

**Planning Rationale in Support of a Revision to Site Plan Control
Starbucks Coffee, 1910 Bank Street, Ottawa**



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1.0 Introduction

Holzman Consultants Inc. was retained by RioCan Holdings Inc. (the "Applicant") to prepare a planning rationale in support of a proposed revision to an existing Site Plan Control Agreement (the "Application") at 1900-1910 Bank Street in Ward 16 (River) of the City of Ottawa (the "Subject Property").

The purpose of the Application is to permit the development of a 213.58 m² (2,300 ft²) Starbucks Coffee shop at 1910 Bank Street with a drive-through facility (the "Proposed Development") adjacent to an existing Swiss Chalet Rotisserie & Grill (the "Swiss Chalet") to the north at 1900 Bank Street.

This report provides a description of the existing conditions at the Subject Property, the Proposed Development and a review of the applicable land use planning policies, including the Provincial Policy Statement ("PPS"), the City of Ottawa Official Plan ("OP"), and the City of Ottawa Zoning By-law No. 2008-250 ("Zoning By-law").

It is our professional opinion that the Application is supported by the PPS, the OP and the Zoning By-law and represents an appropriate and desirable use of the Subject Property.

2.0 Site Overview

The Subject Property is an irregular shaped parcel measuring 7,968 m² (0.80 hectares) with 74.57 metres of frontage on the west side of Bank Street, located about 225 metres south of a signalized intersection with Walkley Road ([Exhibit 'A'](#)). Bank Street is a 4-lane undivided arterial roadway with a fifth shared turning lane in the vicinity of the Subject Property.



Exhibit 'A' – Subject Property (shaded in blue) on the west side of Bank Street, just south of Walkley Road.

The Subject Property is legally described as:

PART LOTS A & 1, CON 3RF GLOUCESTER PART 2 PLAN 5R4954 SAVE AND EXCEPT PARTS 1, 2 3 & 4 PLAN 4R25251 SUBJECT TO AN EASEMENT AS IN OT6453 SUBJECT TO AN EASEMENT AS IN OT82690 CITY OF OTTAWA.

In 2011-2012 the Subject Property was redeveloped. The Swiss Chalet restaurant that was formerly located at the south end of the Subject Property was demolished and a new 576.55 m² Swiss Chalet with seating for 210 guests was constructed at the north end, as illustrated in Exhibits 'B' and 'C'.



Exhibit 'B' – Google Earth air photo with Subject Property approximately outlined in yellow with location of the proposed Starbucks to the south of the existing Swiss Chalet.

The topography of the Subject Property is generally level and at grade with Bank Street. The entrance to the Subject Property permits full movement (access) to and from northbound and southbound traffic on Bank Street.

The abutting land uses are as follows:

- North:** Beer Store;
- East:** Bank Street with various low-density commercial uses on the east side of Bank Street, including Universal Appliances (1915 Bank Street) and Prio Auto Sales (1919 Bank Street);
- West:** Vacant land, the O-Train line, Sawmill Creek pedestrian pathway and the Airport Parkway.
- South:** Pizza Hut (1920 Bank Street) and a retail plaza.



Exhibit 'C' – View of Subject Property as viewed from the driveway off Bank Street. The vacant land south of the Swiss Chalet will be developed with a Starbucks Coffee shop.

3.0 Description of Proposed Development

The Proposed Development consists of a rectangular-shaped building shell measuring 213.58 m² (**Exhibit 'D'**) with a 46 m² outdoor patio on the east side of the building and a drive-through pick-up window on the north side as illustrated in **Exhibit 'E'**.



Exhibit 'D' – East Elevation (facing Bank Street)



Exhibit 'E' – North Elevation (facing Swiss Chalet) showing the pick-up window.

Waste and recycling storage will be handled by three (3) Molok containers located adjacent to the drive-through queue and there will be an opaque screen as a visual buffer such that the containers are not visible from Bank Street. The order speaker and the main menu board for the drive-through traffic are positioned at the east end of the Subject Property, oriented away from Bank Street.

