Planning Rationale in Support of Application for Site Plan Control

1040 Ogilvie Road
City of Ottawa

Prepared by
Holzman Consultants Inc.
Land Development Consultants

February 3, 2014
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1.0 Introduction

Holzman Consultants Inc. has been retained by Ogilvie Motors (the “Owner”) to prepare a planning rationale in support of an application for site plan control to permit the development of a 2 storey, 2,848 square metre car dealership located at a site municipally known as 1040 Ogilvie Road in the Beacon Hill-Cyrville Ward of the City of Ottawa, Ontario.

This report provides a description of the existing conditions, the proposed development, the submission requirements, technical studies prepared in support of the project, and a review of the applicable land use planning policies including the Provincial Policy Statement, the Official Plan policies, the Transit-Oriented Development (TOD) policies, the Transit-Oriented Development Guidelines and Zoning By-law regulations. The report will provide the land use planning rationale and our professional opinion as to why the application should be approved.

2.0 Project and Site Overview

Exhibit ‘A’ – Aerial Photo

The subject site is surrounded by a restaurant, mattress store and a gas station to the north, a restaurant, two single detached homes and a hotel to the east, a parking lot to the south, a shopping plaza to the southwest and furniture stores and car dealerships to the west. The St. Laurent Shopping Centre and transit station are located south-west of the subject property (refer to Exhibit ‘A’ – Aerial Photo).

Exhibit ‘B’ – Legal Survey
The subject site has frontage on Ogilvie Road, Cyrville Road, Joseph Cyr Street, Lemieux Street and St. Laurent Boulevard. The total overall site area is 19,776 square metres. The site currently houses three car dealerships – the BMW dealership in the north-eastern building, the Subaru dealership in the north-western building abutting the furniture stores and the Civic Motors dealership in the south-western building abutting the shopping plaza (refer to Exhibit ‘B’ – Legal Survey) and Exhibit ‘C’ – Site Photos.

The site is legally described as ALL OF LOT 2 AND PART OF LOTS 1, 3, 4, 15 REGISTERED PLAN 23 PART OF LOT 27 CONCESSION 2 (Ottawa Front) AND PART OF ROAD ALLOWANCE BETWEEN CONCESSIONS 1 AND 2 (Ottawa Front), Geographic Township of Gloucester, City of Ottawa (PIN: 042640696).

3.0 Description of Proposed Development

Exhibit ‘D’ – Site Plan

The application consists of a site plan control application for the purposes of demolishing the two buildings on the north end of the site and constructing a 2-storey, 2,848 square metre car dealership at the north end of the site, and an attached vehicle wash at the south end of the existing Civic Motors building which will remain (as shown on Exhibit ‘D’ – Site Plan).

Municipal water, sanitary sewer and stormwater sewer services are available to service the subject property. A site servicing plan and report will accompany this submission.

As shown on Exhibit ‘D’, vehicular access to the building will be from two different accesses off Ogilvie Road on the east and west sides of the proposed building. Another two accesses will from Joseph Cyr Street. Access to the Civic Motors dealership will remain from St. Laurent Boulevard.
4.0 Planning Context

The applicable policy framework includes an examination of the Province of Ontario’s land use planning directives expressed in the Provincial Policy Statement and the City of Ottawa’s policies expressed in the City of Ottawa Official Plan.

4.1 Provincial Policy Statement

The Provincial Policy Statement (“PPS”) sets out a vision for land use planning in the Province of Ontario that encourages planning and development that is environmentally-sound, economically-strong and that enhances quality of life. Land planning policies are intended to promote efficient development patterns with an appropriate mix of housing, employment, open spaces and multi-modal transportation which are appropriate for and make efficient use of existing and planned infrastructure and public service facilities.

Section 1.1 provides policy guidance for efficient development and land use patterns.

