

Planning Rationale | Application for Site Plan Control



2020 Bantree Street | Ottawa

Prepared by:

Holzman Consulants Inc. Land Development Consultants

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1.0 Introduction

1.1 Background

Holzman Consultants Inc. ("**HCI**") was engaged by DeSaulniers Construction Ltd. on behalf of its client, Benson Group Inc. (the "**Applicant**") to file an Application for Site Plan Control – Standard, Non-Rural (the "**Application**") for the property municipally known as 2020 Bantree Street (the "**Subject Property**") located in the Sheffield Industrial Area in Ward 18 (Alta Vista) of the City of Ottawa (the "**City**") as depicted in **Exhibit A**.



Exhibit A: GeoOttawa Air Photo (2019) with Subject Property highlighted in orange

The Applicant proposes to construct a single-storey slab-on-grade pre-engineered building with a gross floor area of 1,858 m² consisting of a warehouse with office space and accessory display and sales area to be occupied by Benson Auto Parts (the "**Proposed Building**"). The Proposed Building will be located on the eastern portion of the Subject Property.

The Applicant participated in a pre-application consultation with the City Staff in November 2019 that was coordinated by Melanie Gervais, Planner at the City. Due to certain business planning matters, the Applicant decided to postpone the development of the Proposed Building. HCI contacted the City in August 2021 and was advised that the file had been



assigned to Sarah Ezzio, Planner and that a further pre-application consultation would not be required. The Applicant intends to commence construction of the Proposed Building in 2022.

1.2 Description of Subject Property

The Subject Property is located at the southeast corner of Bantree Street and Edinburgh Place. It is rectangular in shape and consists of approximately 20,434 m² (5.05 acres) in two parcels as shown in **Exhibit B** and legally described as follows:

- PIN 042620059: PT LT 25, CON 3OF, PART 1 & 2, 5R4158; OTTAWA/GLOUCESTER; S/T NS49006 (PARTIALLY RELEASED BY N515654); and
- PIN 042620060: PT LT 25, CON 3OF, PART 1, 2, 3, 4 & 5, 5R11029; CITY OF OTTAWA



Exhibit B: GeoOttawa Map showing the two PINs that make up the Subject Property

The current registered owner of the Subject Property is 7137796 Canada Inc., an entity that is non-arm's length to the Applicant.

The Subject Property was first developed in the late 1970s with an automotive repair garage, with additions built in 1982, 1990 and 2019 (the "Existing Building"). A Site Plan Agreement was



registered on title to PIN 042620059 in April 1989 between the owner at the time (W.H. Whelan Realty Ottawa Ltd.) and the City, presumably to facilitate the addition to the Existing Building in 1990. The addition to the southwestern section of the Existing Building in 2019 fell below the threshold required to obtain Site Plan Control.

The Existing Building, which is mostly located on the western half of the Subject Property, consists of a 2,727 m² showroom and automotive/truck repair facility that has recently been upgraded with new siding and doors on the north façade and east facade. There is second floor space in the northwest section of the Existing Building.

The Subject Property has approximately 170 metres of frontage on the south side of Bantree Street and approximately 110 metres of frontage on the east side of Edinburgh Place. The topography is mostly flat and the surface is paved with asphalt with the exception of the eastern and southeastern areas which are covered in gravel. The northern and western perimeter of the Subject Property contain healthy grass and limited shrubbery.

Photographs of the Existing Building are contained in **Exhibits C**, **D**, **E** and **F**, below.



Exhibit C: View of the north side of the Existing Building



Exhibit D: View of the east end of the Existing Building





Exhibit E: View of the south and east sides of the Existing Building



Exhibit F: View of the west side of the Existing Building from Edinburgh Place with the 2019 addition visible at the far right

1.3 Site Context

The Subject Property is located approximately 400 metres west of Sheffield Road on the south side of Bantree Street. Bantree Street does not have any pedestrian sidewalks or dedicated cycling lanes. As depicted in **Exhibit G**, this central location within the 219-hectare Sheffield Industrial Area affords the Subject Property with proximity to three (3) neighbouring industrial areas and direct access to Hwy 417 interchanges from each of Innes Road and Walkley Road.

