



PLANNING RATIONALE

MINOR ZONING BY-LAW AMENDMENT FOR PROPOSED STORAGE YARD

1380 Howie Road

Project No.	KC22006
Issue Date:	June 2026, Revision No. 1
Prepared For:	Thomas & Lois Carroll 1380 Howie Road Carp, Ontario K0A 1L0
Prepared By:	Keeper Co. 130 Kings Creek Road Ashton, Ontario K0A 1B0

1.0 OVERVIEW

This Planning Rationale is submitted in support of an application for a minor zoning by-law amendment for land known municipally as 1380 Howie Road (the “subject land”). The purpose of the proposed application, submitted on behalf of Thomas & Lois Carroll, is to permit the northwest portion of the subject land to be used as a storage yard.

A preconsultation meeting was held with the City of Ottawa in October 2024 to identify the reports and plans required in support of this application. Subsequent meetings and discussions were held with City of Ottawa staff to further discuss and clarify the scope of the identified requirements. The following items were identified by the City of Ottawa as complete application submission requirements for this application for a Zoning By-law Amendment:

- Plan of Survey
- Concept Plan
- Phase 1 and 2 Environmental Site Assessment (Consultant Letter)
- Archaeological Assessment
- Mineral Aggregate Impact Assessment Study (Consultant Letter)
- Planning Rationale
- Public Consultation Strategy
- Zoning Confirmation Report

Subsequent to the submission of the application, it was confirmed that the following documents will also be required:

- Environmental Impact Study

This Planning Rationale will address the appropriateness of the proposed development in the context of the existing planning policy and regulatory framework and will demonstrate that the proposed development is appropriate for the subject land.

2.0 SUBJECT LAND & SITE CONTEXT

The subject land is located on the east side of Howie Road, south of March Road, and north of Peskett Road in Ward 5, West Carleton-March of the City of Ottawa, as illustrated on Figure 1: Location of Subject Land. The subject land is comprised of a single parcel of land identified by Property Identification Number 04539-0011 and is described legally as Part of Lot 13, Concession 7, Geographic Township of Huntley in the City of Ottawa.



Figure 1: Location of Subject Land (Aerial Source: GeoOttawa)

The subject land has an area of approximately 79 hectares with frontage of 611.76 metres on Howie Road, a designated existing rural collector road. The subject land is currently developed with a single detached dwelling with a detached garage. A portion of the subject land, the land that is subject to this application, is used as a storage yard. The rear portion of the subject land is vegetated with cleared areas, with portions forming part of the Scott Wetland Complex. The rear of the property abuts an unopened road allowance extending from Bearhill Road. The land beyond the unopened road allowance is owned by the owner of the subject land.

The subject land is in a rural area. Northwest of the subject land is the Mississippi Mills Howie Road Recycling & Waste Depot (former Almonte Landfill) and rural residential uses. To the northeast is a licensed Class A Pit operated by T.G. Carroll Cartage Ltd. To the southwest is the Leonard Killeen Pit, a licensed Class B Pit operated by Thomas Cavanagh Construction Limited. To the southeast of the subject land are several vacant lots with rural residential uses beyond. Please see Figure 2:

Surrounding Land Uses for additional details pertaining to the land uses in the vicinity of the subject land.



Figure 2: Surrounding Land Uses (Aerial Source: GeoOttawa)

Below is a view of the existing detached dwelling, located at the southern corner of the subject land, from Howie Road.



Figure 3: View of Subject Land from Howie Road (Existing Dwelling)

Below are site visit photos of the portion of the subject land that is the subject of this application, which is currently used as a storage yard.



Figure 4: View North on Howie Road of Existing Entrance to Storage Yard



Figure 5: View North on Howie Road of Recently Planted Landscape Screening



Figure 6: View South on Howie Road of Recently Planted Landscape Screening



Figure 7: View From Howie Road of Equipment in Storage Yard

3.0 PROPOSAL

The proposal includes a minor zoning by-law amendment to permit a portion of the subject land to be used as a storage yard.