As illustrated in **Exhibit 'F'** vehicular access to the Proposed Development will be from the existing driveway at the south end of the Subject Property. There will be 117 surface parking spaces serving both the Swiss Chalet and the Starbucks Coffee shop.

The existing evergreen and deciduous trees along the frontage of the Subject Property will be retained.

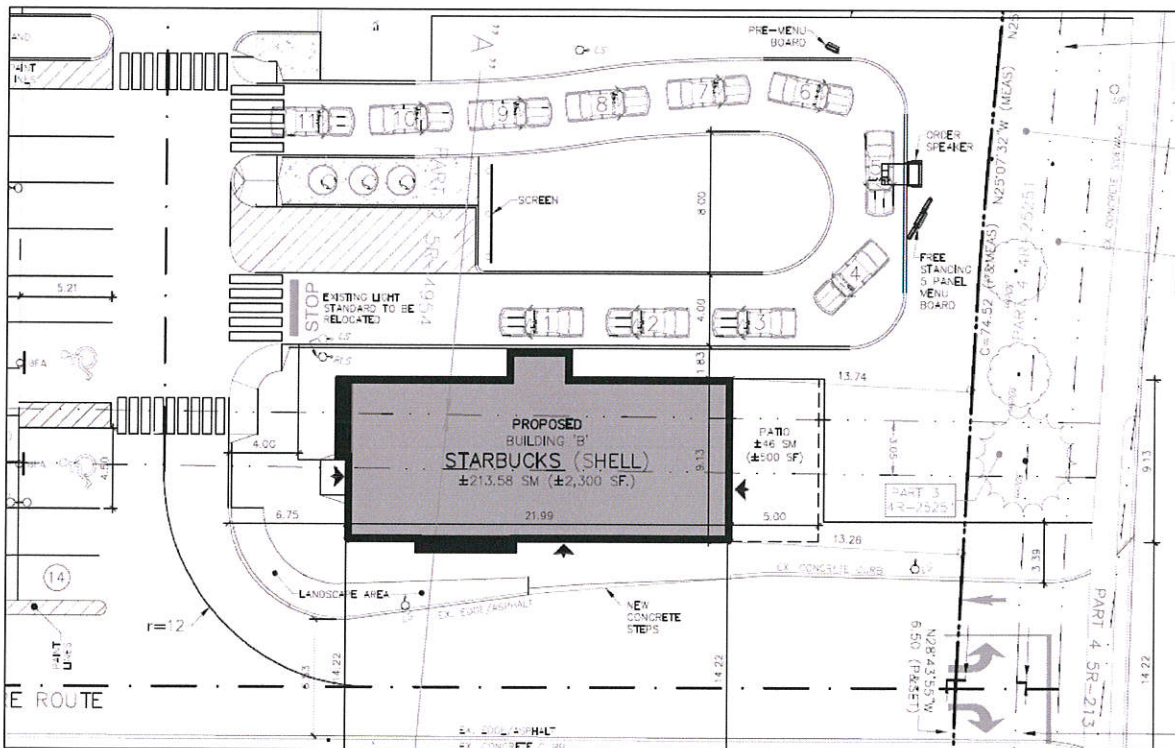


Exhibit 'F' – Excerpt from Site Plan for Proposed Development

As part of Stage 2 of the Light Rail Transit ("LRT") development, scheduled for completion in 2021, a connection between Bank Street and Walkley Station (on the Trillium Line) is contemplated. This connection, referred to as a Multi-Use Pathway ("MUP"), is indicated by the dashed green line in **Exhibit 'G'** and runs parallel to the north lot line of the Subject Property.