The uses surrounding the Subject Property include warehouses, multi-tenant light industrial buildings, a roofing contractor, a wood products distributor, a trucking company, an aggregates yard, and a 10-acre site formerly owned and occupied by Greyhound, that is to be redeveloped by its current owner, Manulife. Please refer to **Exhibit H**. All of these surrounding uses enjoy the same heavy industrial zoning designation as the Subject Property.





Exhibit G: Subject Property, marked with a red pin, within the Sheffield Industrial Area (Source: City of Ottawa Inventory of Vacant Industrial and Business Park Lands, 2012-13)



Exhibit H: GeoOttawa (2019) air photograph showing land uses in the immediate vicinity of the Subject Property.



Exhibit I: Google Street View (May 2021) facing east on Bantree Street in front of the Subject Property



Exhibit J: Google Street View (May 2021) facing west on Bantree Street in front of the Subject Property



Exhibit K: Google Street View (October 2020) facing south on Edinburgh Place



2.0 Description of Proposed Redevelopment

The Application for redevelopment of the Subject Property with the Proposed Building adjacent to the Existing Building will be referred to herein as the Proposed Redevelopment.

As shown in **Exhibit L**, the Applicant proposes to construct a 1,858 m² single-storey, slab-on-grade pre-engineered building with a low-pitch roof on the eastern part of the Subject Property. The Proposed Building will be occupied by "Benson Auto Parts", a use which is complementary to the "Benson Tire Auto & Truck Certified Service" facility that operates out of the Existing Building.

The Subject Property has three (3) two-way accesses from each of Edinburgh Place and Bantree Street. Under the Proposed Redevelopment, the northeast site access will be realigned and will have a width of 9 metres which is compliant with the City's Private Approach By-law.

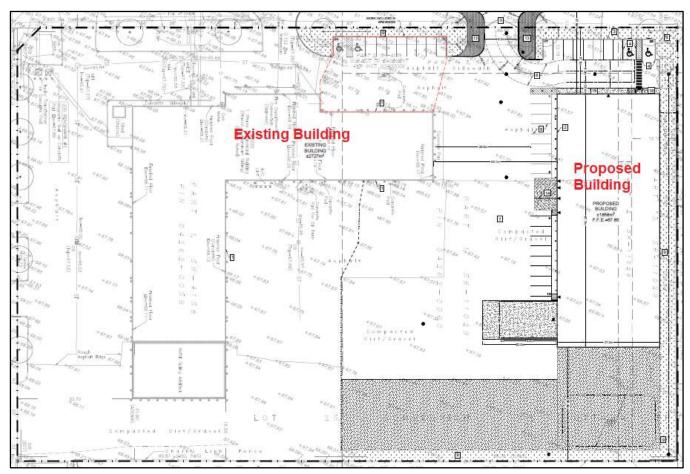


Exhibit L: Excerpt from Site Development Plan for the Proposed Redevelopment

The north façade of the Proposed Building will be finished with prefinished yellow metal cladding, silver corrugated steel siding and prefinished red parapet. The glazed front entrance will be accented by red and charcoal-coloured siding. Benson's corporate signage will be installed above the front entrance.



The east, west and south façades of the Proposed Building will be clad with vertical corrugated steel siding. The west façade will have one 12' wide overhead door which will be accessible by a concrete pad with chevron surface pattern and two (2) 8' wide overhead doors which will be accessible from a concrete ramp with retaining wall and a railing. Four (4) man doors will provide access to pedestrian traffic on the west side.

Elevations of the Proposed Building are contained below in **Exhibits M**, **N**, **O** and **P**.

