

DOCUMENT 2

Drive-through facilities in the Village context



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Introduction Existing policies in the Official Plan provide guidance regarding where drive-through facilities may be permitted, as-of-right, in the City of Ottawa. These permissions will not change as a result of the findings of this study. Regarding Villages, policies in Section 3.7.1 do not generally permit drive-through facilities in the core areas of villages. However, policy 3.7.1.13 directs that a study be undertaken to develop new policies for village core areas to aid in the evaluation of site-specific zoning by-law amendment applications to permit a drive-through facility. Approval of such a site-specific zoning by-law amendment application would be considered an exceptional circumstance.

Section 3.7.1.13 directs that the new policies shall be adopted as an official plan amendment, either to Volume 1 or to Volume 2 of the Plan, and, that if Council has not adopted an official plan amendment to implement the findings of the study by March 24, 2013, drive-through facilities will be permitted within the Village core areas and along Village mainstreets. The policies in 3.7.1.13 further provide that prior to March 24, 2013 the policies in Section 3.6.3.6 for drive-through facilities for Traditional Mainstreets, with necessary modifications, shall be applied to the evaluation of site-specific zoning by-law amendments to permit a drive-through facility in a Village commercial core or along a village mainstreet.

Study methodology Section 3.7.1.13 gives specific direction that the study must consider the reinforcement of historical character, encouraging a pedestrian-friendly streetscape, promoting development of a size and scale that is compatible with other development in the area, the geographic extent to which each village may require specific policy and the policies and objectives in Sections 2.5.1 and 4.11 of the Official Plan. Further to this, the core area of each of the Villages was visited in the fall and winter of 2010. Staff evaluated the core area of each of the Villages taking note of:

- the size of the core area;
- the location of the core area within the Village;
- the range of lot sizes within the core area;
- the range and intensity of commercial and other uses in the core area;
- the cultural heritage significance of the buildings in the core (if applicable);
- the architectural character of the buildings in the core;
- presence of landmarks in core areas;

- typical setbacks from lot lines and streetscape profile.

Information gathered during site visits was augmented by a review of existing lot fabric and aerial photos of each of the Villages, available through the emaps mapping application on ottawa.ca.

Draft policies were prepared and made available to the public for discussion purposes in the spring of 2011 at 14 public meetings associated with the review of the Village Plans, a component of the suite of planning initiatives undertaken as a part of the Rural Review. The draft policies remained on the ottawa.ca web-site throughout the period the study was underway.

Policy framework

*A **drive-through facility**, is a premises used to provide or dispense products or services through an attendant or a window or an automated machine, to persons remaining in vehicles that are in a designated queuing space.*

Official Plan policies relevant to drive-through facilities in the Villages Section 2.5.1 of the Official Plan provides design objectives regarding the development of the built environment as the city matures and evolves. These Design Objectives are broadly stated and are to be applied within all land use designations, as follows:

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

Design should:

Support the overall image of Ottawa as the Nation's capital.

Recognize and reflect on the history of the city or community.

Promote quality consistent with a major metropolis, and a prime business and tourist destination.

Create distinctive places and appreciate local identity in patterns of development, landscape and culture.

Reflect a thorough and sensitive understanding of place, context and setting.

Consider public art early in the design process and integrate it, as appropriate, as part of the project.

- 2. To define quality public and private spaces through development*

Design should:

Clearly define and connect public and private spaces by:

Defining and enclosing spaces using buildings, structures and landscaping.

Recognizing every building as being part of a greater whole that contributes to the overall coherency of the urban fabric.

Enhance and enliven the quality, character and spatial delineation of public spaces.

Consider streets as public spaces.

Encourage a continuity of street frontages. Where continuous building facades are not a dominant feature of the streetscape, the gradual infilling of empty spaces between buildings and between the building and the street edge is promoted to occur over time.

Depending on the stage of evolution of the street, it may be appropriate to achieve this principle in a number of ways e.g., building form, landscape treatment, architectural ornamentation.

Address the relationship between buildings and between buildings and the street.

Meet the needs of pedestrians as a priority.

Contribute to attractive public spaces and important vistas.

Minimize the exposure of inhabitants to noise levels that could adversely impact their health and well-being.

Reduce the visual impact of infrastructure, public utilities, or street furniture by clustering or grouping them where possible, whether located within the public right-of-way or on private property. [Amendment #76, OMB File #PL100206, August 18, 2011

3. To create places that are safe, accessible and are easy to get to, and move through.

Design should:

Connect buildings and spaces through a network of roads, sidewalks, and pathways in ways that are understandable. These connections should be accessible to all users and incorporate the principles of universal access and where connections lead into a building, the building and its facilities should be designed so that it can be approached, entered, and used by persons with physical or sensory disabilities.