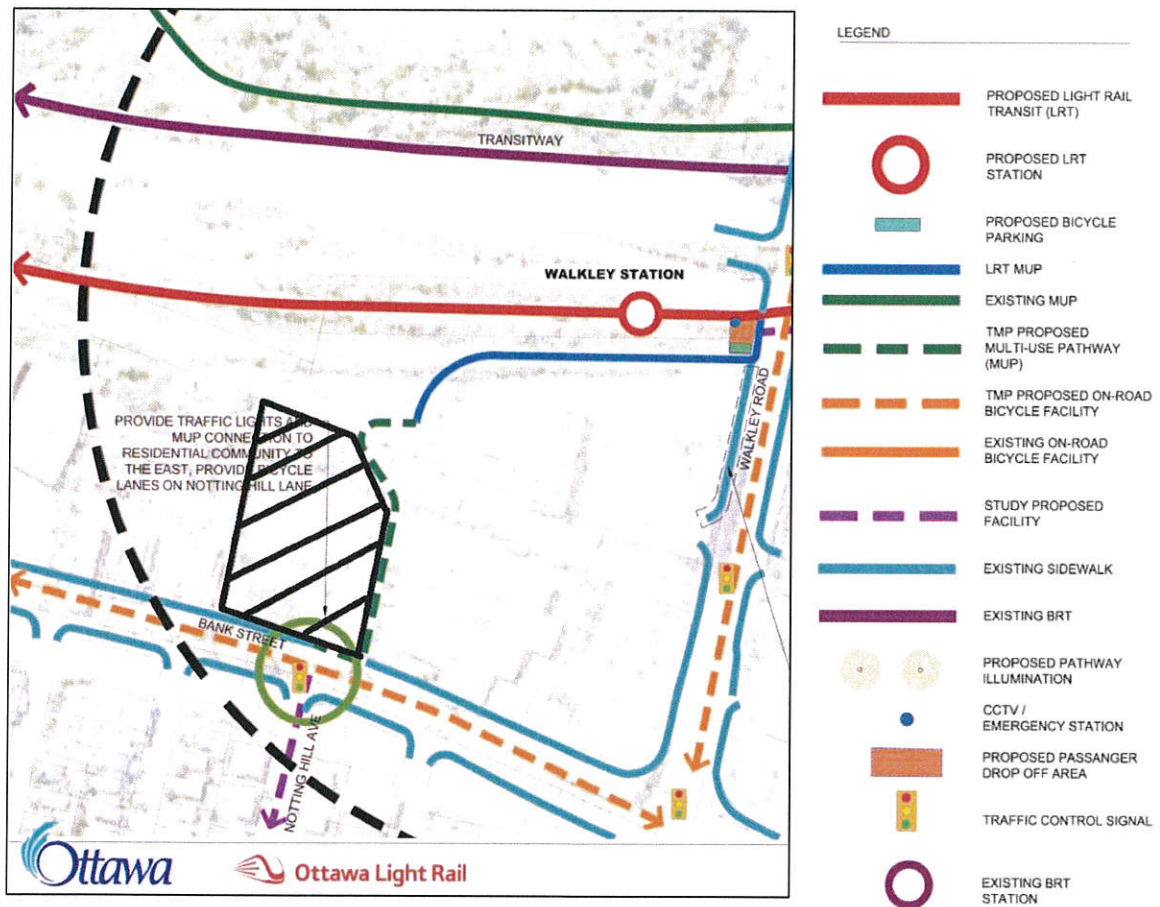


Exhibit 'G' – Proposed Multi-Use Pathway (dashed green line) from Subject Property (hatched in black) to Walkley Station.

4.0 Planning Context

The applicable policy framework includes an examination of the Province of Ontario's land use planning directives expressed in the PPS and the City of Ottawa's policies expressed in the OP and Zoning By-law.

4.1 Conformity with the PPS

The PPS is issued under Section 3 of the Planning Act and it came into effect on April 30, 2014. It sets out the vision for Ontario's land use planning system. The PPS encourages the wise management of land to ensure efficient development patterns that will satisfy the current and future needs of communities throughout the Province, sustain financial well-being and facilitate economic growth.