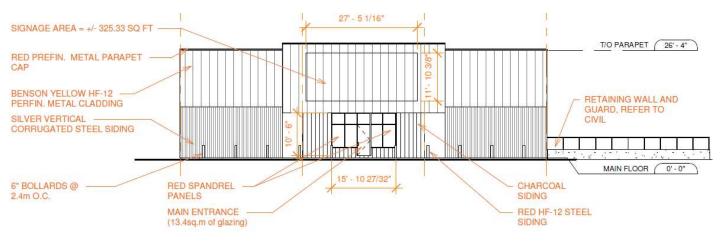


Exhibit M: North Elevation of the Proposed Building

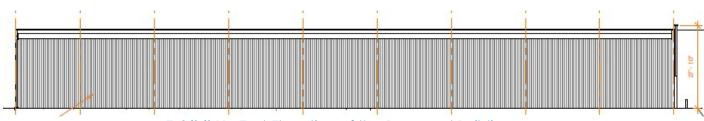


Exhibit N: East Elevation of the Proposed Building



Exhibit O: West Elevation of the Proposed Building



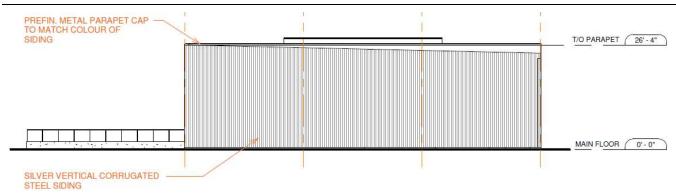


Exhibit P: South Elevation of the Proposed Building

The Tree Information Report, an excerpt of which is contained below in **Exhibit Q**, proposes the removal of ten (10) private trees along the eastern and southern perimeter of the Subject Property in order to facilitate the Proposed Redevelopment. Eight (8) trees along the southern perimeter are being retained.

Tree #	Botanical Name	Common Name	DBH (cm)	Ownership	Condition	Comments	Arborist Proposal
1	Populus deltoides	Eastern Cottonwood	42	Private	Good	Symmetrical canopy, Poor branch angle, Single stem	Remove
2	Populus deltoides	Eastern Cottonwood	23	Private	Moderate	Asymmetrical canopy, Die back ~10% @ canopy, Multi stem: 2	Remove
3	Populus deltoides	Eastern Cottonwood	23	Private	Good	Asymmetrical canopy, Single stem, Included bark	Remove
4	Ulmus spp	Elm	3 @ 20	Boundary	Poor	Asymmetrical canopy, Die back ~30% @ canopy, Single stem, Co-dominant leaders: 3 @~1m above grade, Grown into fence	Remove
5	Populus deltoides	Eastern Cottonwood	26	Boundary	Good	Symmetrical canopy, Single stem, Co-dominant leaders: 2 @~1m above grade, Bark rot @ trunk	Remove
6	Populus deltoides	Eastern Cottonwood	3 @ 35	Private	Moderate	Symmetrical canopy, Die back ~10% @ branches, Multi-stem: 3, Included bark	Remove
7	Elaeagnus angustifolia	Russian Olive	20	Private	Moderate	Asymmetrical canopy, Die back ~5% @ canopy, Broken limbs, Single stem	Remove
Gr 1	Populus deltoides / Acer negundo	Cottonwood /Manitoba Maple	>10	Private	Moderate	Asymmetrical canopies, single stems	Partial Removal
8	Acer negundo	Manitoba Maple	3 @ 15	Private	Poor	Asymmetrical canopy, Broken limbs, Pruned @ limbs, Multi-stem: 3	Retain
9	Acer negundo	Manitoba Maple	20	Private	Moderate	Asymmetrical canopy, Broken limbs, Single stem	Retain
10	Fraxinus americana	White Ash	20	Private	Moderate	Asymmetrical canopy, Die back ~25% @ canopy, Poor branch angle, Multi stem: 5	Retain
11	Ulmus pumila	Siberian Elm	13	Private	Moderate	Symmetrical canopy, Die back ~15%, Single stem, Co-dominant leaders: 2@~1m above grade	Retain
12	Acer negundo	Manitoba Maple	15	Private	Good	Symmetrical canopy, Single stem	Retain
13	Acer negundo	Manitoba Maple	6 @ 10	Private	Moderate	Asymmetrical canopy, Die back ~10% @ canopy, Single stem, Included bark	Retain
14	Populus deltoides	Eastern Cottonwood	2 @ 12	Private	Moderate	Asymmetrical canopy, Die back ~10% @ canopy, Multi stem: 2	Retain
15	Acer freemanii	Freeman Maple	10	Private	Good	Symmetrical canopy, Single stem	Retain

Exhibit Q: Excerpt from Tree Information Report

As part of the Proposed Redevelopment the new plantings include eleven (11) deciduous trees, three (3) small deciduous trees and 130 juniper shrubs. A band of new topsoil and sod is proposed adjacent to the lot lines of the eastern half of the Subject Property.

