

# FOTENN

## 4836 BANK STREET



May 13, 2019

Planning Rationale

Zoning By-law  
Amendment and Site  
Plan Control





Prepared for:

Omkar Atwal  
Leitrim Home Hardware  
4836 Bank Street  
Ottawa, ON K1X 1G3

Prepared by:

**FOTENN** Planning  
+ Design

Fotenn Planning + Design  
223 McLeod Street  
Ottawa, ON K2P 0Z8  
fotenn.com

May 13, 2019

# CONTENTS

---

1.0 Introduction .....	1
1.1 Site Context and Surrounding Area .....	1
1.1.1 Subject Property .....	1
1.2 Surrounding Area.....	1
1.2.1 Transportation Network.....	2
2.0 Proposed Development .....	4
3.0 Policy & Regulatory Framework.....	9
3.1 Provincial Policy Statement.....	9
3.2 City of Ottawa Official Plan .....	10
3.2.1 General Urban Area designation .....	11
3.2.2 Urban Design and Compatibility (Section 2.5.1) .....	11
3.2.3 Urban Design and Compatibility (Section 4.11) .....	12
3.2.4 Land-Use Constraints Due to Airport and Aircraft Operations (Section 4.8.6).....	13
3.3 Official Plan Amendment No. 150 .....	14
3.4 Leitrim Community Design Plan .....	15
3.4.1 CDP Land Use Plan .....	15
3.4.2 Community Design Guidelines .....	17
3.5 Building Better and Smarter Suburbs: Strategic Direction and Action Plan (2015).....	18
3.6 Urban Design Guidelines for Large-Format Retail .....	19
3.7 Urban Design Guidelines for Drive-Through Facilities .....	20
3.8 City of Ottawa Comprehensive Zoning By-law (2008-250).....	21
3.8.1 Required Amendments to the Zoning By-law .....	25
4.0 Supporting Studies .....	27
5.0 Conclusion .....	29



# 1.0 INTRODUCTION

Fotenn Consultants Inc., acting as agents for Omkar Atwal, is pleased to submit the enclosed Site Plan Control and Zoning By-law Amendment Applications for the lands municipally known as 4836 Bank Street in the Leirtrim community of the City of Ottawa. The intent of this Planning Rationale is to assess the proposed development against the applicable policy and regulatory framework, and determine if the proposed development is good planning, is appropriate for the site and compatible with adjacent development and the surrounding community.

## 1.1 Site Context and Surrounding Area

### 1.1.1 Subject Property

The subject property is located on the southwest corner of Bank Street and Dun Skipper Drive, and is known municipally as 4836 Bank Street. The irregularly shaped lot has an area of 25,326 square metres (or approximately 2.53 hectares) and frontages of 121.9 metres along Bank Street and approximately 184 metres along Dun Skipper Drive. The subject property is currently occupied by a Home Hardware retail store, low-lying brush, and trees toward the back of the property.



Figure 1: Aerial view of the subject property (outlined in blue)

## 1.2 Surrounding Area

The following provides a brief description of the uses adjacent to the subject property:

**North:** North of the subject property is Dun Skipper Drive, across from which is a large property known as the Remer lands that is in the process of being developed into a largely residential neighbourhood; the easternmost portion of the Remer lands (fronting onto Bank Street) is proposed to be a commercial and mixed use development and is currently zoned General Mixed Use. Further north is a mix of rural lots with single family dwellings, lands in the process of being developed into new residential communities, and commercial uses including a recreational vehicle dealership, an automobile storage facility, and a shopping centre known as

Findlay Creek Centre. The shopping centre includes a wide range of services, including restaurants, a gas bar, retail food stores, and medical facilities.

**South:** South of the subject property is a large property known as the Idone lands that is in the process of being developed into a largely residential neighbourhood; the portion of the lands directly to the south of the subject property has been recently rezoned to General Mixed-Use; as of the writing of this Rationale, the appeal period was still ongoing. Further south is a mix of rural single family dwellings and commercial uses including automobile dealerships, an automobile service station, and a self-storage facility.

**East:** East of the subject property is Bank Street, across from which is the Hindu Temple of Ottawa-Carleton.

**West:** West of the subject property are the Idone lands, which are in the process of being developed into a largely residential neighbourhood; the portion of the lands closest to the subject property's west rear lot line have recently been rezoned Residential Fifth Density Subzone Z with a site-specific exception (R5Z[XXXX]) to allow for a wide mix of residential building forms up to mid-high rise apartment dwellings; the appeal period for the rezoning was still ongoing as of the writing of this Rationale.

### 1.2.1 Transportation Network

#### Road Network

As per Schedules E – Urban Road Network (Figure 2) and G – Rural Road Network (Figure 3), the subject property fronts onto Bank Street, a designated arterial road in the City of Ottawa Official Plan.

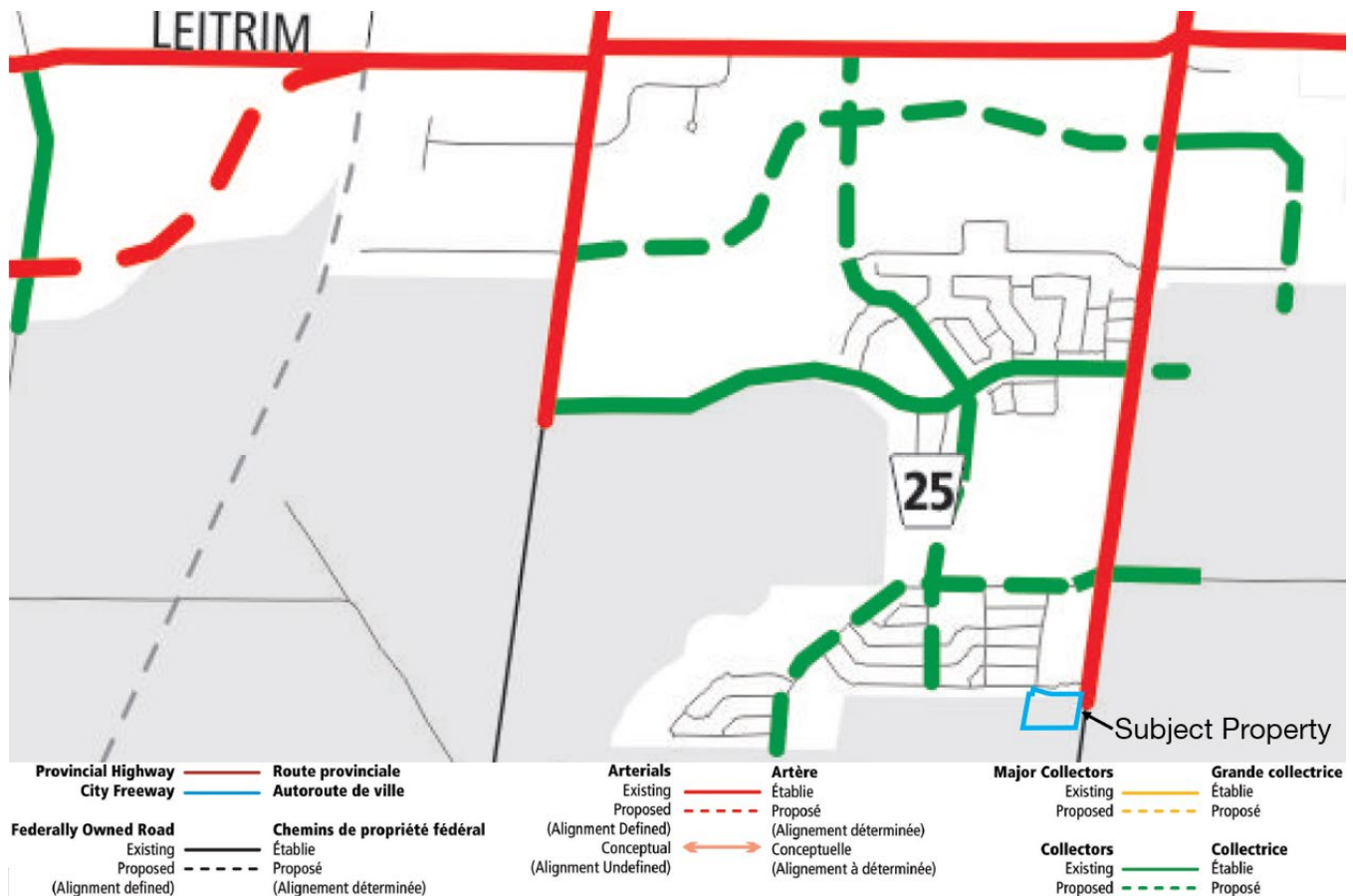


Figure 2: Excerpt from Schedule E – Urban Road Network of the City of Ottawa Official Plan