Integrate public transit with existing and new development, where feasible.

Provide appropriate (i.e., size and placement) signage identifying pathways, intersections and landmarks.

Create places and spaces that are visible and safe and can be confidently used at all hours of the day and at night where it is appropriate to do so.

4. To ensure that new development respects the character of existing areas.

Design should:

Integrate new development to complement and enliven the surroundings.

Allow the built form to evolve through architectural style and innovation.

Complement the massing patterns, rhythm, character, and context.

5. *To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice. [OMB decision #2649, September 21, 2006]*

Design should:

Achieve a more compact urban form over time.

Provide flexibility for buildings and spaces to adapt to a variety of possible uses in response to changing social, economic and technological conditions.

Allow for varying stages of maturity in different areas of the city, and recognize that buildings and site development will exhibit different characteristics as they evolve over time.

Accommodate the needs of a range of people of different incomes and lifestyles at various stages in the life cycle.

6. *To understand and respect natural processes and features in development design*

Design should:

Protect the City's natural heritage system and take an ecosystem approach to design that supports natural functions, such as natural drainage, groundwater recharge and discharge, and wildlife habitat.

Protect, integrate and enhance the urban forest, vegetative cover, green spaces and corridors, environmental features and landscapes, and existing topography, where possible and appropriate.

Demonstrate that all practical means of retaining stormwater on site have been considered.

Reduce the release of contaminants into the environment. [Amendment #76, Ministerial Modification #9, OMB File #PL100206, August 18, 2011]

7. *To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.*

Design should:

Orient development to maximize opportunities for passive solar gain, natural ventilation, and use energy efficient development forms and building measures.

Consider use of renewable energy and alternative energy systems.

Maximize opportunities for sustainable transportation modes (walking, cycling, transit facilities and connections).

Reduce hard surfaces and maximize landscaping and site permeability on site.

Consider use of innovative green spaces such as green roofs, and measures that will reduce the urban heat island effect.

Maximize re-use and recycling of resources and materials.

Utilize green building technologies and rating systems such as Leadership in Energy and Environmental Design (LEED).

Utilize advanced water conservation and efficiency measures. [Amendment #76, OMB File #PL100206, August 18, 2011]

Section 3.7.1 - Villages contains general policies to guide growth in the 26 designated villages in the rural area. Policies in this section acknowledge that villages vary in size and character. The historical significance of villages as service centres for surrounding communities and the traditional form of development on smaller lots are also highlighted. Policy 3.7.1.8, see below, supports the distribution of land uses provided for in Volume 2 of the Official Plan. Two objectives are mentioned in this policy: the zoning by-law will implement land use designations for villages in Volume 2; and, the zoning by-law will reinforce the historical character of Village core areas by permitting a mix of land uses, encouraging a pedestrian-friendly streetscape and regulating the scale of development.

8. The zoning by-law will establish zones that are consistent with the distribution of uses provided for in the Village plans found in Volume 2. The zoning by-law will also support development that reinforces the historical character of Village core areas and mainstreets by permitting a mix of land uses, encouraging a pedestrian-friendly streetscape and regulating the scale of development. [Amendment #28, July 13, 2005] [Amendment #76, August 04, 2010]

In the village land use schedules in Volume 2 of the Plan, commercial activity is generally contemplated in two commercial designations. The first is a pedestrian-friendly commercial designation for the core area of the village. The second designation contemplates commercial uses that are oriented to the travelling public, uses that require larger areas of land and uses that require outdoor storage areas. These commercial areas are generally located at the periphery of the village along major roads.

The policies in Section 3.7.1.8. which support the historical character of Village core areas and encourage a pedestrian-friendly streetscape, set the policy direction in Section 3.7.1.13 which deals specifically with drive-through facilities in the village core context. This policy does not generally permit drive-through facilities in the core areas of villages. However, there is recognition in this policy that a drive-through facility may be compatible in exceptional circumstances.

13. Consistent with the village and rural character, drive-through facilities shall not generally be permitted in the commercial core area of Villages or along Village mainstreets. Council shall commission a study of the Village core area and Village mainstreets in order to determine where, in extraordinary situations, drive-through facilities may be permitted by site-specific amendments to the zoning by-law. This study shall consider:

a. Reinforcement of the historical character of Villages;

- b. *Encouraging pedestrian friendly streetscapes;*
- c. *Promoting development of a size and scale compatible with other development in the area;*
- d. *The geographic extent to which each Village requires any special policy on drive-through facilities; and,*
- e. *Applicable objectives within Section 2.5.1 and policies within 4.11*

The principles resulting from this study shall be adopted as an official plan amendment, either to Volume 1 or to Volume 2 of the Plan.