The owners of the property previously applied for consent to sever two new lots from the subject land. The purpose of one application was to sever a new residential lot at the northeast area of the subject land, and the purpose of the second was to sever the existing residential detached dwelling at the southwest area of the subject land. During the review of the consent applications, it was determined that the existing storage yard on the retained land is not permitted. The planning report, dated October 26, 2023 (Appendix 1) included the following note about the retained land:

The retained lands of the site contain undeveloped lands that contain sand, aggregate and fill stockpile areas, heavy equipment storage areas and vacant land comprised of treed and wetland areas. The RU Zone does not permit industrial uses such as storage yards. The applicant must demonstrate that the retained lands are zoning compliant and are developable for the existing designation and zoning. A condition has been requested to ensure that the retained lands meet the City's Official Plan and Zoning By-law requirements.

Provisional consent was granted in November 2023 for both severances. The original decision, dated November 24, 2023 (Appendix 2) included the following condition:

- 1. That the Owner(s) demonstrate that the uses on the retained lands meet the Zoning By-law to the satisfaction of the Development Review Manager of the Relevant Branch within Planning, Real Estate and Economic Development Department, or their designate.***

OR

- 2. That the Owner(s) obtain a Zoning By-law Amendment, satisfactory to the Development Review Manager of the Relevant Branch within Planning, Infrastructure and Economic Development Department, or their designate, to be confirmed in writing from the Department to the Committee, to rezone the retained lands to permit the existing uses.***

A formal preconsultation meeting was held with City staff in October 2024 to discuss the proposed rezoning. Subsequent meetings, discussions, and correspondence occurred relating to the details of the proposed rezoning, the appropriateness of same, and suitable options for the new zoning to be established. A major request to change the conditions of provisional consent to better reflect the scope of the required zoning by-law amendment, and to extend the timeline within which such a condition must be fulfilled, was submitted to the Committee of Adjustment in April 2025. The request was granted in May 2025 (Appendix 3) and the condition noted above was changed to:

That the Owner(s) obtain a Zoning By-law Amendment, satisfactory to the Development Review Manager of the Relevant Branch within Planning, Infrastructure and Economic Development Department, or their designate, to be confirmed in writing from the Department to the Committee, to rezone the approximately 37 acre (150,000 square metres) northwest portion of the retained lands to Rural General Industrial with a Rural Exception to permit a storage Yard.

Field work and investigations have been completed, and a new Plan of Survey was prepared in support of this application, and it is requested to amend the zoning by-law to permit a storage yard on a +/-159,000 square metres portion of the subject land.

It is proposed to facilitate this by rezoning the relevant portion of the subject land from Rural Countryside (RU) to Rural General Industrial (RG) with a rural exception that will limit the permitted uses to a storage yard. See Figure 8: Extract from 01 Concept Plan and Figure 9: Extract from 02 Storage Yard Detail for an illustration of the proposal.

