connects to the intersection of Alta Vista Drive and Bank Street, and to Walkley Road. Through traffic should be discouraged from using this local access.
3. Any new access to Walkley Road from the northwest or southwest development blocks should be coordinated with the existing intersection at Glenhaven Private. The existing Walkley Road connection to Glenhaven Private, which provides access to the residential subdivision, may need to be reconfigured to accommodate the new local street mentioned above.
4. Vehicular access to the northeast development block should be from a new local street (public or private) that connects to Walkley Road. This connection should be designed so it is not an attractive cut-through for traffic from Walkley Road to Alta Vista Drive.
5. Vehicular access to the southwest development block should be from a new local street (public or private) that connects to Bank Street and Walkley Road.

1.6 Land Use and Design Policies for Kaladar Avenue Area

The following provides the policy direction for the Kaladar Avenue Area, as shown on Appendix A, attached.

The Kaladar Avenue area is shaped by its historic industrial uses that were connected to the operation of a former railway line. Following the removal of the railway, the Kaladar Avenue area is no longer suitable for exclusively industrial uses and may accommodate moderate intensification in this well-situated area, close to transit and an Arterial Mainstreet. The area provides an opportunity to establish a mix of uses while being sensitive to adjacent residential communities and providing connectivity between the adjacent residential neighbourhoods and Bank Street.

Land Use

1. Ensure land use compatibility and sensitivity between residential and non-residential uses by excluding new uses that create undue noise, vibrations, odours, dust, air emissions and/or heavy vehicle traffic, and by limiting outdoor storage. Uses which are self-contained and have a low probability of external air or noise emissions will be permitted. Refer to Section 8.2.4 of the CDP for the list of prohibited industrial uses and the permitted land uses in the proposed new zoning.
2. Multiple-attached dwellings, walk-up apartments and/or low-rise apartments are suitable forms of residential development.
3. Low impact employment and retail land uses are appropriate.
4. The former CN Rail corridor abutting the Kaladar Avenue Area will be developed into a linear park to promote active transportation and passive recreation.

Built Form

1. The maximum building height for residential, non-residential or mixed-use development is 22 metres, approximately a seven- to eight-storey building, depending on their proximity to existing residential development. When adjacent to a low density residential area, the maximum building height permitted is 11 metres, approximately a three- to four-storey building, and can transition into a 22 metres tall building when further away from the residential area. Refer to the GMX Subzone for more details.
2. Taller buildings in the Kaladar Avenue Area should be located closer to the eastern property boundary, next to the former CN railway line.
3. Adaptive reuse of the buildings in the Kaladar Avenue Area is encouraged.
4. Large format retail uses, large format food store, and large format restaurants are not permitted and will be limited to 300 square metres of gross floor area. The cumulative total gross floor area of these uses is up to 2,999 square metres.

Circulation

1. Vehicular access to the Kaladar Avenue redevelopment area will be from Kaladar Avenue and Brookfield Road.
2. A new east-west local street or publicly- accessible connection should be established between the Greenway Linear Park to Kaladar Avenue. This will break up the Kaladar Avenue area into smaller blocks that contain buildings that have pedestrian-oriented street frontages.
3. Pedestrian and cycling access will be provided from Kaladar Avenue to the railway line, to facilitate access to the future Greenway Linear Park and, ultimately, to Bank Street.