If Council has not adopted an official plan amendment implementing the above study within three years of this policy coming into force, drive-through facilities will be permitted within the Village core areas and along Village mainstreets.

Pending the study outlined above and prior to the expiration of the three-year period, the provisions of this Plan in respect of drive-through facilities, regarding Traditional Mainstreets, shall apply with the necessary modifications in respect of the Village commercial cores and Village Mainstreets. [Amendment #84, April 16, 2010]

The Traditional Mainstreet designation is applied to certain mainstreets that developed prior to 1945 in the urban area. A Traditional Mainstreet is, "... typically set within a tightly knit urban fabric, with buildings that are often small-scale, with narrow frontages and set close to and addressing the street, resulting in a more pedestrian-oriented and transit friendly environment. " Policy 3.6.3.6 does not generally permit drive-through facilities. However, there is recognition that there may be exceptional circumstances in which a new drive-through facility may be located on a Traditional Mainstreet where the intent of the Plan with regard to the designation may otherwise be maintained. Under these circumstances, a site-specific zoning by-law amendment to permit a new drive-through facility would be required. Further policies in Section 3.6.3.6 identify the means by which the interruption of the Traditional Mainstreet street frontage and the impact on the pedestrian environment will be minimized.

6. New gas bars, service stations, automobile sales and drive-through facilities will not be permitted on Traditional Mainstreets in order to protect and enhance the pedestrian environment. However, there may be exceptional circumstances where a drive-through facility may be located on a Traditional Mainstreet where the intent of this Official Plan regarding Traditional Mainstreets can otherwise be preserved. In these cases, appropriate means such as coordinated tree planting and landscaping, pedestrian amenities and the dimension, location and number of vehicular accesses will be used to minimize the interruption of the Traditional Mainstreet street frontage and ameliorate the impact on the pedestrian environment. Existing gas bars, service stations, automobile sales and drive-through facilities located on Traditional Mainstreets that are permitted under the zoning existing on the date of adoption of this Plan, will continue to be permitted in the zoning by-law as permitted uses and encouraged to redevelop over time in a manner that achieves the street's planned function and character. New gas bars, service stations, automobile sales, and drive-through facilities are permitted on Arterial Mainstreets and will be evaluated on the basis of the Design

Objectives and Principles in Section 2.5.1, any applicable Council-approved design guidelines, and the Compatibility policies set out in Section 4.11. [OMB decision #2649, September 21, 2006]

As stated in previously, until new policies are added to the Official Plan that are specific to the village context, the above policies for Traditional Mainstreets will be used to evaluate whether a new drive-through facility may be established in a Village core area.

The policies in Section 4.6.1 provide guidance regarding buildings, structures, sites, landscapes, areas or environments which may have cultural, architectural, historical, contextual and/or natural interest. For development that is proposed on or adjacent to a designated property, a cultural heritage impact statement may be required, see policy 4.6.1.3 below. For development that is proposed on or adjacent to a heritage resource that is not designated under the Act, the applicant must demonstrate the compatibility of the proposal with that heritage resource and its streetscape, see policy 4.6.1.11 below.

3. Where development is proposed on a property that is adjacent to or within 35 metres of the boundary of a property containing an individually designated heritage building (Part IV of the Heritage Act), a heritage conservation district (Part V of the Heritage Act) or a federally-recognized heritage property, the City may require that a cultural heritage impact statement be conducted by a qualified professional with expertise in cultural heritage resources. The cultural heritage impact statement will do the following:

- a. Describe the positive and adverse impacts on the heritage resource or heritage conservation district that may reasonably be expected to result from the proposed development;*
- b. Describe the actions that may reasonably be required to prevent, minimize or mitigate the adverse impacts in accordance with the policies below;*
- c. Demonstrate that the proposal will not adversely impact the defined cultural heritage value of the property, Heritage Conservation District, and/or its streetscape/neighbourhood.*

11. Where development is proposed adjacent to or across the street from a building on the Heritage Reference List (but not designated under the Heritage Act) the applicant shall demonstrate the proposal's compatibility with that heritage resource and its streetscape. [Amendment #76, August 04, 2010]

Policies in Section 4.11 provide objective criteria to be used when evaluating the compatibility of a development application. These policies confirm that an assessment of the compatibility of new development will involve not only consideration of built form, but also of the

operational characteristics of the proposed development, such as traffic, access, and parking. Policies 1 to 4 in Section 4.11 are relevant to the evaluation of drive-through facilities, as follows,