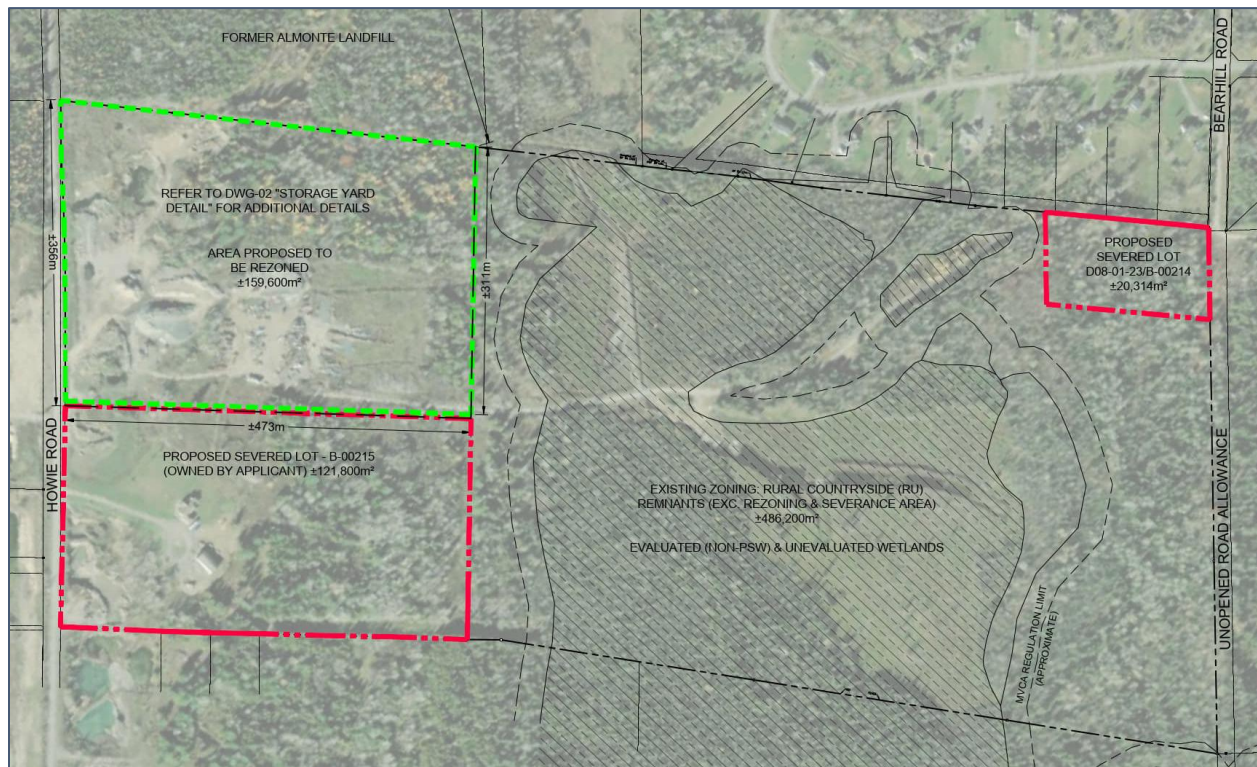


Figure 8: Extract from 01 Concept Plan

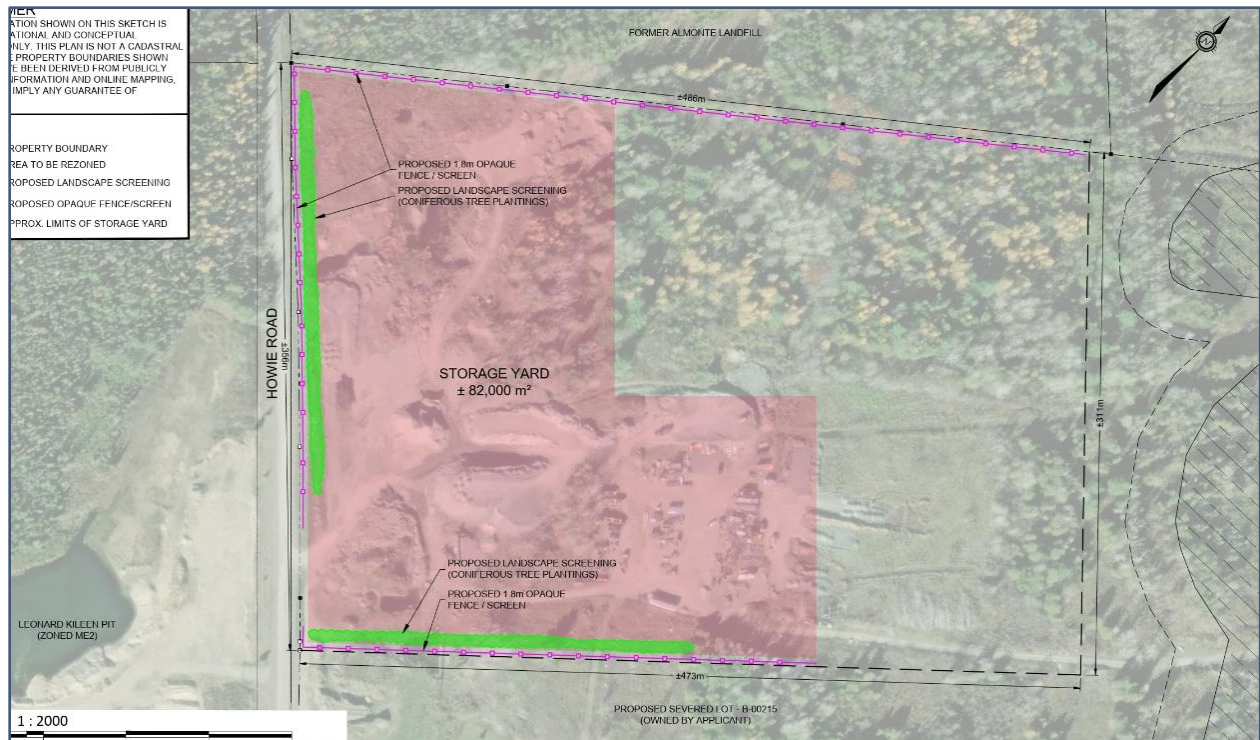


Figure 9: Extract from 02 Storage Yard Detail

4.0 PLANNING POLICY & REGULATORY FRAMEWORK

This section discusses the conformity to and compliance with applicable policies and regulations.

4.1 PROVINCIAL PLANNING STATEMENT, 2024

The 2024 Provincial Planning Statement (the “PPS”) provides policy direction on land use planning matters of provincial interest and includes policies that guide development in rural areas.

At section 2.1, subsection 6, the PPS notes that complete communities are achieved by accommodating an appropriate range and mix of land uses, including employment uses. The proposed rezoning will introduce a new type of employment/light industrial use to the subject land, in addition to those already permitted.

At section 2.5 of the PPS, it is noted that for rural areas to be healthy, integrated, and viable, it is important to promote diversification of the economic base and employment opportunities, while respecting the rural character. The subject land is located in the rural area and is uniquely situated near active mineral extraction operations, the site of a former landfill that is now operating as a recycling depot for a neighbouring municipality, and mineral resource areas, with other traditional rural countryside uses such as rural residential uses located beyond. Due to the existing surrounding land uses, the subject land provides an opportunity for a use such as a storage yard given no negative impacts are anticipated on the adjacent land uses.