The Subject Property is considered to be in a "settlement area" which is defined in the PPS as a built-up urban (or rural) area within a municipality where development is concentrated and which contains a mix of land uses. The PPS provides that the long-term economic prosperity of our communities is tied to the vitality of settlement areas which shall be the focus of growth and

development. The Proposed Development is, in our opinion, a prime example of the regeneration of a site that already enjoys access to full municipal infrastructure.

Accordingly, through redevelopment and intensification of the Subject Property a cost-effective development pattern is realized and unnecessary public expenditure is avoided (Policy 1.1.1). It is our view that the Applicant's development proposal is consistent with the policy statements as set out in the PPS.

4.2 Conformity with OP

The OP is a growth management plan that serves as a policy framework for physical development in the City of Ottawa to the year 2036. OP Amendment ("OPA") #150 implements various changes to the OP as recommended by a comprehensive 5-year review undertaken by the City in 2013. OPA #180, which forms part of the 2013 comprehensive review of the OP implements the recommendations of certain reviews requested by the Ontario Municipal Board including the Employment Area review. On November 8, 2017 parts of OPA #150 and #180 came into effect.

Schedule A of the OP designates the Subject Property as an Arterial Mainstreet (refer to Exhibit 'H'). Arterial Mainstreets are automobile-oriented corridors that are built with four or more lanes without on-street parking and are typically lined by larger lots and buildings with varied setbacks. Parking lots are generally available between the buildings which are often single-purpose, low-density commercial uses.

Bank Street, which is identified as an Existing Arterial, also has the following designations in the vicinity of the Subject Property:

- An "On-road Cycling Route" as per Schedule 'C' (Primary Urban Cycling Network);
- A Transit Priority Corridor (Isolated Measures); and

Intensification is encouraged along Arterial Mainstreets through redevelopment and infill. The Proposed Development is consistent with this directive as it will result in the development of underutilized land with a building format that completes and animates the street edge and provides direct pedestrian access from an existing sidewalk and is within 600 metres of a transit station.

Retail and service commercial uses are permitted on Arterial Mainstreets. New drive-through facilities are also a permitted but are to be evaluated on the basis of the following:

- Design objectives and principles as set out in Section 2.5.1. More specifically, design objectives are *"qualitative statements of how the City wants to influence the built environment as the city matures and evolves."* Design principles *"describe how the City hopes to achieve each of the Design Objectives but may not be achieved or be achievable in all cases."*
- Any applicable Council-approved design guidelines; and
- Compatibility policies as set out in Section 4.11.