1. When evaluating compatibility of development applications, the City will have regard for the policies of the site's land use designation, and all applicable Community Design Plans, Secondary Plans, or site specific policies, Council-approved design guidelines, Provincial Environmental Assessments, and functional design plans for capital projects, as well as the Design Objectives and Principles in Section 2.5.1, and the preceding policies in Sections 4.1 through 4.10. [Amendment #76, OMB File #PL100206, August 18, 2011]

2. In addition to those matters set out in Policy 1, above, the City will evaluate the compatibility of development applications on the basis of the following compatibility criteria. The measures of compatibility will vary depending on the use proposed and the planning context. Hence, in any given situation individual criteria may not apply and/or may be evaluated and weighted on the basis of site circumstances: [Amendment #76, OMB File #PL100206, August 18, 2011]

a. Traffic: Roads should adequately serve the development, with sufficient capacity to accommodate the anticipated traffic generated. Generally development that has the potential to generate significant amounts of vehicular traffic should be located on arterial or major collector roadways so as to minimize the potential for traffic infiltration on minor collector roadways and local streets;

b. Vehicular Access: The location and orientation of vehicle access and egress should address matters such as the impact of noise, headlight glare and loss of privacy on development adjacent or immediately opposite. Vehicular access and egress for development that has the potential to generate a significant amount of vehicular traffic should be oriented on streets other than local streets, wherever the opportunity exists, considering traffic safety and other transportation objectives of this Plan; [Amendment #76, OMB File #PL100206, August 18, 2011]

c. Parking Requirements: The development should have adequate on-site parking to minimize the potential for spillover parking on adjacent areas. A range of parking forms, including surface, decked, and underground, should be considered taking in account the area context and character. Opportunities to reduce parking requirements and promote increased usage of walking, cycling and transit will be pursued, where appropriate, particularly in the vicinity of transit stations or major transit stops in accordance with the provisions of Section 4.3; [Amendment #76, OMB File #PL100206, August 18, 2011]

d. Outdoor Amenity Areas: The development should respect the privacy of outdoor amenity areas of adjacent residential units and minimize any undesirable impacts through the siting and design of the buildings and the use of screening, lighting, landscaping or other mitigative design measures;

e. Loading Areas, Service Areas, and Outdoor Storage: The operational characteristics and visual appearance of loading facilities, service areas (including garbage), parking and areas for the outdoor storage of goods or materials should be mitigated using a variety of methods (e.g., location, containment, screening, berms, and/or landscaping). These uses and activities should be located away from residences where possible;

- f. Lighting: The potential for light spill over or glare from any lighting source onto adjacent light-sensitive areas should be avoided or mitigated;*
- g. Noise and Air Quality: The development should be located and designed to minimize the potential for significant adverse effects on adjacent sensitive uses related to noise, odours, and other emissions.*
- h. Sunlight: The development should minimize shadowing on adjacent properties, to the extent practicable, particularly on outdoor amenity areas, through the siting of buildings or other design measures;*
- i. Microclimate: The development should be designed to minimize adverse effects related to wind, snow drifting, and temperature on adjacent properties;*
- j. Supporting Neighbourhood Services: The development should contribute to or be adequately served by existing or proposed services and amenities such as health facilities, schools, parks and leisure areas. Where the proposed development itself is to contribute such services and amenities, they should be of a scale appropriate to the needs and character of the area. [Amendment #28, July 13, 2005] [OMB decision #2649, September 21, 2006]*

3. Development proponents will indicate how the proposed development addresses the intent of the Design Objectives and Principles. The Design Considerations, set out in Annex 3, offer some ways in which the Design Objectives and Principles might be realized. The importance of each principle will be evaluated and weighted according to the specific circumstances under consideration. While all Design Objectives and Principles must be considered, not all elements will apply in all cases and not all will apply with equal importance. The City will work with the proponent and will consult with the community to best determine how the design framework will be implemented in the local context. [Amendment #76, OMB File #PL100206, August 18, 2011]

4. Buildings, structures and landscaping will be used to clearly define public spaces, such as streets and parks. In density target areas identified in S.2.2.2 of this Plan, development will be in the form of continuous building frontages that frame the street edge and support a more pedestrian-friendly environment. In some parts of the city, this will mean that new development consolidates an existing building fabric through infill or redevelopment opportunities. In other cases, where there is no established building fabric along the street, new buildings will occupy gaps in the streetscape caused by parking and/or deep building setbacks. New buildings must either be properly integrated into their existing building fabric, or help create a new building fabric.[Amendment #76, OMB File #PL100206, August 18, 2011]

Zoning By-law 2008-250 provisions relevant to drive-through facilities In keeping with policy 3.7.1.8 which directs the Zoning By-law to reinforce the historical character of the village core and implement the land use designations in Volume 2, two commercial zones were created for villages, the **VM - Village Mixed-Use Zone**, and the **RC – Rural Commercial Zone** in Zoning By-law 2008-250. In keeping with Official

Plan policies in Section 3.7.1.13, a drive-through facility is not a permitted use in the **Village Mixed-Use Zone**. However, a drive-through facility is permitted in the **Rural Commercial Zone**, provided it is located in the same building or on the same lot as another permitted use.