The surfaces around the northern and western sides of the Proposed Building will be paved with heavy duty asphalt while the portion to the south will be graded and covered with gravel.



As part of the pre-application consultation process, the RVCA did not identify any natural heritage features or natural hazards on the Subject Property.

The following technical studies and plans have been prepared in support of the Proposed Development:

Report / Plan	Consultant	Date
Stormwater Management Report and Servicing Brief	LRL Engineering	September 27, 2021
Grading and Drainage Plan	LRL Engineering	September 27, 2021
Servicing Plan	LRL Engineering	September 27, 2021
Stormwater Management Plan	LRL Engineering	September 27, 2021
Pre/Post-Development Watershed Plans	LRL Engineering	September 27, 2021
Geotechnical Investigation	LRL Engineering	February 1, 2021
Phase I ESA	AEL Environmental	November 30, 2021
Landscape Plan / Tree Information Report	CSW	August 31, 2021

3.0 Planning and Policy Context

3.1 Provincial Policy Statement, 2020 (the "PPS")

The PPS is issued under the authority of Section 3 of the Planning Act and came into effect May 1, 2020, replacing the Provincial Policy Statement issued April 30, 2014. It provides direction on matters of provincial interest related to land use planning and development, and promotes the provincial "policy-led" planning system.

According to the PPS, the vision for Ontario's land use planning system is to carefully manage land to ensure appropriate development to satisfy current and future needs. In addition, land planning must promote efficient development patterns, which promote a mix of housing, employment, open spaces and multimodal transportation. The PPS ultimately aims to encourage communities that are economically strong, environmentally sound, and that foster social wellbeing. The PPS sets a time horizon of up to 25 years during which time there should be a sufficient supply of land for housing, employment opportunities and other uses to meet the demand of communities. The supply of land is to be controlled through three mechanisms: redevelopment, intensification and designation of growth areas.

Section 1.1.1 of the PPS provides that "healthy, liveable and safe communities" can be sustained by promoting "efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term".

According to Section 1.1.3.1 of the PPS, "settlement areas shall be the focus of growth and development". Settlement areas are defined as "urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets)" that are "built-up areas where development is concentrated and which have a mix of land uses". Section 1.1.3 of the PPS provides that "the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities."



According to Section 1.1.3.2, land use patterns within settlement areas shall be based on densities and a mix of land uses which

- "efficiently use land and resources";
- "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";

According to Section 1.7.1 long-term prosperity should be "supported by...promoting opportunities for economic development".

It is our opinion that the Proposed Development conforms to, and promotes, the policies of the PPS by introducing a land use that is complementary to the surrounding land uses and that will service the needs of the businesses, patrons and employees of the Sheffield Industrial Area and the City at large. The Proposed Development intensifies highly valuable serviced urban industrial lands in an efficient manner.

The next section of this Planning Rationale addresses the Proposed Development in the context of the Official Plan, which according to Section 4.6 of the PPS, is the most important vehicle for implementation of the directives of the PPS.

3.2 City of Ottawa Official Plan (the "OP")

The OP provides a policy framework to guide the city's development to the year 2031. It provides a vision for the future growth of the city and it specifically addresses matters of provincial interest as defined by the Planning Act and the PPS. As depicted in **Exhibit R**, the Subject Property is designated Urban Employment Area in the OP.

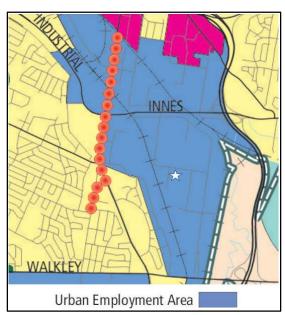


Exhibit R: Excerpt from Urban Policy Plan (Schedule B to the OP), with the location of the Subject Property marked by a white star



The OP recognizes that a sufficient supply of lands for business activities such as offices, manufacturing, warehousing and distribution is critical to the long-term economic success of the City. Lands that are designated Urban Employment Area typically consist of parcels that provide ample room for parking, storage and large floor plates and that enjoy proximity to major roadways.