Section 1.1.1 states: “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, employment (including industrial, commercial and institutional uses), recreational and open space 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 standards to minimize land consumption and servicing costs;

f) improving accessibility for persons with disabilities and the elderly by removing and/or preventing land use barriers which restrict their full participation in society; and

g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.”

Section 1.3.1 – Employment Areas states: “Planning authorities shall promote economic development and competitiveness by:

1. providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;
2. providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;

3. planning for, protecting and preserving employment areas for current and future uses; and

4. ensuring that the necessary infrastructure is provided to support current and projected needs.”

4.2 City of Ottawa Official Plan

The City of Ottawa Official Plan was adopted in 2003 and provides a vision for future growth of the city and a policy framework to guide future development to the year 2021. The OP recently underwent a 5-year review and the Official Plan Amendment was adopted by Council in December of 2013. The policies of the 2013 OPA will be analyzed with respect to the subject development.

The subject site is connected to the City of Ottawa’s multi-modal transportation network. As shown on Official Plan Schedule ‘C’ – Primary Urban Cycling Network (Exhibit ‘F’ to this report), Ogilvie Road has on-road cycling routes which can provide cycling access to the subject development. As shown on Official Plan Schedule ‘D’ – Rapid Transit Network (Exhibit ‘G’ to this report), the subject site is efficiently linked into the City’s rapid transit network with close proximity to both St. Laurent and Cyrville Stations. In terms of vehicular transportation, the subject site has direct frontage onto two existing Arterial Roads (Ogilvie Road and St. Laurent Blvd.) as identified on Schedule ‘E’ of the Official Plan (Exhibit ‘H’ to this report). Access to Ogilvie Road is “right in/right out” only due to the median.

The subject development is designated “Mixed Use Centre” on the City of Ottawa Official Plan, Schedule B, Urban Policy Plan (Exhibit ‘E’ above) as a result of its proximity to St. Laurent Boulevard, an arterial main street, and the St. Laurent transit station.

Section 3.6.2, Policy 1, of the Official Plan defines Mixed Use Centres as areas which meet the following criteria:

a) “Most of the centre is within an 800 m walking distance of one or more rapid transit stations, and contains one or more arterial roads with all day, frequent transit service.

b) There is an opportunity to achieve high densities of jobs and housing through intensification and redevelopment of older sites and development of vacant land.

c) High rise buildings of 10 storeys and more can be accommodated in a manner that provides appropriate transition to the surrounding area.
d) Employment targets of at least 5,000 jobs can be achieved in Mixed Use Centres and at least 10,000 jobs in Town Centres.
e) The area is or can become transit-oriented, as described in this section.
f) The area is suitable for a mix of uses and could be linked with the area’s greenspace network.”

Section 3.6.2, Policy 5, outlines the broad variety of uses permitted in a Mixed Use Centre. These uses include: “offices, secondary and post-secondary schools, hotels, hospitals, large institutional buildings, community recreation and leisure centres, daycare centres, retail uses, entertainment uses, services (such as restaurants), high- and medium-density residential uses and mixed-use development containing combinations of the foregoing.”

A Mixed Use Centre is also a Design Priority Area pursuant to Section 2.5.1, Policy 2 (c). In accordance with this section, a presentation was made to the Ottawa Urban Design Review Panel on January 7, 2014 as the formal pre-application consultation.

4.3 Transit-Oriented Development (TOD) Plans – St. Laurent

Transit-Oriented Development (TOD) Plans, developed in 2012, are Council-approved documents that aim to guide development in priority areas to allow for TOD. The Train, St. Laurent, Cyrville TOD Plans are supported by the Train, St. Laurent, Cyrville Secondary Plan.
The subject property falls within the St. Laurent priority area for TOD as it is within 600 m of the St. Laurent Station (see Exhibit ‘I’). The TOD Plan strives for “development of well-designed, compact neighbourhoods where residents can live, work, shop and play close by, complete daily activities easily, access excellent transit, and support local businesses.”