At section 2.6, the PPS speaks to the development of rural lands, indicating that development that can be sustained by rural service levels should be promoted and that development must be appropriate to the available infrastructure. No new private individual on-site wells and septic systems are proposed or required for the storage yard.

At section 4.1 the PPS outlines objectives relating to the wise use and management of resources relating to natural heritage features. The area of the subject land that is proposed to be rezoned is located away from the notable natural heritage features, and completely outside of the regulated area adjacent to the evaluated wetland and watercourses. Almost the entirety of the subject land was previously licensed as a Class A pit, with the license being surrendered in 1994, and as a result is heavily disturbed. No negative impacts are anticipated.

At section 4.6 the PPS outlines objectives relating to the wise use and management of resources relating to cultural heritage and archaeological resources. A Stage 1 & Stage 2 Archaeological Assessment has been completed, and it was concluded that no additional archaeological investigations are required.

Based on the forgoing, the proposed zoning by-law amendment to permit a storage yard is appropriate for the rural area and is therefore consistent with the 2024 Provincial Planning Statement.

4.2 CITY OF OTTAWA OFFICIAL PLAN, 2021

Development of the subject land must conform to the policies of the City of Ottawa’s Official Plan, 2021, as amended (the “Official Plan”). The subject land is designated Rural Countryside per Schedule B9 – Rural Transect of the Official Plan, as illustrated on Figure 10: Extract from Schedule B9 – Rural Transect.