Policy 1 of Section 3.6.5 of the OP provides that Urban Employment Areas are "intended to be established clusters of business and economic activity capable of accommodating more than 2,000 jobs and with a board spectrum of job densities."

The OP specifies that that in Urban Employment Areas the Zoning By-law will:

- permit traditional industrial uses such as manufacturing, warehousing, distribution, storage, communications and construction;
- permit uses that require land areas for outdoor storage of products or for the sale and service of vehicles;
- permit sample and showroom uses, where such use is secondary and subordinate to the primary use of the building for warehouse storage;
- permit office uses including research and development facilities
- permit ancillary uses (e.g., health and fitness uses, child care, and service commercial
 uses) that are intended to serve the needs of employees of the Urban Employment Area
 and that are incidental, by virtue of their size or nature, to the employment-generating
 uses.
- Distinguish and provide a location for industrial uses that may impose constraints on, or may be incompatible with other uses by virtue of producing noise, odours or the movement of heavy equipment.

The OP does not set out any site-specific exceptions for the Subject Property.

The Subject Property is within close proximity to Sheffield Road, which is designated as a Collector and which connects with two Arterials: Innes Road (to the north) and Walkley Road (to the south), both of which have interchanges with Highway 417, designated as a Provincial Highway. Please refer to **Exhibit S**.

It is our view that the Proposed Redevelopment conforms to the objectives and policies of the OP by introducing a land use (warehouse with accessory showroom area) that is entirely consistent with and complementary to the fabric of development in the well-established Sheffield Industrial Area, which predominantly consists of uses involving warehousing, storage, construction, heavy equipment and vehicle service.

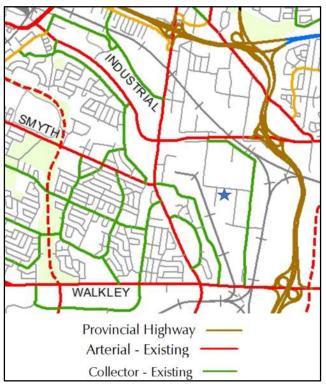


Exhibit S: Excerpt from Urban Road Network (Schedule E to the OP), with the location of the Subject Property marked by a blue star

3.2.1 Design Objectives

The OP offers guidance on mitigating differences between existing and proposed development which, in turn will ensure compatibility of form and function. Compatible development, according to Section 2.5.1 of the OP, means development that, "although it is not necessarily the same as or similar to existing buildings in the vicinity, can enhance an established community through good design and innovation and coexists with existing development without causing undue adverse impact on surrounding properties".

Section 2.5.1 sets out a number of qualitative statements, which are termed "Design Objectives" that are intended to influence the evolution of the built environment. These Design Objectives are as follows:

- 1. "To enhance the sense of community by creating and maintaining places with their own distinct identity.
- 2. To define quality public and private spaces through development.
- 3. To create places that are safe, accessible and are easy to get to, and move through.
- 4. To ensure that new development respects the character of existing areas.
- 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.
- 6. To understand and respect natural processes and features in development design.



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

Our response to these Design Objectives, with respect to the Proposed Development, is as follows:

- The development of the Subject Property with Proposed Building will result in intensification of highly valuable urban lands within an established and centrally-located industrial park that is easily accessible to automotive and truck traffic;
- The Proposed Building is entirely consistent with the fabric of development in the area and will offer products to the businesses within the Sheffield Industrial Area and those travelling along the Arterial roadways that surround the Subject Property;
- The Proposed Building will function in a manner that is complementary to the Existing Building.

3.2.2 Urban Design and Compatibility

Section 4.11 of the OP, entitled Urban Design and Compatibility, sets out objective criteria to evaluate compatibility in order to ensure high quality urban design.

Policy 5 of Section 4.11 of the OP addresses building design and provides that "compatibility of new buildings with their surroundings will be achieved in part through the design of the portions of the structure adjacent to existing buildings and/or facing the public realm."