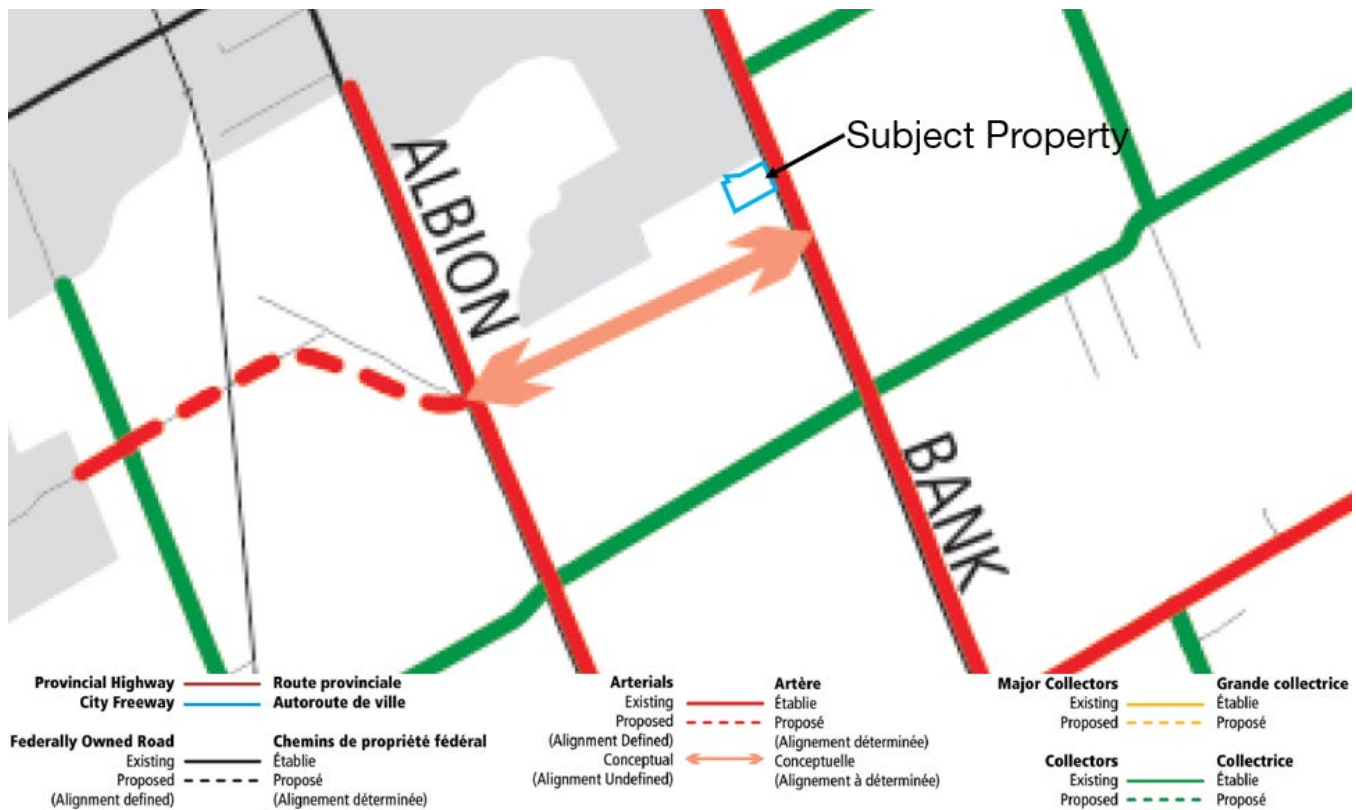


Figure 3: Excerpt from Schedule G – Rural Road Network of the City of Ottawa Official Plan

Arterial Roads are the major roads designated to carry large volumes of traffic over the longest distances. This roadway system provides links to provincial and inter-provincial roads. The section of Bank Street near the subject property is currently a two (2) lane roadway, though the City plans to urbanize and widen it to a four (4) lane roadway in the future.

The subject property is located in proximity to other existing, proposed, or conceptual arterial roads, including Albion Road and Leirtrim Road.

Several existing or proposed collector roads are also in proximity to the subject property, including Findlay Creek Drive, Blais Road, Rideau Road, Kelly Farm Road, and Miikana Road. Collector Roads connect communities and distribute traffic between the arterial system and the local road system. These roads tend to be shorter and carry lower volumes of traffic than do arterials. Collector roads are the principal streets in urban and village neighbourhoods and are used by local residents, delivery and commercial vehicles, transit and school buses, cyclists and pedestrians.



## 2.0 PROPOSED DEVELOPMENT

4

The owner proposes a mixed-use development on the subject property, comprised of a shopping centre and hotel. The proposed development consists of four (4) buildings arranged around the edges of the lands with a central parking area.

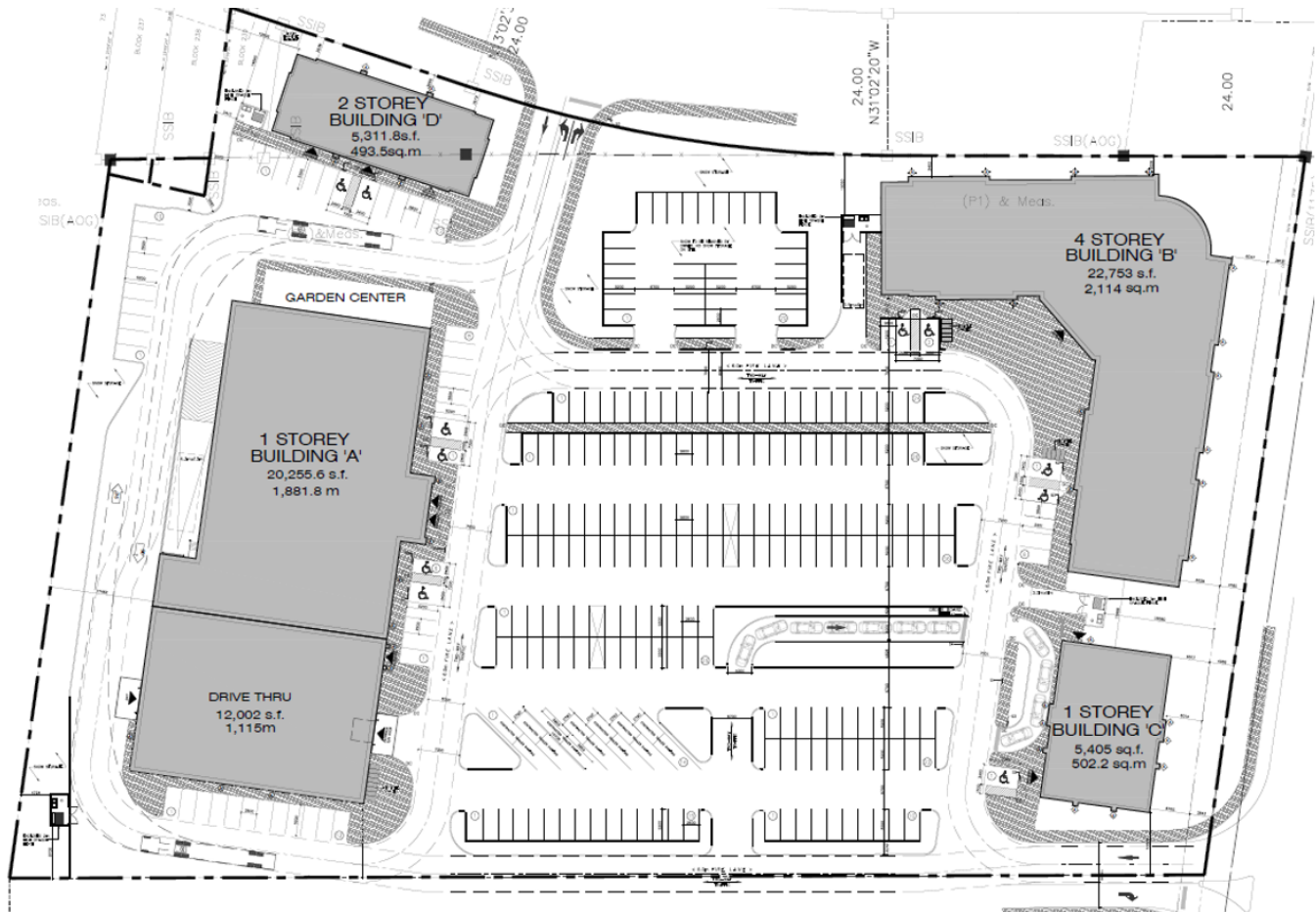


Figure 4: Excerpt from the Site Plan of the proposed development

Building A is a retail hardware store that will anchor the west side of the subject property. The building consists of a store area, a seasonal garden centre, and an internal loading facility through which customers can drive to conveniently pick up a variety of products. A loading dock for Building A is located at the rear of the building, near the west lot line.

Building B is a five (5) storey hotel with a total of 125 units. The building is located in the northeast corner of the subject property and is shaped to provide building walls along both Bank Street to the east and Dun Skipper Drive to the north.

Building C, located along the Bank Street frontage to the south of Building B, is proposed to be a restaurant. A drive-through facility has been incorporated into the proposed design.

Building D, located along the Dun Skipper frontage near the northwest corner of the subject property, is proposed to be a two (2) storey building with ground-floor commercial uses and office space on the second floor.