Figure 10: Extract from Schedule B9-Rural Transect

Per the extract from the Official Plan below, the intent of the Rural Countryside designation is to:

- ***accommodate a variety of land uses that are appropriate for a rural location, limiting the amount of residential development and support industries that serve local residents and the travelling public, while ensuring that the character of the rural area is preserved.***

The policies of the Official Plan that pertain to the Rural Countryside designation are aimed at protecting and enhancing rural character while also strengthening the rural economy. The Official Plan permits several uses in this designation, including but not limited to forestry, natural resource management activities, agriculture and agriculture-related uses, and sand & gravel pits. The characteristics of a rural storage yard, mainly the storage of materials such as sand, gravel, and

landscaping material, as well as the on-site presence and storage of heavy vehicles and equipment, are not unlike the characteristics of the referenced uses. This, combined with the presence of existing mineral extraction and waste management related uses on the lands immediately adjacent to those proposed to be rezoned and the status of such land as a former licensed pit, means the proposed rezoning to permit a storage yard will respect the existing character of this particular rural area as it is similar in nature to other permitted-and established-uses in the vicinity. Further, the proposed storage yard use is appropriate for the rural area and is not better suited to a village given the use requires a large tract of land. The existing perimeter vegetation will be largely retained, with portions along the existing property line being removed to accommodate the construction of the proposed fencing. This, combined with the recent plantings of coniferous trees along the Howie Road frontage and the proposed plantings as illustrated on the enclosed material, provides screening from the public right-of-way and passers-by.

Section 9.2.2 of the Official Plan contains policies that aim to strengthen the rural economy by permitting a diversity of uses that support the local rural community, and includes policies at Section 9.2.2, 2), b) that outline the criteria that must be met to permit additional light industrial and/or commercial uses in the Rural Countryside designation. The criteria are summarized below with a note on how the proposal addresses same.

Section	Policy	Comment
9.2.2, 2), b), i)	The uses are necessary to serve the local rural community or the travelling public.	The storage yard is operated by T.G. Carroll Cartage Ltd. T.G. Carroll Cartage has been providing a variety of services to rural residents of Carp and the rural ward of West Carleton-March for over 20 years. Services to rural residents have included, but are not limited, new home excavation, site clearing and preparation, the digging of basements, backfilling, septic system installations, septic system replacements, driveway/culvert installation, and site grading/finishing. T. G. Carroll Cartage also provides sand, stone, gravel, and topsoil to rural residents as well as rural businesses and/or contractors. Accordingly, the proposed rezoning to recognize the existing storage yard will allow T. G. Carroll Cartage to continue to serve the surrounding rural community efficiently and effectively.
9.2.2, 2), b), ii)	Within 200 metres of an arterial or collector road and can be safely accessed.	Howie Road is identified as an Existing Collector per Schedule C9 Rural Road Network.

Section	Policy	Comment
9.2.2, 2), b), iii)	Located beyond 1 kilometre of an Urban or Village boundary.	Subject land is located 6+ kilometres from the Village of Carp boundary and 7+ kilometres from the Urban boundary.
9.2.2, 2), b), iv)	Not adjacent to lands designated as Agricultural Resource Area.	Subject land is not adjacent to land designated as Agricultural Resource Area.
9.2.2, 2), b), v	The development can be supported by services available according to applicable provincial regulations.	No new private services are proposed.
9.2.2, 2), b), vi	The scale of the development is suitable for a rural context and where the size of each commercial occupancy will not exceed 300 square metres of gross leasable floor area.	The land uses in this area of the Rural Countryside, specifically to the northwest, northeast, and southwest of the subject land, include waste management and mineral extraction, land uses that typically require larger parcels of land. The subject land is a former licensed pit. Accordingly, in this area, the proposed scale of light industrial use is suitable for the existing rural context. No buildings are proposed and therefore the gross leasable floor area is 0 square metres.
9.2.2, 2), b), vii	Designed to minimize hazards between the road on which it fronts and its vehicular points of access.	The storage yard is accessed from Howie Road, with the access having existed for 25+ years. The existing access is approximately 60 metres north of the closest access on the opposite side of Howie Road, and approximately 145 metres north of the existing access for the dwelling located at 1380 Howie Road.
9.2.2, 2), b), vii	Mitigate incompatibilities with adjacent residential uses and to integrate appropriately with rural character and landscape.	The existing residential dwelling at 1380 Howie Road is owned by the applicant. A proposed fence and tree plantings along the shared property line will provide screening and buffering between the two uses. There are existing rural residential uses to the northeast, with the rear of those lots being approximately 175+ metres from the land to be rezoned. The intervening land is vegetated and will remain zoned Rural Countryside, acting as a natural buffer between land uses. Fencing is proposed along the northern edge of the land to be rezoned. Trees have been planted along the Howie Road frontage and a fence is proposed. This combination provides screening of the storage yard from surrounding residential land uses.