Section 3.0 of the plan outlines the planning approach to TOD. In this section, it is stated: “Some common and essential TOD planning elements are:

- Priority given to pedestrian and cyclist movements within the TOD Plan area and improved connections with the surrounding community;
- Proximity of higher density land use to transit stations;
- Flexible planning permitting a varied mix of land use types; and
- An enhanced public realm”

Furthermore, the Plan states: “A key approach to realising TOD intensification is to provide flexibility by permitting existing development to remain, to permit expansion when desired, and to have in place a regulatory framework that permits a broader range of land uses and higher densities over time.”

Exhibit ‘J’ – St. Laurent TOD Plan Area, Density Range and Maximum Building Height
The St. Laurent TOD Plan contains targets for height and density as shown above in Exhibit ‘J’ – St. Laurent TOD Plan Area, Density Range and Maximum Building Height. The subject site is coloured red and is characterized as TD3 which has a target density of 550+ people per net hectare and a maximum building height of 30 storeys. Section 3.6 of the TOD plans states: “It is anticipated that some site densities will be lower or higher than the target net density range to respond to the context.”

In Section 10.2.1, the Plan states: “the St. Laurent TOD study area will evolve over time into more compact, mixed-use districts. However, due to the redevelopment potential of the properties in the study area, some properties may change more readily in the shorter term because the land is vacant or underutilized. Other properties may redevelop in the long term because the land currently supports active businesses and/or well-established land uses.”

Section 11.1 of the plan provides clarification with respect to how the provisions of the plan will be implemented during the development design and review process. One aspect of the plans is a flexible zoning approach to TOD development.

Section 11.1 (i) states: “Land rezoned to one of the TD zones at the time of approval of this Plan was also given an exception zone with most of the original zone performance standard permissions. The purpose of the exception zones is to provide flexibility by permitting uses of land existing as of the date of passing of the by-law to legally remain, expand and/or build new under the applicable TD zone regulations. Also permitted is the introduction of a new use that is part of the list of permitted uses in the TD zone, provided that such new use is located within a building existing as of the date of the passing of the by-law.

The new TD zones take effect when:

1. A new use permitted in the TD zone (including uses in the TD zone that are a duplicate of uses permitted in the original zone) is added to the site as part of a new building or expansion of an existing building on the property. At that time, the TD zone uses and performance standards apply to the property, or portion of the property, within the TD zone and the exception zone no longer applies.

2. Expansion of an existing building or construction of a new building for a use existing as of the date of passing of the by-law in a way that does not comply with the performance standards (setbacks, height, etc.) of the exception zone. At that time, the new TD zone uses and performance standards apply to the property, or portion of the property, within the TD zone and the exception zone no longer applies.”
4.4 Transit-Oriented Development (TOD) Guidelines

The TOD Guidelines are applied to development within 600 metres of a rapid transit station in order to provide direction for planning applications.

Section 1 – Land Use, Guideline 1 states: “Transit-supportive land uses encourage transit use and transportation network efficiency as they:

- Establish high residential and/or employee densities
- Create travel outside of the am/pm peak periods
- Promote reverse-flow travel
- Attract and generate pedestrian and cycling traffic
- Provide extended hours of activity, throughout the day and week.

Examples of transit-supportive land uses include: townhouses; apartments; child care facilities; hotels; medical clinics; restaurants; affordable housing; libraries; recreational and cultural facilities; fitness clubs; movie theatres; call centres; offices; high schools and post-secondary institutions.”

Section 1 – Land Use, Guideline 2 states: “Discourage non transit-supportive land uses that are oriented primarily to the automobile and not the pedestrian, cyclist or transit user. Non transit-supportive land uses are those that:

- Generate exclusively high levels of vehicle activity
- Use large amounts of land with low-density form
- Require extensive surface parking areas and are oriented towards users arriving by automobile
- Create negative impacts for pedestrians, such as isolation, windswept walks, and numerous vehicle crossings on sidewalks
- Typically do not encourage extended hours of activity.