The following is our assessment of the Proposed Redevelopment in the context of the City's directives for new developments, as set out under the heading of Building Design:

- The design of the Proposed Building, in our view, constitutes a suitable use of the Subject Property and fits within character and planned function of the surrounding area with respect to:
 - a. Setbacks, heights and transition: The setback of the Proposed Building from Bantree Street is similar to that of the Existing Building and other structures in the Sheffield Industrial Area. An appropriate amount of convenient customer parking is provided in the front of the main entrance, away from the loading areas. The height of the Proposed Building is also consistent with the Existing Building and neighbouring warehouse/industrial structures. We are of the opinion that the Proposed Building does not pose any conflict with other uses in the Sheffield Industrial Area.
 - b. Façade and roofline articulation: In order to introduce an element of visual interest the design of the Proposed Building incorporates articulations in both the roofline and the façade.



- c. Colours and materials: A variety of durable, pre-finished metal siding products with a vibrant colour palette adds an element of visual interest and ties into the corporate colour scheme of the Benson Group. Aluminum framed windows and entry systems will ensure an inviting façade.
- d. Architectural elements, including windows, doors and projections: The north façade of the Proposed Building will form the customer entrance to the showroom and the design incorporates a modest amount of glazing as well as horizontal and vertical projections, creating a structure of visual interest which ties into the finishes of the Existing Building.
- 2. The main façade of the Proposed Building is oriented to address Bantree Street which aids in defining the street edge. The use of glazing and a varied colour palette offer visual relief from much of the drab building design that is characteristic of this industrial area.
- 3. Landscaping features, including deciduous trees, shrubs and sod soften the appearance of the Proposed Development.
- 4. Surface parking for patrons and employees will be located on the north and west sides of the Proposed Building. Overhead doors are integrated into the west façade such that they are not a prominent feature from the street.

The successful integration of a new development is dependent upon massing and scale which refer to the form of the structures, height, lot coverage and positioning.

- The height, massing and scale of the buildings at the Proposed Redevelopment are consistent with the planned function of the Sheffield Industrial Area. We are of the opinion that the Proposed Building will function harmoniously with the Existing Building and within the overall context of the area. We do not foresee any issues with respect to transition in form and massing.
- 2. The Proposed Development has an appropriate amount and type of landscaped area along its frontages to soften the interface with the public realm.

In summary, it our opinion that construction of the Proposed Building will advance the objectives of the Urban Employment Area designation, with respect to both land use and building design, and will contribute to the overall economic development goals of the City.

3.6 City of Ottawa Zoning By-law (the "Zoning By-law")

As depicted in **Exhibit T**, the Subject Property is zoned IH – Heavy Industrial Zone.

The stated purpose of the IH Zone is to:

1. "permit a wide range of industrial uses, including those which, by their nature, generate noise, fumes, odours, and are hazardous or obnoxious, in accordance with



the Employment Area designation of the Official Plan or, the General Urban Area designation where applicable;

- 2. allow in certain Employment Areas or General Urban Areas, a variety of complementary uses such as recreational, health and fitness uses and service commercial (e.g., convenience store, personal service business, restaurant, automobile service station and gas bar), occupying small sites as individual occupancies or in groupings as part of a small plaza, to serve the employees of the Employment or General Urban Area, the general public in the immediate vicinity, and passing traffic;
- 3. prohibit retail uses in areas designated as Employment Area but allow limited sample and showroom space that is secondary and subordinate to the primary use of buildings for the manufacturing or warehousing of the product; and
- 4. provide development standards that would ensure that the industrial uses would not impact on the adjacent non-industrial areas."