A total of 280 parking spaces are proposed, including several large parking spaces for contractors near the hardware store, and eleven (11) accessible parking spaces. Parking is largely internal to the subject property and will be barely visible from Bank Street. Eighteen (18) bicycle parking spaces are also provided for the proposed development and are spread throughout the site so as to permit convenient access to the buildings onsite.

Two (2) site accesses are proposed: from Dun Skipper Drive to the north, and from a shared access driveway with the adjacent property to the south. Dun Skipper Drive will connect the subject property to Bank Street via a full signalized intersection; while the shared access driveway will provide a right-in/right-out access to Bank Street.

Pedestrian access to the proposed development will be proposed via walkways along Bank Street to the east and Dun Skipper Road to the north. The internal pedestrian network includes an east-west walkway that crosses the parking lot and provides a direct connection between Buildings A and B.

The subject property is proposed to be redeveloped into three (3) phases, the first of which will consist of the construction of Building A and the subsequent demolition of the existing retail hardware store on the property. The order and timing of the following two phases has not yet been determined, though one of them will consist of Building B, and the other one will consist of Buildings C and D.



Figure 5: Proposed Building A elevation drawings



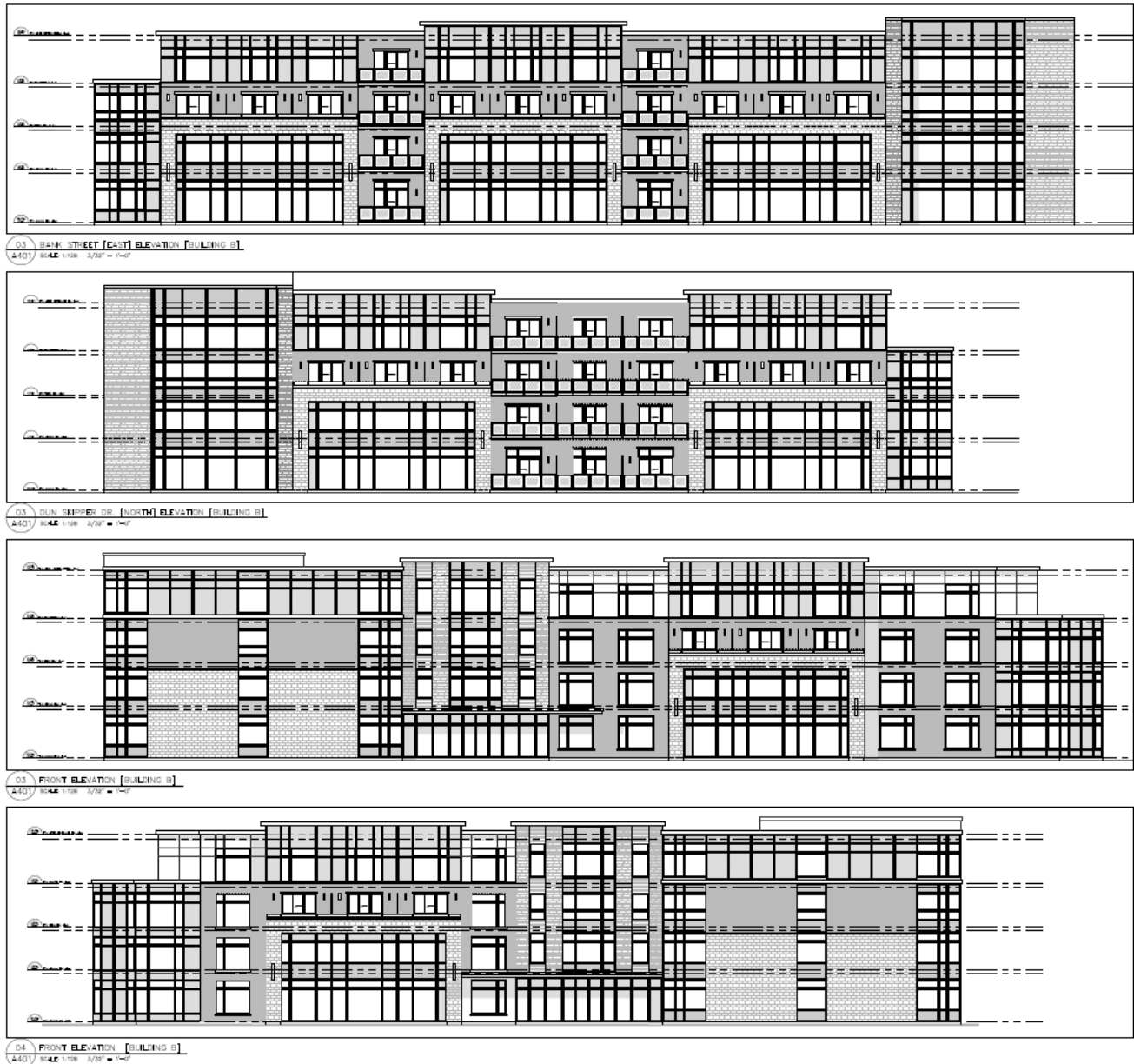


Figure 6: Proposed Building B elevation drawings



Figure 7: Proposed Building C elevation drawings



Figure 8: Proposed Building D elevation drawings



## POLICY & REGULATORY FRAMEWORK

### 3.1 Provincial Policy Statement

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act and in effect since March 1st 2005, provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters 'shall be consistent with' such policy statements issued under the Act.

The PPS promotes efficient development and land use patterns that minimize land consumption and servicing costs. An appropriate range and mix of employment uses, including industrial and commercial uses, must be accommodated.

The proposed redevelopment meets the following policies of the PPS:

#### 1.1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

Policy 1.1.1 of the PPS states that healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;
- f) improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;
- g) ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs; and
- h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

**The proposed development is consistent with Policy 1.1.1 of the PPS as it contributes to an appropriate range and mix of uses to meet long-term needs in the surrounding area. The development will also be municipally serviced and will be located in an area that is in the process of being developed.**

#### 1.1.3 Settlement Areas

Policy 1.1.3 of the PPS states that the vitality of settlement areas is critical to the long-term economic prosperity of our communities, and that it is interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures. According to Policy 1.1.3.1 of the PPS, settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.

Policy 1.1.3.2 of the PPS states that land use patterns within settlement areas shall be based on:

- a) densities and a mix of land uses which:
  - 1. efficiently use land and resources;

2. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. support active transportation;
5. are transit-supportive, where transit is planned, exists or may be developed; and
6. are freight-supportive; and

The proposed development meets Policy 1.1.3 of the PPS as it will efficiently use planned infrastructure and public service facilities. Further, the development will be designed to cater to the needs of pedestrians and cyclists, and is located along an arterial road that may support increased transit services in the near future.

### 3.2 City of Ottawa Official Plan

The subject property is largely designated Developing Community (Expansion Area) as per Schedule B – Urban Policy Plan of the City of Ottawa Official Plan (as shown below in Figure 9).

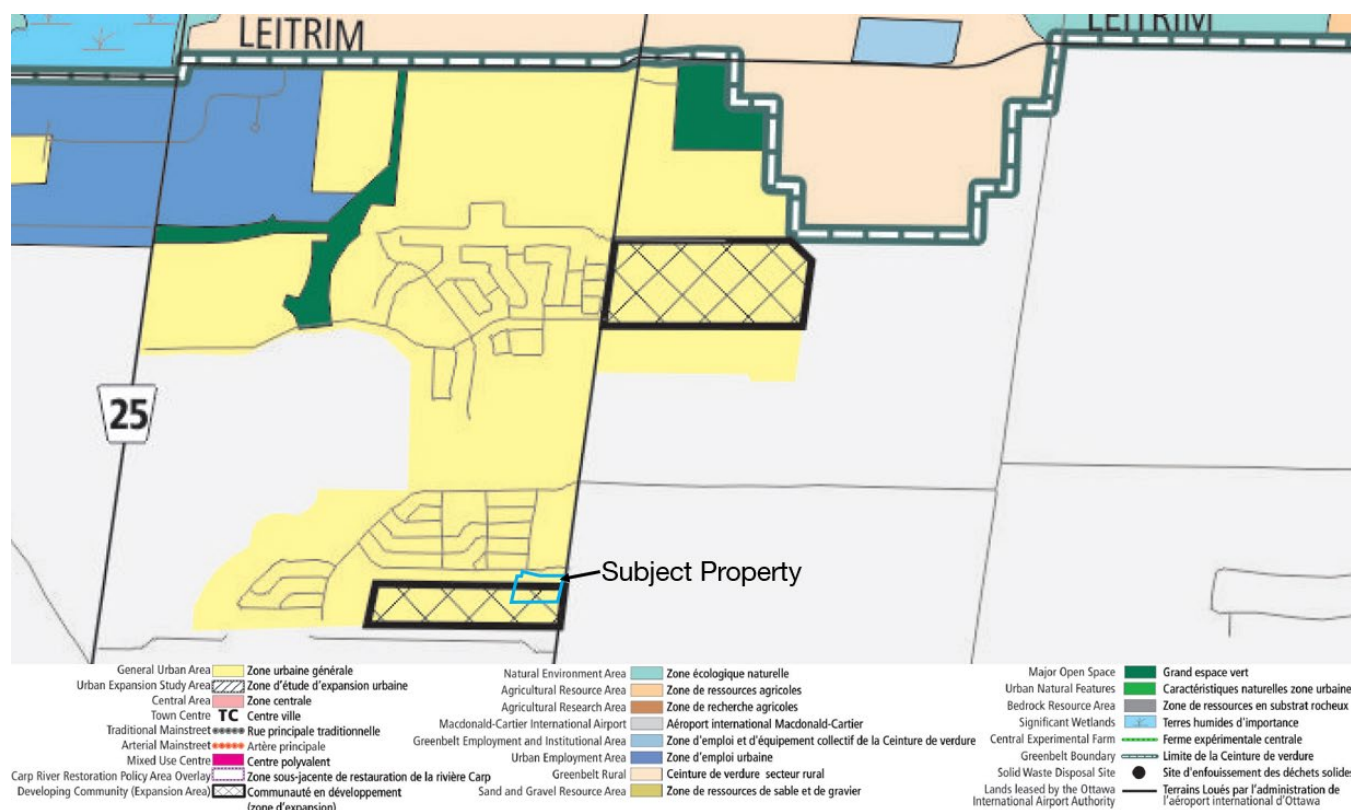


Figure 9: Excerpt from Schedule B – Urban Policy Plan of the City of Ottawa Official Plan