At Section 4.5, the Official Plan contains policies that speak to the preservation of cultural heritage resources such as archaeological resources. Portions of the subject land are identified as having potential for the discovery of archaeological resources. Accordingly, Stage 1 & Stage 2 Archaeological Assessments were completed and based on the findings, it was concluded that no additional archaeological investigations are required.

At Section 4.7 the Official Plan policies speak to the provision of adequate services for development. Municipal water and wastewater services are not available, and no new private services are proposed.

At Section 5.6.3, the Official Plan contains policies that aim to protect mineral aggregate resources from incompatible development. As illustrated in Figure 9 above, there are areas with mineral aggregate resources in proximity to the subject land. The Official Plan aims to prohibit the establishment of a conflicting land uses, which are new sensitive land uses that could interfere with mineral extract operations. The proposed storage yard is located on a former licensed pit and is not considered a conflicting land use. A Mineral Resource Impact Assessment was previously completed for the proposed severed lots on other parts of the subject land and has been reviewed and accepted by the City of Ottawa. A letter from the author of the report has been provided confirming that the proposed rezoning will not affect the outcomes, conclusions, or recommendations established in the report.

At Sections 4.8 and 4.9, the Official Plan policies speak to the protection of the City's natural environmental features and systems. The area that is subject to this application is highly disturbed and located away from the identified natural heritage features. At Section 5.6.4, the Official Plan contains policies that speak to the protection of the natural heritage system. While the subject land is subject to the Natural Heritage System Features Area Overlay and is identified as a Natural Heritage Systems Linkage Area, the area to be rezoned is heavily disturbed and situated away from the existing natural heritage features. An Environmental Impact Study has been prepared and submitted in support of this application. An Environmental Impact Study has also been submitted with the related Road Opening application.

Section 5.5 of the Official Plan speaks to the Rural Transect area generally and notes that rural businesses support economic development and recognizes that such businesses make valuable contributions to the regional economy. The policies of this section speak to a rural development pattern and require that rural development outside of villages must maintain the rural character, image, and identity. As outlined above, a storage yard is compatible with and reflects the large lot development pattern of existing adjacent uses and is similar in nature to other permitted uses of the Rural Countryside designation. The proposed rezoning to recognize the existing storage yard will

allow T. G. Carroll Cartage to continue to serve the surrounding rural community efficiently and effectively, thus contributing positively to rural economic development.

Based on the forgoing, the proposed zoning by-law amendment to permit a storage yard on the northwest portion of the subject land conforms to the policies of the 2021 Official Plan.

4.3 CITY OF OTTAWA COMPREHENSIVE ZONING BY-LAWS

The subject land is zoned Rural Countryside per City of Ottawa Comprehensive Zoning By-law No. 2008-250, (the “2008 zoning by-law”), as shown on Figure 11: Extract from GeoOttawa Zoning Map Layer. The subject land continues to be zoned Rural Countryside per City of Ottawa Comprehensive Zoning By-law No. 2026-50 (the “2026 zoning by-law”).