It is noted that a drive-through facility is also permitted in the **RG- Rural General Industrial** and **RH – Rural Heavy Industrial Zones**. These permissions are consistent with the Village policies in Section 3.7.1, as lands used for industrial purposes are not pedestrian-oriented. A drive-through facility is among those complementary uses permitted in the rural industrial zones, as it contributes to meeting the day-to-day needs of employees and reduces their need to travel outside the area.

Purpose Statement of Zone	permission	minimum lot area	minimum lot width	front yard setback	corner side yard setback	minimum interior side yard setback	minimum rear yard setback
<p>VM – Village Mixed-Use The purpose of the Village Mixed-Use Zone is to,</p> <p>(1) permit a wide variety of commercial, leisure, institutional and residential uses in areas designated as Village in the Official Plan;</p> <p>(2) reinforce the historical character of the Village core areas and mainstreets by promoting small-scale, street-oriented building form;</p> <p>(3) recognize the function of Business Improvement Areas as primary business or shopping areas; and,</p> <p>(4) regulate development in a manner that adopts existing land use patterns so that the unique village character is maintained.</p>	not permitted in principal zone or in subzones	1350 m ²	20 metres	no minimum maximum 3 metres	minimum 3 metres maximum 4.5 metres	abutting a residential zone - 3 metres abutting any other zone - no minimum	residential use building - 25% of lot depth, minimum 7.5 metres non-residential use and mixed-use buildings abutting a residential zone - 7.5 metres

Purpose Statement of Zone	permission	minimum lot area	minimum lot width	front yard setback	corner side yard setback	minimum interior side yard setback	minimum rear yard setback
							all other cases - no minimum
<p>RC – Rural Commercial Zone The purpose of the Rural Commercial Zone is to,</p> <p>(1) 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;</p> <p>(2) accommodate a range of commercial uses including services for the traveling public as well as agriculture-related, vehicle-oriented and construction products and services;</p> <p>(3) permit research facilities in areas designated Greenbelt Employment and Institutional Area in the Official Plan; and,</p> <p>(4) regulate development in a manner that has a minimal impact on the surrounding rural area or villages.</p>	<p>permitted, provided it is located in the same building or on the same lot as a permitted use</p> <p>subzone permissions</p> <p>RC5 -not permitted</p> <p>RC8, RC9, RC10 -a drive-through facility is permitted conditionally provided it is located in the same building or on the same lot as a permitted use,</p>	4000 m ²	30 metres	10 metres	6 metres	<p>abutting a residential zone - 4.5 metres</p> <p>abutting any other zone - 3 metres</p>	10 metres

Purpose Statement of Zone	permission	minimum lot area	minimum lot width	front yard setback	corner side yard setback	minimum interior side yard setback	minimum rear yard setback
	however a restaurant is not permitted in these subzones						
<p>RG – Rural General Industrial The purpose of the Rural General Industrial Zone is to,</p> <p>(1) permit the development of light industrial uses in areas mainly designated as General Rural Area, Village and Carp Road Corridor Rural Employment in the Official Plan;</p> <p>(2) accommodate a range of light industrial uses and limited service commercial uses for the travelling public; and,</p> <p>(3) regulate development in a manner that respects adjacent land uses and will have a minimal impact on the surrounding rural area.</p>	permitted in principal zone and all subzones	4000 m ²	30 metres	15 metres	12 metres	<p>abutting RG, RH or RC - 3metres</p> <p>other cases - 8 metres</p>	15 metres
<p>RH – Rural Heavy Industrial The purpose of the Rural Heavy Industrial Zone is to,</p> <p>(1) permit the development of heavy industrial uses in areas mainly designated as General Rural Area, Village and Carp Road Corridor Rural Employment in the Official Plan;</p> <p>(2) accommodate a range of heavy industrial</p>	permitted in principal zone and in all subzones	8000 m ²	50 metres	15 metres	15 metres	<p>abutting an industrial zone 3 metres</p> <p>other cases - 10 metres</p>	15 metres

Purpose Statement of Zone	permission	minimum lot area	minimum lot width	front yard setback	corner side yard setback	minimum interior side yard setback	minimum rear yard setback
uses and limited service commercial uses at locations which are neither environmentally sensitive nor in close proximity to incompatible land uses; and, (3) regulate development in a manner that respects adjacent land uses and will have a minimal impact on the rural area.							