The Developing Community (Expansion Area) designation contributes to the provision of sufficient urban land to support the residential demands of the projected urban population. These lands, none of which is very large, will develop primarily for residential purposes, although minor, non-residential uses to meet the needs of a neighbourhood may also be located here.

Policy 2 of Section 3.12 of the City's Official Plan states that the policies of this section will be achieved through the preparation of a plan of subdivision. Because the owner is not party to the plan of subdivision to the

surrounding lands, it has been determined that Site Plan Control and Zoning By-law Amendment applications will be sufficient to identify the distribution of land uses, how the site is to be serviced, and how traffic will be addressed. Given that the property owner and development proponent is not part to the Plans of Subdivision for the surrounding lands, Site Plan and Zoning By-law Amendment applications have been deemed to adequately satisfy the requirements of this policy as the above-noted applications will identify the distribution of land uses, how the site is to be serviced, and how traffic will be addressed.

### **3.2.1 General Urban Area designation**

Policy 5 of Section 3.12 of the City's Official Plan notes that an amendment to the Official Plan will not be required to remove the designation of Developing Community (Expansion Area) and replace it with General Urban Area. As such, the subject property will be designated "General Urban Area" in the City's Urban Policy Plan once it is developed.

The General Urban Area designation permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. This will facilitate the development of complete and sustainable communities.

The Official Plan also notes that uses in the General Urban Area that serve wider parts of the city will be located at the edges of neighbourhoods on roads where the needs of these land uses (such as transit, car and truck access, and parking) can be more easily met and impacts controlled.

The Official Plan states that the General Urban Area permits uses that may generate traffic, noise or other impacts that have the potential to create conflicts with the surrounding residential community. These types of uses are often large and serve or draw from broader areas. The City will ensure that anticipated impacts can be adequately mitigated or otherwise addressed and will direct such uses to locations on the Rapid Transit and Transit Priority network, or an arterial or major collector road with sufficient capacity to accommodate the anticipated traffic generated and where frequent, all-day transit service can be provided.

**The proposed development meets the intent and purpose of the General Urban Area designation of the City's Official Plan. The proposed uses are permitted in the General Urban Area, and the development is proposed to be located along Bank Street, an arterial collector road sufficient capacity to accommodate traffic associated with the site.**

### **3.2.2 Urban Design and Compatibility (Section 2.5.1)**

Section 2.5.1 of the Official Plan presents several design principles to guide development. The most applicable principles and objectives for this application include:

/ **To enhance the sense of community by creating and maintaining places with their own distinct identity.**

The proposed development contributes to the planned local character of Bank Street. The proposed development also respects local identity by ensuring an appropriate transition to nearby residential neighbourhoods.

/ **To define quality public and private spaces throughout development.**

The proposed development appropriately frames the subject property and abutting streets by placing and orienting its buildings close to the streets. The placement of buildings close to Bank Street, in particular, will contribute to the creation of an interesting vista by providing a nearly continuous building wall along the property's frontage on Bank Street. The internal parking area of the site is appropriately enclosed by buildings on the north, east, and west sides.



- / **To create places that are safe, accessible and are easy to get to, and move through.**  
The proposed development incorporates an internal network of roads and accessible sidewalks in ways that are understandable. Sidewalks and building entrances have been designed with the needs of all users in mind, and accessible parking spaces have been spread throughout the site. The development will also incorporate site lighting to enhance safety at night.
- / **To ensure that new development respects the character of existing areas.**  
The new commercial development will complement and enliven the Bank Street corridor in the surrounding area. The low-rise profile of the development is consistent with the planned and existing context of the surrounding area.
- / **To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.**  
The proposed development is designed and laid out in a way that could achieve a more compact urban form over time.

**Based on the above, the proposed development meets the intent of Section 2.5.1 of the Official Plan and supports several of the City's Urban Design goals.**

### **3.2.3 Urban Design and Compatibility (Section 4.11)**

The criteria in Policy 2 of Section 4.11 provide a means to objectively evaluate the compatibility of new development. The following is an evaluation of the criteria in relation to the proposal.

<b>Compatibility Criteria</b>	<b>Proposed Development</b>
<b>Traffic</b>	A transportation study has been prepared to assess the impact of the proposed development on surrounding roads. The study concludes that the proposed development will integrate well with and can be safely accommodated by the adjacent transportation network with the appropriate actions and modifications in place.
<b>Vehicular Access</b>	Two (2) site accesses are proposed: from Dun Skipper Drive to the north, and from a shared access driveway with the adjacent property to the south. Dun Skipper Drive will connect the subject property to Bank Street via a full signalized intersection; while the shared access driveway will provide a right-in/right-out access to Bank Street. These accesses are determined to appropriately and adequately serve the needs of the proposed development.
<b>Parking Requirements</b>	<p>The provision of 280 vehicle parking spaces is modestly short of the zoning requirements for the proposed development. This shortfall can be attributed to the provision of the long parking stalls that are needed to accommodate building contractors for truck and trailers. In addition, it should be noted that both buildings C and A provide drive-through type facilities that should easily off-set the parking shortfall of 5 spaces.</p> <p>The provision of 18 bicycle parking spaces meets the zoning requirements for the proposed development.</p>
<b>Outdoor Amenity Areas</b>	The proposed development is not anticipated to adversely impact any nearby outdoor amenity areas in an undue manner.

Compatibility Criteria	Proposed Development
<b>Loading Areas, Service Areas, and Outdoor Storage</b>	<p>Several loading areas are proposed to be included as part of the proposed development. In particular, Building A features a dedicated loading dock at the rear of the building, and also incorporates a drive-through interior loading garage into its design. Additional loading spaces are provided for Buildings C and D.</p> <p>A total of four (4) proposed refuse collection areas, one for each building, will be strategically located throughout the subject property.</p> <p>The loading spaces have been confirmed from a truck turning perspective.</p> <p>A garden centre is proposed to be located to the north of Building A. No parking spaces will be affected by the garden centre.</p>
<b>Lighting</b>	<p>Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no significant impacts on adjacent properties.</p>
<b>Noise and Air Quality</b>	<p>No significant noise or air quality concerns are anticipated as a result of the proposed development.</p> <p>A noise consultant has been engaged to assess potential noise impacts to both the proposed development and the surrounding properties.</p>
<b>Sunlight</b>	<p>No significant shadowing impacts are anticipated as a result of the proposed low-rise development.</p>
<b>Microclimate</b>	<p>No significant microclimate impacts are anticipated as a result of the proposed development.</p>
<b>Supporting Neighbourhood Services</b>	<p>The proposed development will contribute services and amenities to the surrounding area and is located along Bank Street, in an area that is expected to see significant growth. As such, the scale and location of the proposed development is reasonable and appropriate.</p>

Given the above, the proposed development is in conformity with urban design and compatibility criteria outlined in Policy 2 of Section 4.11 of the Official Plan.

### 3.2.4 Land-Use Constraints Due to Airport and Aircraft Operations (Section 4.8.6)

As per Schedule K: Environmental Constraints of the City of Ottawa Official Plan (as shown in Figure 10 below), the subject property is located in the Airport Vicinity Development Zone (AVDZ).