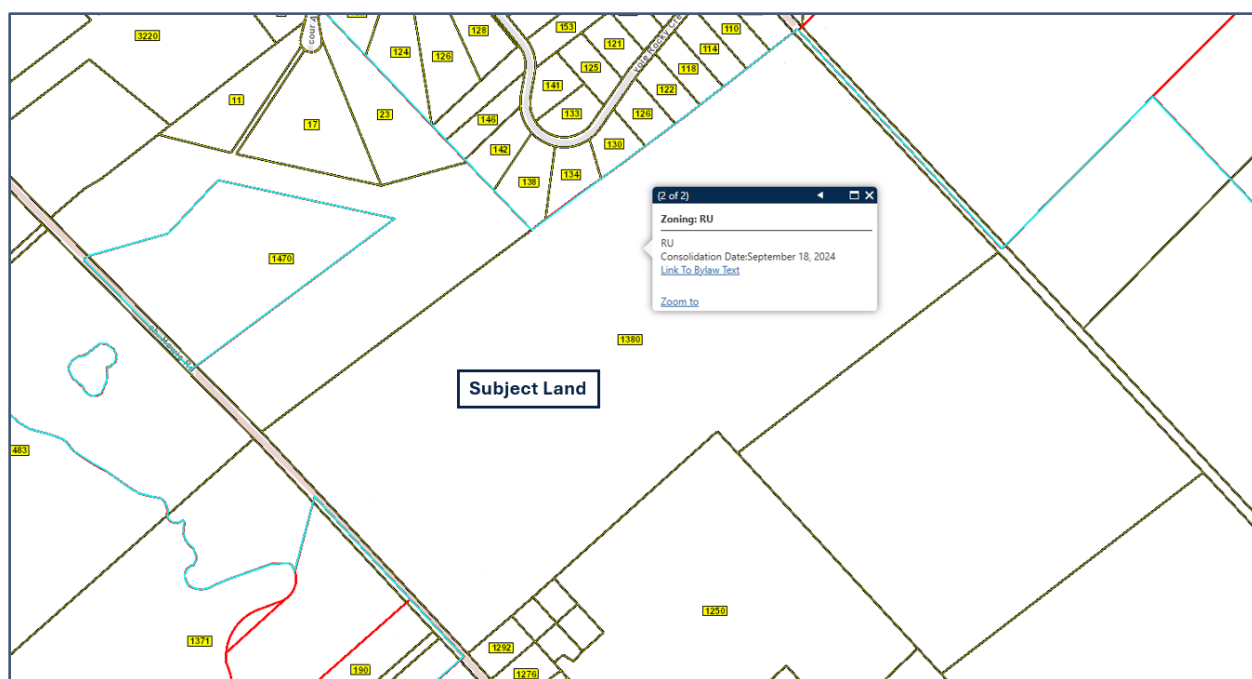


Figure 11: Extract from GeoOttawa Zoning Map

Per the extracts below from section 227 of the 2008 zoning by-law, the purpose of the Rural Countryside zone is to:

- ***accommodate agricultural, forestry, country residential lots created by severance and other land uses characteristic of Ottawa’s countryside, in areas designated as General Rural Area, Rural Natural Features and Greenbelt Rural in the Official Plan;***
- ***recognize and permit this range of rural-based land uses which often have large lot or distance separation requirements; and***
- ***regulate various types of development in manners that ensure compatibility with adjacent land uses and respect the rural context.***

Per the extracts below from section 1302 of the 2026 zoning by-law, the purpose of the Rural Countryside zone continues to be to:

- ***accommodate agricultural, forestry, residential uses and other land uses characteristic of Ottawa’s countryside, in areas designated as Rural Countryside in the Official Plan;***
- ***recognize and permit a range of rural-based land uses that often require large lots or distance separations; and***
- ***regulate permitted uses in a manner that addresses compatibility with neighbouring land uses and respects the rural context.***

A storage yard is not listed as a permitted use at section 227(1)(d) of the 2008 zoning by-law or at section 1302(1)(b) of the 2026 zoning by-law. A minor zoning by-law amendment is required to permit same on the subject land.