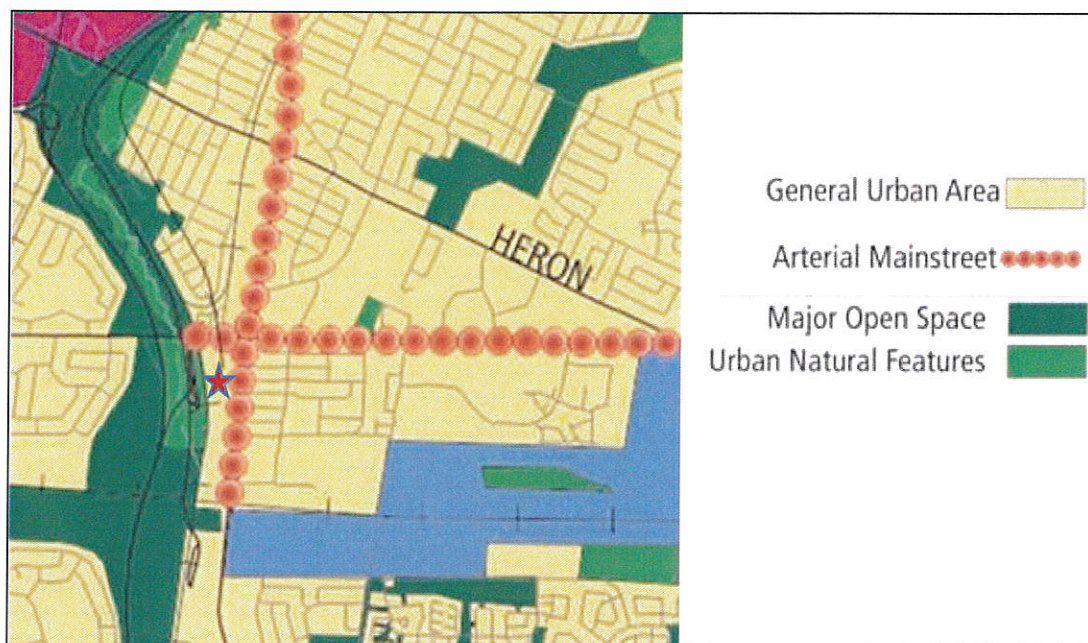


Exhibit 'H' – Excerpt from City of Ottawa Urban Policy Plan (Schedule B) with the Subject Property indicated by a red star.

Given its location on an Arterial Mainstreet, the Subject Property is in a Design Priority Area (Policy 5 of 2.5.1). As a result, the elements of the Proposed Development that are within, and adjacent to the public realm, are subject to review with respect to their:

- *“contribution to an enhanced pedestrian environment; and*
- *their response to the distinct character and unique opportunities of the area”.*

There are two sets of relevant design guidelines for the Proposed Development both of which were approved by City Council in May 2006:

- Urban Design Guidelines for Drive-Through Facilities; and
- Urban Design Guidelines for Development along Arterial Mainstreets.

Based on our review of the Applicant's site plan, elevation drawings and landscape plan, we are of the view that the attributes of the Proposed Development are consistent with the above-noted design guidelines for the following reasons:

- The Starbucks building, to be set close to Bank Street, incorporates a modern façade with extensive glazing and a variety of quality materials that will be a compatible and attractive addition to the existing streetscape, filling the void between the existing Swiss Chalet to the north and the retail plaza to the south;
- Further intensification of the Subject Property, over time, is not precluded given the location of buildings at the street edge and the large parking lot at the back of the site;

- The drive-through will incorporate efficient stacking movements that will not threaten the flow of traffic along Bank Street or the entrance to the site;
- The drive-through stacking lane is located in such a manner that it will not compromise a safe and comfortable pedestrian environment;
- Appropriate forms of exterior lighting are provided to ensure a safety of pedestrian areas;
- Existing trees along the street edge are being retained to partially screen the drive-through and ample landscaping is being provided to minimize the amount of paved area;
- An outdoor patio is being created to bridge the gap between the street edge and the east façade;
- Customer entrances are provided on three sides of the store to ensure ease of access from the parking lot and from the street edge;
- Surface parking is located at the rear of the site;
- In-ground garbage containers (Molok units) are being utilized to minimize space consumption and visual impact.

Overall, we are of the opinion that the Proposed Development conforms in all material respects with the policies of the OP with regards to use, design and compatibility. These elements are explored further below.

4.3 Bank Street Secondary Plan and Community Design Plan

As illustrated in **Exhibit 'I'** the Subject Property falls is designated as a Connecting Area within the Bank Street Secondary Plan (the "Secondary Plan"). The Secondary Plan is a statutory document that serves as the legal framework supporting the Bank Street Community Design Plan (the "CDP"), a Council-approved policy document.