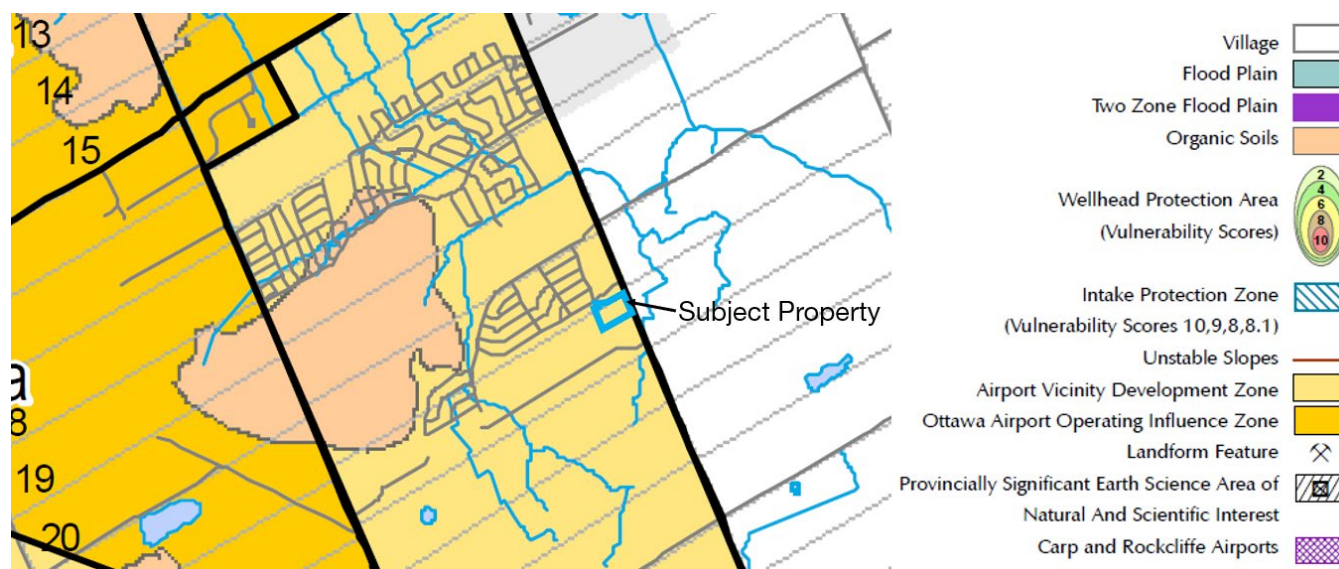


Figure 10: Excerpt from Schedule K: Environmental Constraints of the City of Ottawa Official Plan

Policy 1 of Section 4.8.6 of the Official Plan states that development within the AVDZ must take into consideration the Council-approved Environmental Noise Control Guidelines and applicable provincial and federal guidelines and regulations.

According to Policy 5 of Section 4.8.6 of the Official Plan, development conditions and best practices may be required to reduce the risk of wildlife conflict with airport operations. Proposed land uses, municipal infrastructure projects and activities in the vicinity of the Ottawa International Airport will have regard to the Ottawa MacDonald-Cartier International Airport Authority Wildlife Management Plan.

Policy 6 of Section 4.8.6 of the Official Plan states that the creation of open water habitat areas will be prohibited within the AVDZ.

**The proposed development meets the intent of Section 4.8.6 of the Official Plan as its proposed landscaping will not include vegetation that may increase the risk of wildlife conflict with airport operations. Further, no open water habitat areas are proposed to be created as part of the proposed development.**

### 3.3 Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan which resulted in several changes to policy references and land use designations. Ottawa City Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013 and it was subsequently approved by the Ministry of Municipal Affairs (MMAH) in April 2014. Several appeals of OPA 150 are currently before the Ontario Municipal Board (OMB) with portions having been approved.

Through OPA 150, the subject property maintains the General Urban Area designation and the proposal continues to meet the intent and direction of that designation.

Policies under 2.5.1 have been revised in a manner to allow development proponents to respond in creative ways to the Design Objectives. The responses provided in the previous Official Plan section continue to apply.



Section 4.11 has been revised to address a variety of new policy objectives. Applicable new objectives are listed and discussed in the following table:

Compatibility Criteria	Proposed Development
<b>Views</b>	The proposed development will not impact any significant sightlines identified by the City of Ottawa Official Plan.
<b>Building Design</b>	The design of the proposed development includes minimal setbacks from the abutting streets in order to contribute to active street frontages. Loading areas and refuse collection areas will be designed with adequate screening.
<b>Massing and Scale</b>	Proposed buildings are planned to be oriented along the lot lines abutting public streets in order to provide an active street presence.  The low-rise profile of the development is consistent with the existing building heights in the surrounding area.
<b>Outdoor Amenity Areas</b>	The proposed development is not expected to have a significant on any nearby outdoor amenity areas.

### 3.4 Leitrim Community Design Plan

The Leitrim Community Design Plan (CDP) was initiated in November 2003 to provide a coordinated vision guiding all future development in Leitrim. The Leitrim Community is an approximately 520-hectare area located in the south end of the City of Ottawa, entirely south of Leitrim Road, generally between Bank Street and Albion Road. The Leitrim Wetland surrounds the Community to the southwest. The majority of Leitrim is presently undeveloped, but there are existing commercial, institutional, industrial residential uses throughout the area, primarily at the intersections of Bank Street and Albion Road with Leitrim Road.

The Leitrim CDP is comprised of six main components: the Land Use Plan, the Community Design Guidelines, the Greenspace Plan, the Servicing Plan, the Transportation Plan, and the Implementation Plan.

#### 3.4.1 CDP Land Use Plan

The subject property is largely located just outside the Leitrim CDP area. Even though the Leitrim CDP does not apply to the majority of the subject property, the proposed development has been evaluated for its conformity to the CDP as it abuts lands that are part of the CDP area.

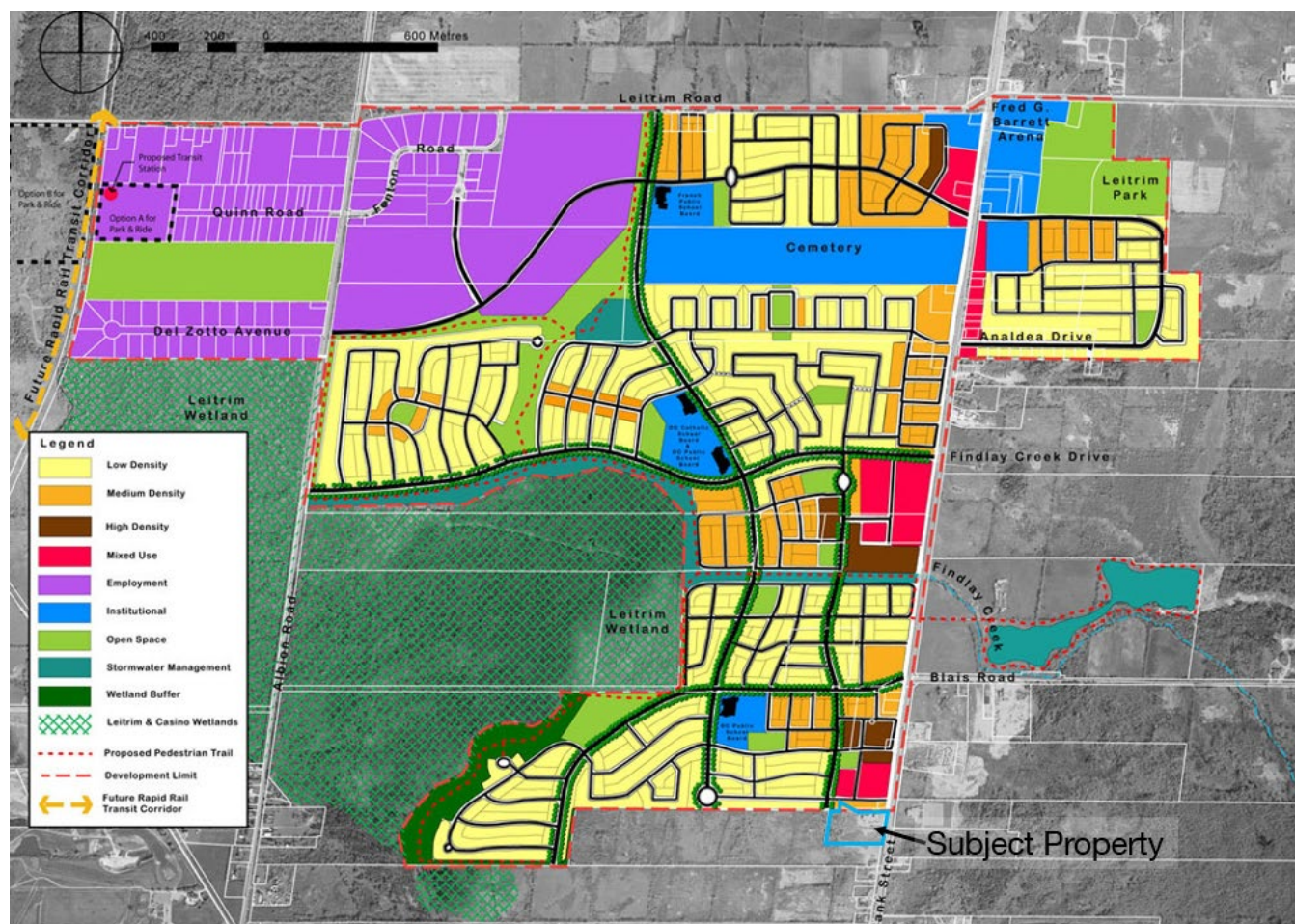


Figure 11: Excerpt from The Leitrim CDP Land Use Plan (subject property outlined in blue)

The lands just to the north of the subject property are designated “Mixed Use” and “Medium Density Residential” in the Leitrim CDP Land Use Plan (as shown in Figure 11 above). The designations identified on the Land Use Plan are intended to show general areas and the boundaries are flexible and may vary without amendment to the Plan, except where designations are established by fixed boundaries such as wetland boundaries or roads or where specifically stated to be fixed in the policies of this Plan.