Section 112 – Provisions for Drive-through facilities Section 112 contains provisions specific to the operation of drive-through facilities regarding minimum number of queuing spaces, location of queuing spaces and location of order board, as follows,

- 112.** (1) Where a **drive-through facility** is a listed permitted use, and is provided on a site, off-street motor vehicle queuing space must be provided for that drive-through facility leading both to and from each service bay, window, kiosk or booth for the uses specified and at the rate set out in Table 112.

Table 112- Minimum Number of Queuing Spaces Required

I	Minimum Number of Queuing Spaces Required
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Land Use	II Leading to Use	III Leaving Use
(a) Bank or bank machine	3 before/at each machine	1 after each machine
(b) Car Wash	(i) Conveyor Type	1 after each wash bay (if a through bay)
	(ii) Automatic Type	
	(iii) Manual Type	
(c) Restaurant	(i) No order board: 4 spaces before/at service window;	
	(ii) With order board: 7 before/at order board and a minimum total of 11 (OMB Order, File #PL080959 issued May 20, 2009)	
(d) In all other cases	3 spaces before/at service window	

(2) All queuing spaces must be:

- (a) at least 3 metres wide; and
- (b) at least 5.7 metres long.

(3) No queuing line, drive-through window or order board may be located within 3 metres of a lot line abutting a residential zone.

Despite subsection (3), where a queuing line, drive-through window or order board is located 3

(4) metres or more from a residential zone, but is still within a yard abutting a residential zone, it must be screened from view from that residential zone by an opaque screen with a minimum height of 1.5 metres.(By-law 2011-124)

Urban Design Guidelines There are two Council-approved design guideline documents that are applicable to the development of a drive-through facility in a Village core context, the *Urban Design Guidelines for Drive-through facilities* and the *Design Guidelines for the Development of Rural Villages*. These guideline documents would be used to review the design of the drive-through facility as a part of the site plan control

approval process. Policy 4.11.1 of the Official Plan requires regard to be had for Council-approved design guidelines when reviewing the compatibility of a proposed development.

Urban Design Guidelines for Drive-through facilities The purpose of these guidelines is to provide urban design guidance regarding the assessment of proposed drive-through facilities during the development review process. The objectives of the guidelines are to:

- promote compatible development that fits well with and improves the existing or planned context;
- enhance public streets and contribute to a high quality public space;
- create efficient stacking movements on-site;
- create a safe and comfortable pedestrian environment on-site; and,
- minimize impacts on adjacent land uses that could be caused by on-site activities.

This comprehensive set of guidelines addresses all aspects of the design of drive-through facilities, including issues associated with the streetscape, built form, pedestrians and cyclists, vehicles and parking, signage, and servicing and utilities. The guidelines state that they are intended to address the particular design challenges associated with this land use,

While successful and popular, drive-through facilities present many urban design challenges, including respecting the urban context while designing prototypical drive-through facility sites and buildings; supporting a pedestrian friendly environment along public streets; using landscape areas effectively to improve the overall environmental and visual quality of the area; and designing efficient stacking movements on site.

Design Guidelines for the Development of Rural Villages The purpose of these guidelines is to provide design guidance to assess, promote and achieve appropriate development in Villages. The Objectives of the guidelines are to:

- promote development that acknowledges the unique traditions, culture, history and familiar character that defines Villages;
- promote development that reinforces the quality and diversity of heritage buildings;
- promote development that strengthens Village cores as the focus of where people live, work, play and gather;
- maintain and promote relatively low-density and small-scale development,
- promote development that enhances the existing links between Villages and nature, waster, clean air and countryside.

These guidelines address community layout and design, heritage and architecture, built form, streetscape and open space in the Village context.

By-law 2003-447 Use of Private Approaches The Use of Private Approaches By-law regulates the number, width and location of private approaches permitted from a public right-of-way to private property. Distances between adjacent private approaches and adjacent intersections are also regulated through this By-law. Issuance of a Private Approach Permit and a Road Cut Permit is required prior to the construction, relocation, alteration or closing of a private approach. The proposed location of a private approach associated with a drive-through facility would be evaluated as part of the site plan control approval process.