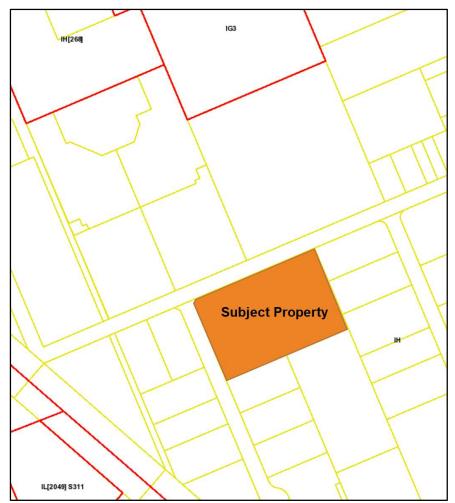


Exhibit T: GeoOttawa map identifying the IH zoning for the Subject Property, highlighted in orange



The permitted uses within the IH Zone include, but are not limited to, the following:

- automobile body shop;
- heavy equipment and vehicle sales, rental and servicing;
- heavy industrial uses;
- leaf and yard waste composting facility;
- light industrial uses;
- office:
- parking lot;
- service and repair shop;
- storage yard;
- training centre;
- truck transport terminal;
- warehouse

A series of additional uses (such as bank, convenience store, instructional facility and restaurant) are permitted, subject to the cumulative total gross floor area not exceeding 2,999 m² and each use not exceeding 300 m² of gross floor area.

Section 201(4) of the Zoning By-law provides that "Accessory display and sales area must be within the same building as the use to which it is accessory and must not exceed 25% of gross floor area". The use of the Proposed Building will be in conformity the Zoning By-law as the showroom area will be subordinate and secondary to the warehouse use.

The permitted uses must comply with the IH zone provisions as summarized below:

Mechanism	Required	Provided	Compliance
Minimum lot area	4,000 m ²	20,434 m ²	Yes
Minimum lot width	No minimum	109.73 m	Yes
Minimum front yard corner and side yard (See NOTE below)	7.5 m	Front yard: 30.7 m Corner side yard: 17.7m	Yes
Minimum interior side yard and rear		Interior side yard: 16.58 m	Yes
yard (when not abutting residential or institutional zone)	7.5 m	Rear yard: 4.8 m	No
Maximum floor space index	2	0.22	
Maximum building height	22 m	8.2 m	Yes
Minimum width of landscaping (when not abutting residential or institutional zone)	3 m	3 m	Yes

NOTE: The Subject Property is considered one lot for zoning purposes. The front lot line is on Edinburgh Place.

The Subject Property is within Area B (Outer Urban / Inner Suburban) on Schedule 1A of the Zoning By-law. Under this classification, 0.8 parking spaces are required per 100 m² of gross floor area of warehouse space and 2 parking spaces are required per 100 m² of gross floor area of office space. Based on the Applicant's plans, the Proposed Building will have 1,658 m² of



warehouse space and 200 m² of office space. Accordingly, 13 parking spaces are required for the warehouse space and 4 parking spaces are required for the office space. The Proposed Redevelopment provides 24 parking spaces for the Proposed Building plus 2 "accessible" spaces.

The Applicant will need to submit an Application for Minor Variance to the Committee of Adjustment (the "Committee") to seek relief from the Zoning By-law requirement for a 7.5 metre rear yard setback, whereas the Site Plan for the Proposed Redevelopment contemplates a 4.8 metre setback. It is understood that the Applicant will have to demonstrate to the Committee that the requested variance meets the "four tests" as set out under subsection 45(1) of the Planning Act.

4.0 Conclusion

The Proposed Redevelopment is an appropriate use of the Subject Property given its central location in a busy industrial park, within close proximity to arterial roadways which have interchanges with a 400-series highway. The intensification of the Subject Property constitutes an efficient use of serviced lands and will generate employment and accordingly will contribute to economic development.

It is our assessment that the Proposed Redevelopment complies with the polices of the PPS and the OP. The Applicant has devised a highly functional site layout and an inviting design for the Proposed Building that will benefit the Subject Property and will represent an improvement to the aesthetics of the area.

The proposed land use is permitted under the existing Heavy Industrial zoning designation. Furthermore, there is support for the feasibility of the Proposed Redevelopment by the supporting technical studies.

It is our professional opinion that development of the Subject Property with the Proposed Building constitutes sound land use planning. This logically-design site plan represents a desirable outcome for the Subject Property and will offer an incremental improvement to the fabric of the Sheffield Industrial Area.

Holzman Consultants Inc.

Per: Jonah M. Bonn, MCIP, RPP