The proposed development may be considered as an extension of the Mixed Use designation in the southeast corner of the Leitrim CDP Land Use Plan. This extension is reasonable as the subject property is located along Bank Street, a planned arterial road on which several commercial uses are already located. Further, the subject property is in close proximity to designated High Density and Medium Density areas, and as such will provide additional commercial services and amenities in a higher density area.

### Mixed Use Designation

The intent of the Mixed Use designation is to accommodate a wide range of institutional, community and convenience retail, and personal service and business uses to serve the Community’s residents, with higher density residential uses that will support the commercial activities and provide diversity in the housing stock. These areas are intended to be the ‘core’ of the Leitrim Community.

Only low and mid-rise apartments are permitted in the Mixed Use designation. In the context of the Leitrim CDP, an ‘apartment’ will mean any building that exceeds a density of 80 units per net hectare.

Permitted non-residential uses include a range of institutional, commercial and service uses, such as retail stores, food stores, restaurants, service commercial, personal services uses, financial institutions and services, business, medical and professional offices, and entertainment and recreational uses. Larger scale commercial retail uses are permitted in Mixed Use designation, subject to the applicable Design Guidelines in Section 5.0 of this Plan.

**The proposed development meets the intent and purpose of the Mixed Use designation by providing a mix of commercial, hotel, and office uses, and is appropriately located along Bank Street. The proposed development will also provide additional employment opportunities to nearby residential communities and contribute to the creation of a complete community.**

### 3.4.2 Community Design Guidelines

The CDP’s section on Community Design Guidelines provides direction regarding the design of the Leitrim Community, based on the Land Use Plan, identifying how the principles and objectives of the Official Plan can be translated to the community. The community design guidelines are organized by the structuring elements of the Land Use Plan. Their goal is to direct future land use planning and development decisions within the Community for both public and private sector development.

The proposed development meets the intent and purpose of several of the CDP’s Community Design Guidelines for Mixed Use Centres, including the following:

#### Buildings

- / Buildings should be oriented to front, face, and feature public streets, especially with buildings at corners.
- / Building façades along the public streets should be articulated with colour, material variations, windows, and other treatments of the wall plane to provide a high quality of design, detail, and variety. The design treatment of flanking façades visible from the street should be similar to that of the front facade.
- / The side and rear of buildings abutting low to medium density residential properties should be of similar height as the residential dwellings or should be stepped above 4 storeys to maintain an appropriate scale in relation to adjacent residential uses.
- / Both the residential and commercial components of buildings should be of quality construction and architectural details should extend to both components of buildings.
- / All façades that overlook streets and open spaces should have windows. Reflective mirror glass should not be used for windows at grade.
- / Building fronts should be treated as pedestrian areas and public spaces:
  - pedestrian areas in front of the buildings should be wide and well-landscaped with furniture, lighting, and planting;
  - tree planting should be carefully planned with signage to avoid conflicts; and,
  - planting should be in large continuous planting beds.
- / Entrances to buildings should be prominent and visible with entrance canopies, awnings, and other architectural elements.

#### Parking

- / Parking areas should be located at the side or rear of the development and set back from the street ROW.
- / Parking areas should be designed in small sections and include lighting, substantial landscaping, and special paving to break up expanses of parking and to provide places for pedestrian connections.

- / Parking areas should be screened from view from streets, open spaces, and adjacent residential areas with low fencing and planting.

### **Loading & Servicing**

- / Servicing and loading areas should be located behind buildings and screened. Conflicts between shipping vehicles and pedestrians must be minimized through signage and delineation of the pedestrian right-of-way.

### **Site Landscape Treatment**

- / Trees, shrubs and groundcovers should be planted at grade in wide, continuous planting beds that serve to define pods of parking and provide the preliminary pedestrian circulation.
- / Planting beds should be established to enable plant material to be massed to create a healthy and sustainable landscape.
- / A mix of deciduous and evergreen vegetation should be used.

**Given the above, the proposed development generally meets the intent and purpose of the Leitrim CDP's Community Design Guidelines for Mixed Use Centres.**

## **3.5 Building Better and Smarter Suburbs: Strategic Direction and Action Plan (2015)**

In 2015, Council approved the report titled “Building Better and Smarter Suburbs (BBSS): Strategic Directions and Action Plan” (dated February 20, 2015), which aims to support land efficiency and functionality in new suburban subdivisions. The Vision for the BBSS initiative is “the principles of good urbanism should apply to the suburbs as they do to other parts of the City.” This Vision is supported by four principles which speak to Ottawa’s suburbs being: land efficient and integrated; easy to walk, bike, bus, or drive; well designed; and financially sustainable.

The following nine core topic areas are identified in the BBSS document, each of which has its own objectives, strategic directions, and action plan:

1. Street Network and Land Use
2. Parks and Open Space
3. Stormwater Management
4. School Sites
5. Parking
6. Road Rights-of-Way
7. Rear Lanes
8. Trees
9. Utility Placement

The proposed development meets the following objectives and strategic directions of the BBSS initiative:

### **1. Street Network and Land Use**

- / Strategic Direction 1 – Design the street network as an integral part and extension of the municipal grid, taking into consideration its future adjustments and evolution.
- / Strategic Direction 3 – Design the street network in conjunction with the land use and open space system to ensure direct pedestrian and cycling connectivity to key destinations in the community (schools, shops, bus stops and stations, etc.).
- / Strategic Direction 9 – Avoid reverse frontage lots (rear yard abutting public street) within a community.
- / Strategic Direction 11 – Provide flexibility in zoning to accommodate a mix of land uses within a community, such as areas that allow live-work units or local commercial land uses.



**8. Trees**

- / Objective- Select appropriate tree species for the local environment.
- / Objective- Achieve suitable conditions to ensure mature tree development.

**Although many of the objectives and strategic directions of the BBSS document are not relevant to the proposed development (which is comprised of a single property that is not part of a Plan of Subdivision), the proposed development on the subject property does meet the general intent of the initiative.**

**3.6 Urban Design Guidelines for Large-Format Retail**

Approved by Council in May 2006, the Urban Design Guidelines for Large-Format Retail provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development of large format retail stores.

The proposed development achieves several of the guidelines, including:

**1. Streetscape and Built Form**

- / Orient the long side of each building to be parallel to the public street (Guideline 3).
- / Use clear windows and doors to make the pedestrian level façade of walls facing the street highly transparent. Locate active uses at grade, such as restaurants, specialty in-store boutiques, food concessions and waiting areas (Guideline 4).
- / Provide site furnishings, such as benches, bike racks and shelters, at building entrances and amenity areas (Guideline 8).
- / Base new development on an internal circulation pattern that allows logical movement throughout the site that will accommodate, and not preclude, intensification over time. Design the internal circulation pattern with direct connections to the surrounding streets (Guideline 10).

**2. Pedestrians and Cyclists**

- / Provide direct, safe, continuous and clearly defined pedestrian access from public sidewalks, parking areas and transit stops to building entrances (Guideline 12).
- / Provide unobstructed pedestrian walkways that are a minimum 2.0 metres wide along any façade with a customer entrance, along any façade adjacent to parking areas, and between the primary access and the public sidewalk. Provide additional width where doors swing out and car bumpers can potentially interfere with the walkway. Make all other on-site pedestrian walkways at least 1.5 metres wide (Guideline 14).

**3. Vehicles and Parking**

- / Link access drives and parking lots of adjacent properties in order to allow for the circulation of vehicles between sites (Guideline 18).
- / Share vehicular access to parking areas between adjacent properties in order to reduce the extent of interruption along the sidewalk and the streetscape (Guideline 19).
- / Design the site circulation to minimize the conflict between pedestrians and vehicles. This can be achieved by orienting car parking spaces to minimize the number of traffic aisles that pedestrians must cross (Guideline 20).
- / Provide only the minimum number of parking spaces required by the Zoning By-law (Guideline 22).
- / Provide a consistent width of landscaped and pedestrian area across the site frontage (Guideline 23).

**4. Landscape and Environment**

- / Select trees, shrubs and other vegetation considering their tolerance to urban conditions, such as road salt and heat. Give preference to native species of the region that are of equal suitability (Guideline 25).

- / Provide a minimum 3.0 metre wide landscaped area along the edge of a site where parking areas, drive lanes or stacking lanes are adjacent to a public street. Use trees, shrubs and low walls to screen cars from view while allowing eye level visibility into the site (Guideline 26).
- / Plant trees in landscaped islands in parking areas, with at least two trees together and at least 10.0 square metres of soil area per tree (Guideline 28).
- / Provide a minimum 3.0 metre wide landscaped area, which may include a solid wall or fence in addition to planting, at the edges of sites that are adjacent to residential or institutional properties (Guideline 29).
- / Provide a minimum 2.5 metre wide landscape area along the site's side and rear yards in order to provide screening and enhance site environmental benefits (Guideline 30).
- / Landscape any area between the building and the sidewalk with foundation planting, trees, street 4 furniture, and walkways to public sidewalks (Guideline 31).