Examples of non-transit-supportive land uses include: Automotive parts, repair and service; car dealerships; car washes; drive through facilities; gas/service stations; commercial surface parking; warehouse storage; animal boarding; commercial nurseries; and low-density residential developments on large lots (>12m).”

Section 2 – Layout, Guideline 7 states: “Locate buildings close to each other and along the front of the street to encourage ease of walking between buildings and to public transit. Coordinate the location and integration of transit stops and shelters early in the design process to ensure sufficient space and adequate design.”

Section 6 – Streetscape and Environment, Guideline 32 states: “Provide quality benches, tree guards, street lighting, bicycle racks, and garbage receptacles.”
Section 6 – Streetscape and Environment, Guideline 54 states: “Enclose air conditioner compressors, garbage and recycling containers and other similar equipment within buildings or screen them from public view.”

Section 6 – Streetscape and Environment, Guideline 55 states: “Consider opportunities to cluster and screen utilities together to minimize visual impact on the streetscape.”

Section 6 – Streetscape and Environment, Guideline 56 states: “Incorporate signage that respects building scale, architectural features and the established design objectives of the streetscape.”

4.5 City of Ottawa Comprehensive Zoning By-law No. 2008-250

The subject site is zoned Transit Oriented Development Zone - TD3[1991] as of November 14, 2012 and illustrated on Exhibit ‘K’ to this report.

The purpose of the zone is to:

1. “Establish minimum density targets needed to support Light Rail Transit (LRT) use for lands within Council approved Transit Oriented Development Plan areas;
2. Accommodate a wide range of transit-supportive land uses such as residential, office, commercial, retail, arts and culture, entertainment, service and institutional uses in a compact pedestrian-oriented built form at medium to high densities;
3. Locate higher densities in proximity to LRT stations to create focal points of activity and promote the use of multiple modes of transportation; and,
4. Impose development standards that ensure the development of attractive urban environments that exhibit high-quality urban design and that establish priority streets for active use frontages and streetscaping investment.

Urban Exception 1991 contains the following provisions which modify the TD3 zone.

<table>
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<th>I Exception Number</th>
<th>II Applicable Zones</th>
<th>Exception Provisions</th>
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<tr>
<td>III Additional Land Uses Permitted</td>
<td>IV Land Uses Prohibited</td>
<td>V Provisions</td>
</tr>
<tr>
<td>-any use that</td>
<td>The following provisions</td>
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</table>

-Any use that
apply to:

a. a use that legally existed as of November 14, 2012, or
b. any expansion of the building and any new building for that use in a. above or a use listed in column III, or
c. any new use within a building existing as of November 14, 2012, or
d. any developments for which site plan approval has been granted prior to November 14, 2012,
e. development that does not exceed either of:
   i. a 22 metre maximum building height,
   ii. a maximum f.s.i. of 1.1: - 195(3)(a), 195(4)(c)(iii), 195(4)(d)(iv), 195(4)(e)(iv), 195(4)(g)(ii), 195(10), 195(9), 195(6), 195(7), 195(8), 195(13) and 196 do not apply
In any other case the full provisions of the TD zone and appropriate TD subzone apply and the provisions of this exception do not apply

The TD zone provisions are found in Table 195 and are as follows:

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<thead>
<tr>
<th>I ZONING MECHANISMS</th>
<th>II PROVISIONS</th>
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<tbody>
<tr>
<td>(a) Minimum lot area</td>
<td>No minimum</td>
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<tr>
<td>(b) Minimum lot width</td>
<td>No minimum</td>
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<tr>
<td>(c) Minimum front yard and corner side yard setback</td>
<td>(i) abutting a lot in a residential zone 3 metres</td>
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<tr>
<td>Category</td>
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<td>(d) Minimum interior side yard setback</td>
<td>(i) abutting a lot in a residential zone</td>
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<td></td>
<td>(ii) abutting the rapid transit corridor</td>
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<td></td>
<td>(iii) all other cases</td>
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<tr>
<td>(e) Minimum rear yard setback</td>
<td>(i) rear lot line abutting a lot in a residential zone</td>
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<tr>
<td></td>
<td>(ii) rear lot line abutting the rapid transit corridor</td>
</tr>
<tr>
<td></td>
<td>(iii) all other cases</td>
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<tr>
<td>(f) Minimum building height</td>
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<tr>
<td>(g) Maximum building height</td>
<td>(i) in any area up to and including 15 metres from a property line abutting</td>
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<td>a R1, R2 or R3 zone</td>
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(h) Minimum width of landscaped area