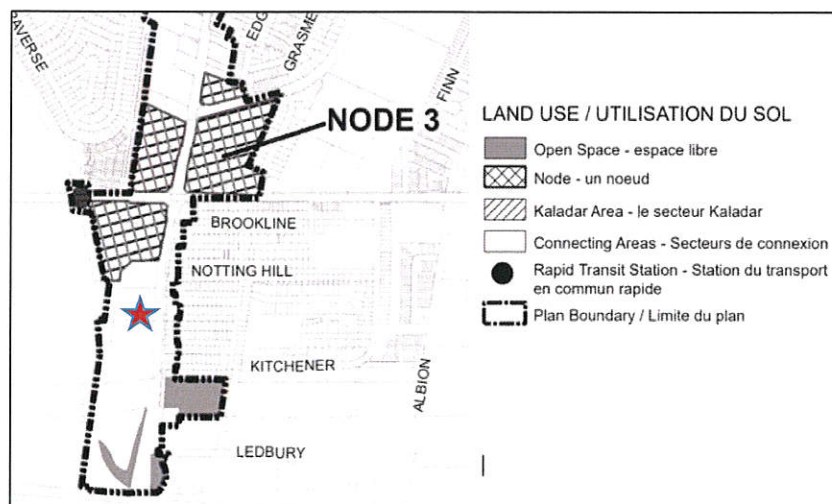


Exhibit 'I' – Excerpt from Bank Street Secondary Plan with the Subject Property indicated by a red star.

The Secondary Plan provides direction on “land use, built form, design, parking, circulation and modes of transportation”. The Secondary Plan’s vision for the Bank Street corridor is not only to serve as a conduit between different parts of the City, but also as a destination in itself. In order to achieve this goal redevelopment is to be carried out in such a manner that the rejuvenated built form embraces the principle of accessibility by pedestrians, cyclists and public transit.

It is critical to note the Subject Property’s proximity to “Node 3” which is intended to evolve into a medium to high-density transit-oriented development area with a future LRT station at Walkley Road. As noted above, a MUP from Bank Street to the Walkley LRT station will enhance the connectivity within this node. Accordingly, this is an appropriate location for Starbucks, a highly popular coffee shop and gathering place.

The CDP recognizes that the portion of Bank Street from Billings Bridge to the rail corridor south of Walkley Road provides opportunities for redevelopment and revitalization and it attempts to outline a growth strategy over a 20 year horizon. The Subject Property is identified as being in “Area 5” of the CDP as depicted in [Exhibit ‘J’](#) which is specifically noted as being a somewhat undesirable pedestrian environment. It is our opinion that the introduction of the Proposed Development will ameliorate this situation by introducing a vibrant new use. When considered in the context of the future MUP the Proposed Development is a highly desirable outcome.