## **5. Signs**

- / Integrate landscape features with ground-mounted signs (Guideline 38).

## **6. Servicing and Utilities**

- / Enclose all utility equipment within buildings or screen it from both the public street and private properties to the rear and ensure that noise is attenuated. This includes utility boxes, garbage and recycling container storage, loading docks and ramps and air conditioner compressors (Guideline 45).
- / Plan the site to include areas for temporary snow storage without conflicting with site circulation, landscaping and utility boxes (Guideline 52).

**Given the above, the proposed development meets the intent and purpose of several of the Urban Design Guidelines for Large-Format Retail.**

### **3.7 Urban Design Guidelines for Drive-Through Facilities**

Approved by City Council in May 2006, the Urban Design Guidelines for Drive-Through Facilities provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development of drive-through facilities. Specific site context and conditions will be reviewed, in conjunction with these guidelines.

The proposed drive-through facility for Building C achieves several of the guidelines, including:

#### **1. Streetscape and Built Form**

- / Locate buildings close to the street to help define the street edge (Guideline 2).
- / Locate interior uses such as seating areas, employee rooms, offices, waiting areas and lobbies, which have the potential for clear windows, along street-facing walls (Guideline 6).
- / Coordinate architectural detail and character within an overall design concept for all building sides and components (Guideline 9).

#### **2. Pedestrians and Cyclists**

- / Provide customer entrance doors that are close to parking areas (Guideline 12).

#### **3. Vehicles and Parking**

- / Locate surface parking areas and stacking lanes at the side or rear of buildings (Guideline 17).
- / Minimize the number and width of driveways from the public street while ensuring they meet the requirements of the Private Approach By-law (Guideline 18).
- / Locate vehicular access points to the sites as far away as possible from street intersections. Locate vehicle access points to corner sites on the secondary street (Guideline 19).

- / Locate stacking lanes away from adjacent sensitive uses, such as residential and outdoor amenity areas, to reduce the impacts of noise and pollution that could be caused by stacking cars on such uses. Use landscaping and fencing to help buffer potential impacts (Guideline 20).
- / Avoid locating the stacking lane between the building and the public street (Guideline 22).
- / Separate stacking lanes from parking areas and driveways using landscaped islands, decorative pavement, pervious islands and painted lines (Guideline 24).

#### **4. Landscape and Environment**

- / Provide a minimum 3.0 metre wide landscape area, which may include a solid wall or fence in addition to planting, at the edges of sites that are adjacent to residential or institutional properties (guideline 32).
- / Use sodded areas and shrub beds to collect, store and filter stormwater in order to improve groundwater recharge (Guideline 35).
- / Divide large parking areas into smaller and well-defined sections using soft and hard landscaping in order minimize the amount of paved area (Guideline 36).

#### **6. Servicing and Utilities**

- / Locate noise-generating areas, including ordering board speakers, outdoor loading areas and garbage storage, away from sensitive uses such as residential areas and schools (Guideline 44).
- / Design lighting so that there is no light spillage, glare or light cast over adjacent uses. Direct and/or shield lighting sources away from adjacent residential properties and provide screening as necessary (Guideline 46).
- / Plan the site to include areas for temporary snow storage without conflicting with site circulation, landscaping and utility boxes (Guideline 48).
- / Provide views and clear sightlines between the site and surrounding uses to ensure sufficient safety and comfort levels (Guideline 49).

**Given the above, the proposed development meets the intent and purpose of several of the Urban Design Guidelines for Drive-Through Facilities.**

### **3.8 City of Ottawa Comprehensive Zoning By-law (2008-250)**

As per Figure 13 below, the subject property is largely zoned Rural Commercial Subzone 4 (RC4) in the City of Ottawa Zoning By-law, with small portions near the northwestern edge of the property zoned Residential Third Density Subzone Z (R3Z) and General Mixed Use (GM).



Figure 12: Zoning map of the subject property (outlined in blue)

The purpose of the RC zone is to:

- / Permit the development of highway and recreational commercial uses which serve the rural community and visiting public in areas mainly designated as General Rural Area, Village and Carp Road Corridor Rural Employment Area in the Official Plan;
- / accommodate a range of commercial uses including services for the traveling public as well as agriculture-related, vehicle-oriented and construction products and services;
- / permit research facilities in areas designated Greenbelt Employment and Institutional Area in the Official Plan, and
- / regulate development in a manner that has a minimal impact on the surrounding rural area or villages.

The RC zone is no longer appropriate for the subject property, given its designation as a Developing Community (Expansion Area) in the Official Plan and the ongoing and future development of the surrounding area.

In order to proceed with the proposed redevelopment, a Zoning By-law Amendment Application is required to rezone the subject property to General Mixed Use (GM).

The purpose of the GM zone is to:

- / allow residential, commercial and institutional uses, or mixed-use development in the General Urban Area and in the Upper Town, Lowertown and Sandy Hill West Character Areas of the Central Area designations of the Official Plan;



- / limit commercial uses to individual occupancies or in groupings in well-defined areas such that they do not affect the development of the designated Traditional and Arterial Mainstreets as viable mixed-use areas;
- / permit uses that are often large and serve or draw from broader areas than the surrounding community and which may generate traffic, noise or other impacts provided the anticipated impacts are adequately mitigated or otherwise addressed; and
- / impose development standards that will ensure that the uses are compatible and complement surrounding land uses.

In addition to permitting a variety of residential uses, the GM zone permits the following non-residential uses:

- |  |                                      |
|--|--------------------------------------|
| / animal care establishment            | / municipal service centre           |
| / animal hospital                      | / office                             |
| / artist studio                        | / payday loan establishment          |
| / bank                                 | / personal service business          |
| / bank machine                         | / place of assembly                  |
| / catering establishment               | / place of worship                   |
| / click and collect facility           | / post office                        |
| / community centre                     | / recreational and athletic facility |
| / community health and resource centre | / research and development centre    |
| / convenience store                    | / residential care facility          |
| / day care                             | / restaurant                         |
| / diplomatic mission                   | / retail food store                  |
| / drive-through facility               | / retail store                       |
| / emergency service                    | / service and repair shop            |
| / funeral home                         | / shelter                            |
| / home-based business                  | / small batch brewery                |
| / home-based day care                  | / storefront industry                |
| / instructional facility               | / technology industry                |
| / library                              | / training centre                    |
| / medical facility                     | / urban agriculture                  |

A site-specific zoning exception is required to permit the proposed hotel use in addition to the above-listed uses.

The table below provides an overview of the proposed development's performance with respect to the applicable provisions of the proposed GM zone:

Zoning Mechanism	Required	Proposed	Compliance ✓ or ✗
<b>Minimum Lot Area</b>	No minimum	25,236 m <sup>2</sup>	✓
<b>Minimum Lot Width</b>	No minimum	121.9 m	✓
<b>Minimum Front Yard Setback</b>	3 m	10.2 m	✓
<b>Minimum Corner Side Yard Setback</b>	3 m	3 m	✓
<b>Minimum Rear Yard Setback</b>	No minimum	17.5 m	✓

Zoning Mechanism	Required	Proposed	Compliance ✓ or ✗
<b>Minimum Interior Side Yard Setback</b>	From any portion of a lot line abutting a residential zone: 5 m	> 5 m	✓
<b>Maximum Building Height</b>	18 m	Approximately 13 m	✓
<b>Maximum Floor Space Index</b>	2	0.51	✓
<b>Minimum Width of Landscaped Buffer around a Parking Lot</b>	For a parking lot containing over 100 spaces: 3 m	0 m	✗
<b>Minimum Landscaped Area in a Parking Lot</b>	15%	24.6%	✓
<b>Minimum Required Vehicle Parking Spaces</b>  (Shopping Centre Rate: 3.6 spaces per 100 m <sup>2</sup> of Gross Leasable Floor Area)	Building A (2,996.8 m <sup>2</sup> ): 108	<b>Total: 280</b>	✗
	Building B (125 hotel rooms): 125		
	Building C (502 m <sup>2</sup> ), minus 10 per cent for drive-through: 16		
	Building D (987 m <sup>2</sup> ): 36		
	<b>Total: 285</b>		
<b>Parking Space Dimensions</b>	5.2 m by 2.6 m	(Minimum) 5.2 m by 2.6 m	✓
<b>Aisle and Driveway Provisions</b>	Minimum Required Width: 6.7 m	6.7 m	
<b>Minimum Required Bicycle Parking Spaces</b>	Shopping Centre (1 per 500 m <sup>2</sup> ): 8 Hotel (1 per 1,000 m <sup>2</sup> ): 9 <b>Total: 17</b>	18	✓
<b>Minimum required Queuing Spaces for a Drive-Through Facility (Restaurant use)</b>	Before/at order board: 7	Before/at order board: 7	✓
	Total: 11	Total: 11	
<b>Minimum Required Loading Spaces</b>	Shopping Centre (2,000 m <sup>2</sup> or more): <b>2</b> Hotel use (over 2,000 m <sup>2</sup> ): <b>2</b> <b>Total: 4</b>	3	✗
<b>Loading Space Dimensions</b>	Length: 9 m (parallel); 7 m (all other cases)	Length: 9 m	✗
	Width: 3.5 m	Width: 3.5 m	
	Width of aisles accessing loading spaces: 9 m	Width of aisles accessing loading spaces: 7 m	