no minimum, except that where a yard is provided and not used for required driveways, aisles, parking, loading spaces or outdoor commercial patio, the whole yard must be landscaped.

(5)

Outdoor storage is prohibited.

(11)

Despite clauses 100(1)(a) and (c), in the TD Zone parking spaces required or provided under this by-law may be available for use by any other land use located either on or off site, but these spaces are not intended to serve as the required parking for these other land uses.

(12)


5.0 Design Statement

The proposed development of the site creates a strong architectural presence on the street and contributes to the urban character of the community while meeting both the owner’s objective requirements and the zoning requirements for the property.

The existing site border is already landscaped with trees and shrubs; additional landscaping features have been added around the perimeter to enhance the pedestrian experience; a new sidewalk is being provided along one street, completing the ability to complete a pedestrian circuit around the site. The building position on Ogilvie is located close to the street to allow a pedestrian
plaza in front of the building and create a strong connection to the street/pedestrian experience.

The building is slightly rotated to Ogilvie Road to create a dynamic angle, allowing for a high degree of building visibility from both Ogilvie Road and St. Laurent Blvd. Ogilvie Road curves slightly along the property edge which incorporates a turning lane to Cyrville Road.

The building design includes a generous canopy above a transparent glazed front and side walls, with clearly delineated pedestrian entrances. Architectural elements are retained for limited signage or display areas. Flags and ground mounted features are incorporated into the overall site layout to provide pedestrian scale features. Bicycle parking is provided for employees inside the building in secure areas to promote access to the City of Ottawa cycling infrastructure. Garbage is stored inside the building, at the rear, so as to screen this service from the street. All mechanical equipment is located on the roof of the building and set back from the roof edge so that it does not provide visual distraction.

During the Urban Design Review Panel presentation, there was discussion on building placement and orientation; we considered the comments made and find that the location of the building is most efficient in the proposed location for the following reasons:

- There is little frontage of the property on Cyrville Road; locating the building close to the eastern edge/corner of the site would create a negative impact on the two existing residential buildings and relative quiet nature of the eastern street frontage (Joseph Cyr).
- The location of the building as proposed creates a positive street presence on Ogilvie Road with the existing buildings west of the street while allowing sufficient space between the two buildings for vehicle access.
- The primary purpose of the building is to display vehicles inside the showroom and provide an efficient layout to service vehicles in the rear with efficient use of the land in a compact form. The proposed design and placement achieves this objective.
- Additional glazing has been added on the east side of the building (the drive through) to provide additional transparency and animation.
- The south end of the site (bordering Lemieux Street) has been landscaped to provide additional screening of the site.

The site plan layout also complies with the zoning provisions that support the current layout.
6.0 Technical Studies

The background studies that have been prepared in support of the development applications for the subject property are as follows:

1. Planning Rationale
2. Servicing Report

All of the studies have been completed and are submitted with the formal applications. Each study has identified that development as proposed in the Concept Plan is achievable without undo harm to the environment, meets all of the technical requirements in terms of servicing, stormwater management, environmental and cultural risk, and represents reasonable land use planning for the site.