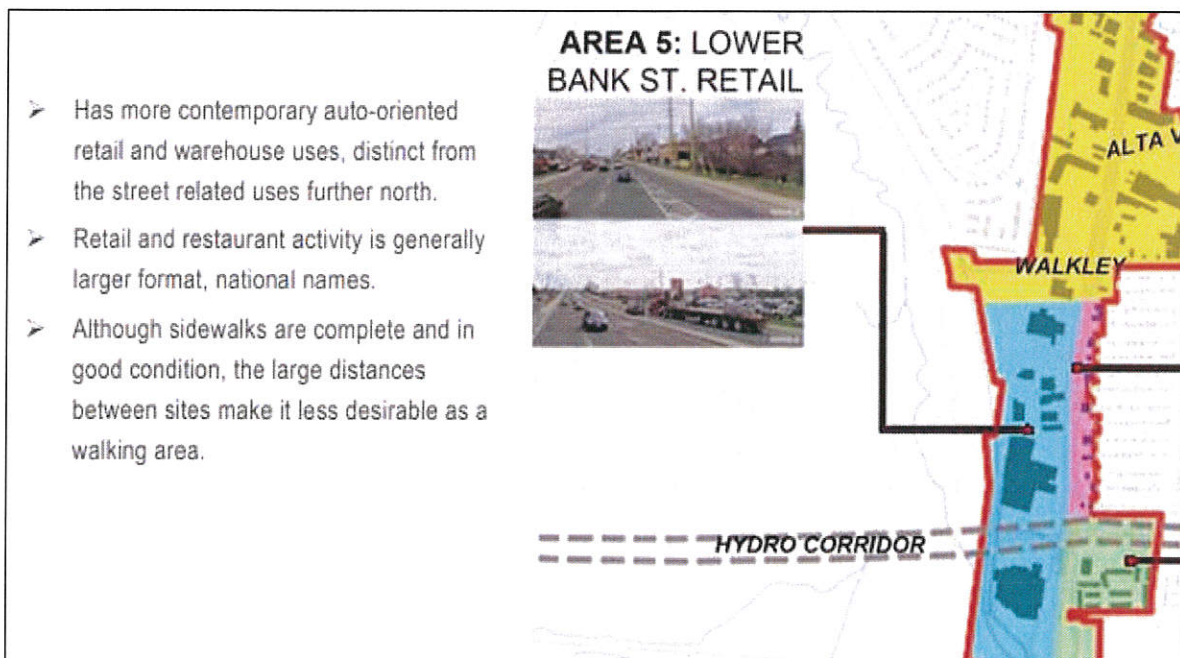


Exhibit ‘J’ – Excerpt from the Bank Street CDP with the Subject Property being part of Area 5, shaded in blue.

4.4 Conformity with Zoning By-law

As illustrated in [Exhibit ‘K’](#), the Subject Property is zoned, Arterial Mainstreet, Subzone 1, Exception 1913, AM1[1913]. The stated purpose of the AM zone is to “accommodate a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings” and to “impose development standards that will promote intensification while ensuring that they are compatible with the surrounding uses.

Restaurants and drive through facilities are permitted uses.



Exhibit 'K' – City of Ottawa Zoning Map (Subject Property outlined in yellow)

Our assessment of conformity with the zoning provisions is outlined in the **Exhibit 'L'** below.

Zoning Provision	Required	Provided	Conformity
Table 185(a) Min lot area	No Minimum	8,062 sq.m.	Yes
Table 185(b) Min lot width	No Minimum	74.52 m	Yes
Table 185(c)(i) Min. front yard	No minimum	13.26 m	Yes
Table 185(d)(ii) Min. interior side yard	No minimum	14.22 m	Yes
Table 185(e)(iv) Min. rear yard	No minimum	+/- 69.00 m	Yes
Table 185(g)(xii) Max. building height	25 m	+/- 5.89 m	Yes
Table 185(h)(i)2 Max. floor space index	2.0	0.09	Yes

Table 185(i) Min width of landscape area around a parking lot: as per Section 110	3 m abutting street 3 m not abutting street	3 m	Yes
Section 110(3) Location of refuse	9m from lot line abutting a public street	+/- 33 m	Yes
Section 186(1) – AM1 Subzone	Max. of 50% of GFA for non-residential uses	0.10	Yes
Exception 1913 Table 110 Parking - refer to Column III, (Area B of Table 101)	3 for first 50 sq.m. of GFA plus 10 per 100 sq.m. over 50 sq.m. of GFA = 77 required	117	Yes
Table 113A Loading	0	1	Yes
Table 112, Drive-through facility	4 + 7 = 11	11	Yes

Exhibit 'L' – Zoning Conformity Table

5.0 Summary and Conclusions

1. The Application will permit the development of a Starbucks Coffee shop with drive-through facility which will satisfy the policies of the PPS and OP by facilitating the development of a desirable and high-profile use that will:
 - a. offer attractive design elements to improve the streetscape character;
 - b. be compatible with and complement the existing use at this busy node;
 - c. promote connectivity between the sidewalk and the proposed Multi-Use Pathway.
2. The Proposed Development is a permitted use and conforms with the performance provisions of the Zoning By-law as it relates to the Subject Property.
3. The Applicant's site plan demonstrates safe, functional and orderly development and, in our opinion, represents sound land use planning.

Prepared by:

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November 23, 2018



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