Intent of policy framework The intent of the policies in Section 3.7.1 is to establish a balanced framework for regulating permissions for drive-through facilities in the village context. Drive-through facilities are permitted as-of-right in the car-oriented commercial and industrial areas of Villages. In the pedestrian-oriented village core areas, drive-through facilities are not given as-of-right permissions in the Zoning By-law. However, the policies in 3.7.1 provide a means for a site-specific review to evaluate whether a properly designed drive-through facility in a particular location can be a compatible element in the core area streetscape; that review would be accomplished through concurrent applications for a zoning by-law amendment and site plan control approval. This policy recognizes that it may be possible to establish a new drive-through facility in a Village core while still maintaining the intent of the policies in the Plan, namely policy 2.5.1 regarding design objectives for building liveable communities, policy 4.6.2 regarding heritage resources, policy 4.11 regarding criteria for evaluating compatibility and the policies in Section 3.7.1 regarding Villages. Detailed criteria for reviewing the design of drive-through facilities is provided in the *Urban Design Guidelines for Drive-through facilities*. This comprehensive document deals with all aspects of drive-through facility site design as well as contextual design issues, and is intended to be used to assess the design of the drive-through facility during the development review process. The *Design Guidelines for the Development of Rural Villages* also apply, and these generally address compatibility issues in the Village context.

The provisions in the Zoning By-law implement the framework of policies in Section 3.7.1 of the Official Plan. Drive-through facilities are permitted in the Rural Commercial, Rural General Industrial and Rural Heavy Industrial Zones where larger-scale commercial activities and car-oriented uses prevail. A drive-through facility is not permitted in the pedestrian-oriented Village Mixed-Use Zone. Provisions that regulate the physical organization of the queuing lanes, order board and drive-through window are provided in Section 112 of the Zoning By-law. This section provides minimum setbacks from property lines for queuing lanes, drive-through windows and order boards to separate the drive-through facility from adjacent uses. Further provisions regarding the required size and number of queuing spaces ensure adequate space in queuing lines for a minimum number of vehicles. The Use of Private Approaches By-law regulates the number, size and location of private approaches from the right-of-way into the property.

Study Findings The following issues were considered during the course of the site visits. Observations and findings associated with each of the issues are discussed below.

Size of the core area, range and intensity of uses in core area The villages vary in size and the size of the core areas of each of the villages varies accordingly. The smaller villages, such as Galetta, Notre-Dames-des-Champs and Kenmore have core areas of less 3 ha in area. Larger villages tend to have larger core areas, such as Carp (16.95 ha), Richmond (24.91 ha), Manotick (45.934 ha) and Greely (44.92 ha). The majority of villages have a modest range and intensity of commercial activity. Villages such as Marionville, Galetta, Burritt's Rapids and Fallowfield have no commercial uses located in their core areas. Villages such as Greely, Cumberland and Constance Bay are among the larger villages, however they have few active businesses. The villages of Manotick, Richmond and Carp have a wider range and larger number of businesses in their core areas. A larger, busier core area is generally a less sensitive context, given the level of activity that is already in existence in the core. It is noted that land designated as a core area usually represents those areas in the village that have already been developed for commercial purposes. In some cases in the smaller villages, very small core areas have been designated that represent the planned location for future commercial uses.

Location of the core area within the Village Core areas are generally located at the intersection of two main roads. Larger core areas expand along one or both of these roads. Adequate access to and from a major road is a key design consideration in the development of a drive-through facility. Core areas are typically surrounded with low residential uses.

Range of lot sizes (lot width, lot depth and lot area) within the core area Lots within Village core areas vary widely in width, depth and area. For example, lot frontages in the core area of the village of Carp vary between 9 metres and 62 metres. The minimum lot area in a VM – Village Mixed-Use zone is 1350 m², while the minimum lot width is 20 metres. These minimums are intended to accommodate the majority of lots in village core areas in this zone. Irregularly shaped lots are common, in particular in older Villages that have developed over a long period of time and where road patterns are associated with natural features such as rivers. The configuration of roads and lot fabric reflect the curving path of the valley edge of the watercourse. In some cases, lot sizes reflect the residential character of the core area, as it was common for an early, full-scale business to be operated from a residence on a small lot. The earliest development in Villages occurred prior to regulation of land use through zoning.

Cultural heritage significance of buildings in the core (if applicable) or architectural character of the buildings in the core All of the Villages contain buildings of some heritage interest, however, the age of the buildings, number of buildings and significance of these buildings varies widely. All of the core areas of the Villages are composed of ensembles of buildings that were constructed over the course of the history of the Village. As the core areas developed and grew, newer buildings were built in the expanding areas of the core. This pattern of growth has resulted in clusters of older buildings, with some newer infill, surrounded by newer buildings radiating out from the centre of the developing core. A homogeneous grouping of historically significant residential use buildings on narrow lot widths is a more sensitive context than a more heterogeneous ensemble of core area buildings on lots of varying sizes. It is acknowledged that core areas evolve over time in response to increases and decreases in population and changing economic conditions. As such, the ensemble of buildings in the core area also evolve and change.