Zoning Mechanism	Required	Proposed	Compliance ✓ or ✗
<b>Oversized Loading Spaces</b>	For a retail store with a minimum GFA of 2,000 m <sup>2</sup> (½ of required spaces): <b>1</b>	1	✓
<b>Minimum Oversized Loading Space Dimensions</b>	Length: 13 m	Length: 23 m	✗
	Width: 4.3 m	Width: 5.8 m	
	Width of aisle accessing loading space: 17 m	Width of aisle accessing loading space: 7 m	
<b>Landscaping Provisions for Outdoor Loading and Refuse Collection Areas</b>	Must be located at least 9 m from a lot line abutting a public street	Minimum distance from a lot line abutting a public street: 10 m	✓
	Must be located at least 3 m from any other lot line	Minimum distance from any other lot line: 3.4 m	
	Must be screened from view by a 2 m high opaque screen	All loading areas and refuse collection areas are screened from view by a 2 m high opaque screen	

### 3.8.1 Required Amendments to the Zoning By-law

In addition to rezoning the subject property to a GM zone and permitting a hotel use, the proposed development requires relief from the following zoning provisions:

/ **Minimum Required Parking Spaces (Section 101)**

Whereas the parking space rates outlined in the Zoning By-law require a total of 285 vehicle parking spaces for the proposed development, 280 spaces are proposed to be provided. A proposed loading area for large order pick-ups in the form of a drive-through warehouse is proposed to be incorporated into the design of Building A along with a drive-through for Building C. These features should help alleviate any concerns with respect to the shortfall of 5 parking spaces.

/ **Minimum Width of a Landscaped Buffer Around a Parking Lot (Section 110)**

Whereas the Zoning By-law requires a three (3) metre landscaped buffer around a parking lot containing 100 or more spaces, the proposed landscaped buffer along the southern edge of the parking lot is only 2.4 metres wide. Further, there is no landscaped buffer to the south of twelve (12) parking spaces abutting Building A, near the southwest corner of the subject property.

As a driveway providing a right-in, right-out access to and from Bank Street is proposed to straddle along the south lot line of the subject property, and the future development south of the shared driveway is also anticipated to be similar to the proposal, the reduced and/or absent landscaped buffer does not directly abut any sensitive land uses and is therefore not anticipated to cause any adverse impacts.

/ **Minimum Required Loading Spaces (Section 113)**

Whereas the Zoning By-law requires two (2) loading spaces for a hotel with a Gross Floor Area of more than 2,000 m<sup>2</sup>, only one (1) loading space is proposed to be provided for the hotel use.

---

Should the hotel occasionally require the use of a second loading space, an additional space is located adjacent to Building C, just to the south of and easily accessible to the hotel.

/ **Minimum Width of Aisles Accessing Loading Spaces (Section 113)**

Whereas the Zoning By-law requires minimum widths of aisles accessing loading spaces at a ninety degree angle to be 9 metres for regular spaces and 17 metres for oversized spaces, the minimum aisle widths accessing all three (3) loading spaces are proposed to be seven (7) metres. The reduced widths have been confirmed from a truck turning perspective and should not have any impact on onsite circulation or loading operations.



Technical studies to analyze the proposed development have been completed and included under separate cover as part of this application. These studies include the following:

**Stage 1 & Stage 2 Archaeological Assessment, prepared by Adams Heritage, dated April 29, 2019**

Adams Heritage prepared a report discussing a Stage 1 and Stage 2 archaeological assessment of the subject property. Areas of archaeological potential were determined through the Stage 1 assessment. As part of the Stage 2 assessment, field testing was conducted by a team of three (3) experienced archaeological field workers. No artifacts were recovered and no archaeological resources were identified. As such, clearance of any conditions relating to archaeological heritage is recommended. The report further recommends that no further archaeological assessment of the property is required.

**Geotechnical Investigation, prepared by Paterson Group, dated November 25, 2013**

Paterson Group, which was commissioned to conduct a geotechnical investigation for a proposed commercial development on the subject property, prepared a letter report presenting its findings and recommendations.

From a geotechnical perspective, the subject property is considered satisfactory for the proposed commercial development. It is expected that the proposed commercial slab-on-grade structures will be founded on conventional shallow footings placed over a compact glacial till bearing surface.

**Transportation Impact Assessment, prepared by IBI Group, dated April 12, 2019**

IBI Group was retained to undertake a Transportation Impact Assessment in support of the proposed development of the subject property.

Based on the findings of the study, it is the overall opinion of IBI Group that the proposed development will integrate well with and can be safely accommodated by the adjacent transportation network with the appropriate actions and modifications in place.

**Design Brief, prepared by IBI Group, dated April 2019**

IBI was retained to prepare the necessary engineering plans, specifications and documents to support the proposed development of the subject property in accordance with the policies set out by the Planning and Development Branch of the City of Ottawa. This site servicing brief presents a detailed servicing scheme to support development of the property, and includes sections that review water supply, wastewater disposal, minor and major stormwater management, and erosion and sediment control.

The report and accompanying drawings clearly indicate that the proposed development meets the requirements of the stakeholder regulators, including the City of Ottawa, provincial MECP and SNC. The proposed development is in general conformance with the recommendations of both the 2016 Updated Serviceability Report and the Pathways Phase 1 design.

There is a reliable water supply available adjacent to the proposed development; a wastewater outlet is available adjacent to the site; local storm sewers have been installed adjacent to the site; and an expansion to the existing Findlay Creek Village Stormwater Facility has been constructed to collect and treat runoff from the subject property.

The design brief concludes by recommending that the regulators review this submission with an aim of providing the requisite approvals to permit the owners to proceed to the construction stage of the subject property.

**Phase I Environmental Site Assessment, prepared by Pinchin Ltd., dated February 27, 2019**

Pinchin was retained to complete a Phase I Environmental Site Assessment (Phase I ESA) to assess the potential presence of environmental impacts at the subject property due to activities at and near the property. Based on the findings of the Phase I ESA, Pinchin identified three (3) potentially contaminating activities (PCAs), one of

---

which is also considered an area of potential environmental concern. Pinchin notes that that residual impacts were considered to be localized and minor in nature and that no further subsurface investigation was required at that time. If the impacted area is to be redeveloped in the future, the report recommends that the impacted soil be dealt with accordingly.

It is Pinchin's opinion that the subject property is suitable for the filing of a Site Plan Approval application with the City based only on the completion of this report.

**Acoustical Report, prepared by IBI Group, dated May 10, 2019**

IBI Group was retained to conduct an Acoustical Study to examine potential impacts of noise created by the proposed commercial development on proposed off-site residential properties, and to recommend noise mitigation, if required, based on criteria set by the Ministry of the Environment, Conservation and Parks (MECP) and the City of Ottawa.

The report recommends that physical noise mitigation in the form of noise barriers will be required to bring the proposed commercial units within this development into compliance with the MECP noise criteria. More specifically, the barriers are to be placed on the rooftops of Buildings A, C, and D.

Based on the preceding, IBI Group concludes that the proposed development can be developed with appropriate noise mitigation to satisfy MECP noise level criteria.

It is our professional planning opinion that the proposed Major Zoning By-law and Site Plan Control applications represent good planning, due to the following:

- / The proposed development is consistent with the policies of the Provincial Policy Statement. More specifically, the proposed development is an intensification of the subject property in an area where services and infrastructure are planned or readily available, and will help provide an increase in jobs and commercial services for the Leitrim community.
- / The proposed development meets the intent and purpose of the Official Plan's General Urban Area designation, urban design and compatibility objectives, and policies regarding land-use constraints due to airport and aircraft operations.
- / Although not located within the Leitrim CDP lands, the proposed development nonetheless meets the intent and purpose of the CDP's Mixed-Use designation by providing a mix of commercial, hotel, and office uses, and is appropriately located along Bank Street. The proposed development will also provide additional employment opportunities to nearby residential communities and contribute to the creation of a complete community. The proposal is also consistent with the CDP's Community Design Guidelines for Mixed Use Centres.
- / Although many of the objectives and strategic directions of the BBSS document are not relevant to the proposed development (which is comprised of a single property that is not part of a Plan of Subdivision), the proposed development on the subject property does meet the general intent of the initiative.
- / The proposed development meets the intent and purpose of several of the Urban Design Guidelines for Large-Format Retail.
- / The proposed development is appropriate for the proposed GM zoning which effectively implements the applicable General Urban designation within the Official Plan, and the requested amendments are reasonable and continue to maintain the intent and purpose of the Zoning By-law.
- / The proposed development and requested amendments are supported by a range of technical studies.

Sincerely,



Nico Church, M.P.I.  
Planner



Brian Casagrande, MCIP RPP  
Partner