7.0 Planning Analysis

7.1 Conformity with the Provincial Policy Statement

The PPS aims to foster and sustain healthy, liveable and economically strong communities through the accommodation of a range of uses, including commercial uses, facilitated by efficient use of existing and planned infrastructure. The proposed development supports the goals of the PPS as outlined in Section 1.1 in that it maintains a strong commercial use that has successfully existed on this site for a number of years and allows a local business to modernize, grow and flourish in an area where infrastructure can accommodate. In accordance with Section 1.3.1 of the PPS, the proposed development will contribute to a diversified economic and employment base.

7.2 Conformity with the City of Ottawa Official Plan

The subject development is designated Mixed Use Centre which can accommodate a wide array of uses, including retail uses. Redevelopment of this site will allow for an existing retail use, a car dealership, to modernize. In accordance with Section 2.5.1, redevelopment of the site will permit the subject property to be updated and improved upon through a review by the Urban Design Review Panel. Although the use is not changing, the redevelopment of the site will allow for a more attractive streetscape and design to emerge in a design priority area.

7.3 Conformity with the Transit-Oriented Development (TOD) Plans – St. Laurent

The St. Laurent TOD Plan aims to increase densities to support the developing rapid transit network in a manner that supports existing, local businesses. The
plan strikes a balance between giving priority to higher density land uses while being flexible in permitting a varied mix of land use types (including existing land uses) that will result in an enhanced public realm. The plan allows for existing development to remain and expand in a manner that meets future goals of intensification in transit-oriented areas. The subject application proposes to re-develop two existing car dealerships into a larger, updated dealership. The re-development of the site will meet the goals of the St. Laurent TOD Plan by providing a higher quality of urban design and an enhancement of the public realm along Ogilvie Road.

The Plan sets high density targets for the subject site at 550+ people per net hectare. The Plan also allows for up to 30 storeys in height. However, the plan anticipates that density targets will develop slowly over time and it respects existing uses. As a result, the plan takes a flexible approach to zoning which supports the redevelopment of this particular site under the proposed conditions. This approach allows existing uses and the original zone provisions to be permitted under the TD zone. This allows existing uses to legally remain, to expand and/or to build new under the zoning.

7.4 Transit-Oriented Development (TOD) Guidelines

The Transit-Oriented Development Guidelines discourage non-transit-supportive uses such as car dealerships; however, as an existing use and a successful, local business, the redevelopment of the subject site represents good planning in that it will allow for a more attractive streetscape and design in keeping with the intent of the transit-oriented development guidelines.

Exhibit ‘D1’ – Architectural Rendering

As shown on Exhibit ‘D1’ above, the building is oriented close to the front of the street which allows for a strong presence along this section of Ogilvie Road in accordance with Guideline 7. As the subject site is surrounded by streets, a
strong landscape buffer is located around the perimeter of the property. As per Condition 54, garbage enclosures will be adequately screened. Pursuant to Guideline 56, the signage will be respectful of the building’s scale and architectural features.

7.5 Conformity with Comprehensive Zoning By-law

Under urban exception 1991, a car dealership is a permitted use as it was the use existing prior to the rezoning in November 2012. This zone allows a new car dealership to be constructed as long as the use remains the same. The proposed building is in compliance with the setbacks and the minimum building height of two storeys for the TD3[1991] zone.

8.0 Summary and Conclusions

1. The current site plan control application is consistent with the Provincial Policy Statement as the proposed development contributes to a strong and diversified economic base.

2. The application respects the provisions of the Official Plan and the St. Laurent TOD Plan which aim to increase densities in mixed use, transit-oriented areas while respecting the potential for redevelopment of existing uses.

3. The proposed redevelopment will enhance the public realm and update the current streetscape with modern and attractive urban design with regard to the comments from the Urban Design Review Panel and expressed in the Design Statement section.

4. The proposed development conforms to the provisions of the TD[1991] zone which allows for the redevelopment of an existing use under the original zoning provisions.

Based on the above noted rationale the application for site plan control for the subject lands is appropriate and represents sound land use planning.

Prepared by;

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February 2, 2014