Presence of landmarks in core areas Core areas are commonly centred around landmark locations, such as architecturally significant buildings. Typical landmarks include churches, former Town Halls and early general stores. These landmarks form part of the ensemble of buildings that constitute the core area. In some cases, landmark buildings have been designated under the *Ontario Heritage Act* and are subject to the requirements of that Act. Designated and non-designated heritage resources are subject to the policies in Section 4.6.1 of the Official Plan.

Typical setbacks from lot lines and streetscape profile Shallow front yard setbacks are typical of early Village development forms. However, front yard setbacks vary depending on the original use of the buildings and the period in which the buildings were constructed. Newer development in core areas may have parking areas located in the front yard. The Zoning By-law reflects this established pattern, permitting front yard setbacks between 0 metres and 3 metres from the front lot line. Streetscaping and street profiles vary widely, as the Villages are located within six different former municipalities and were developed during different historical periods. Specifically, there were widely varying approaches to sidewalk widths, street furnishings, street lighting, presence of street trees and paving materials.

Conclusions Currently, the approval of a new drive-through facility is subject to a comprehensive framework of policies, by-laws and guidelines. This framework is intended to provide a balanced approach to regulating the development of new drive-through facilities. A new drive-through facility in the core area of a village will be subject to concurrent applications for zoning by-law amendment and site plan control approval. Review of these applications will require the implementation of Official Plan policies in Sections 2.5.1, 3.6.3, 3.7.1, 4.6.1, 4.11, the *Urban Design Guidelines for Drive-through facilities*, the *Design Guidelines for Development in Rural Villages*, the provisions in Zoning By-law 2008-250 and the Use of Private Approaches By-law (By-law 2003-447). The current framework addresses compatibility, heritage-related issues, safe access, Village character, and detailed design considerations regarding built form, site design and streetscaping.

The findings of the Study indicate that Village contexts vary widely. The core areas of villages vary in size, intensity of activity, range of uses, architectural character and cultural heritage significance. In addition, even within a particular village, different locations in the village core will vary from other locations in terms of lot size, architectural character, streetscape profile and presence of sensitive adjacent uses. As a result, design considerations will vary widely, and accordingly, appropriate design solutions will vary on a site-by-site basis from one location to another in the same core area. From an urban design perspective, the feasibility of successfully accommodating a drive-through facility in a village core area is location dependent and site-design dependent. Detailed guidance in this regard is provided in Council-approved design guideline documents.

The additional policies contemplated by Council should enable the evaluation of the compatibility of a new drive-through facility in Villages in a way that addresses the issues that are specific to the Village context. The findings of the study indicate that a flexible approach is needed to address evaluation of a proposed drive-through facility on a site-specific basis, as Village core areas vary widely from one another, and locations within a specific core area also vary widely. Council has directed that the intent of the new policies should be to minimize the interruption of the Village Core streetscape, to ameliorate the impacts associated with new drive-through facilities on the pedestrian environment, and to ensure that the pedestrian-oriented character and heritage character of the Village Core are reinforced. Given Council's intent and the findings of the study, the following policies are recommended:

- Findings of the study indicate that Village core areas developed in a radiating pattern outward from the earliest development, with newer development generally at the edges of the core. Again, there is wide variation in the organization of core areas, however, clusters of buildings forming a homogeneous ensemble in terms of architectural character, streetscape character and lot size form a more sensitive context than areas having a heterogeneous character in terms of architecture, streetscape and lot size. **Factors to consider when reviewing a proposed location for a drive-through facility should include the arrangement of driveways and queuing lanes and number and dimensions of vehicular accesses in order to minimize the interruption of the Village Core streetscape.**

- Findings of the study with regard to location of core areas within Villages indicate that these areas are usually located at the intersection of two main roads with larger core areas expanding along one or both of these roads. In addition, core areas are typically surrounded with low intensity residential uses. **While major roads are the preferred location for drive-through facilities, policies are needed to address the need for visual buffers, such as soft landscaped areas, between the drive-through facility and the adjacent residential uses surrounding the core area.**
- Regarding heritage resources, findings of the study indicate all of the Villages contain buildings of some heritage interest, however, the age of the buildings, number of buildings and significance of these buildings varies widely. **Flexible policies are needed that address specific aspects of the design of drive-through facilities within a heritage context, including the location of queuing lanes and the compatible siting and design of the building.**
- Finally, the findings of the study indicate that street profiles and streetscaping vary widely in Villages. Council has directed that consideration should be given to amelioration of the impacts associated with new drive-through facilities on the pedestrian environment. **Policies are needed that address the provision of pedestrian amenities. In addition, policies are needed to address the need for visual buffers between queuing lanes and public rights-of-way as these buffers will contribute to mitigating the impact of the drive-through facility on the pedestrian environment.**