4.4 PROPOSED ZONING BY-LAW AMENDMENT

It is proposed to rezone the approximately 159,600 square metres northwest portion of the subject land to Rural General Industrial with an exception to permit a storage yard only, as follows:

I Exception Number	II Applicable Zones	III Exception Provisions – Additional Land Uses Permitted	IV Exception Provisions – Land Uses Prohibited	V Exception Provisions - Provisions
XXXr	RG[XXXr]	Storage Yard	All uses, including those permitted by the underlying zone, except those permitted in Column III of this exception	None.

The proposed rezoning will also accommodate a rural land use that requires a larger lot size, which is not uncommon for the surrounding Rural Countryside area. As detailed in the forgoing sections, the rezoning of the subject land to permit a storage yard is appropriate as the use will integrate well and not conflict with the existing land uses on adjacent land. Further, per the 2026 zoning by-law, an approximately 130-metre-deep strip of the subject land abutting Howie Road is included in the Mineral Aggregate Separation Overlay. The purpose of this separation overlay is to prohibit the development of sensitive land uses in proximity to mineral aggregate extraction operations, such as the Leonard Killeen Pit located directly opposite the subject land, as such uses can potentially hinder or preclude resource extraction. A storage yard is not a sensitive land use that would preclude extraction. Further, the separation overlay and its prohibition on sensitive land uses reinforces that a non-sensitive use such as a storage yard is appropriate for the subject land.

Based on the foregoing, the proposed rezoning is consistent with the 2024 Provincial Policy Statement, is in conformity with the 2021 City of Ottawa Official Plan, and will comply with Zoning By-law Nos. 2008-250 and 2026-50 as they are proposed to be amended.

5.0 DRAFT INTEGRATED ENVIRONMENTAL REVIEW STATEMENT

Below is a summary of the key findings and conclusions of the various technical studies that were completed and are submitted in support of this application for a Zoning By-law Amendment.

Environmental Impact Study

The Environmental Impact Study was completed in accordance with provincial and municipal policies and guidelines, as applicable. The statement was prepared using both a desktop review and field investigations. The purpose was to determine the presence or absence of natural heritage features, as well to determine the potential utilization by Protected Species in Ontario. The EIS includes an overview of the existing conditions of the land proposed to be rezoned, including classification of the various features and vegetation communities. The EIS identifies potential impacts to the features and vegetation communities and includes recommendations to minimize or mitigate such impacts. While no further development is planned and the purpose of the rezoning is to recognize the existing storage yard, the EIS includes mitigation measure recommendations to address any future development and/or activities, including but not limited to recommendations relating to disturbances of features such as stone piles and relocation of observed animals.

Phase I Environmental Site Assessment

The Phase I Environmental Site Assessment identified potentially contaminating activities that resulted in the identification of Areas of Potential Environmental Concern. The Assessment concludes that due to the identified Areas of Potential Environmental Concern, a Phase II Environmental Site Assessment is recommended to investigate the potential for groundwater and soil impacts at the subject land.

Phase II Environmental Site Assessment

The Phase II Environmental Site Assessment investigated Areas of Potential Environmental Concern. The Assessment details the drilling/sampling and monitoring program that formed part of the investigation activities. The results of the soil and water samples submitted as part of the investigations indicate compliance with applicable MECP standards. The assessment concludes that no further environmental investigation is required.

Stage 1 & 2 Archaeological Assessment

The purpose of the Stage 1 assessment was to evaluate the archaeological potential of the study area and present recommendations for the mitigation of any significant known or potential archaeological resources. The Stage 1 assessment concluded that portions of the study area retained potential for pre-Contact and post-Contact archaeological resources. The purpose of the Stage 2 assessment was to determine whether the subject land contained archaeological resources requiring further assessment. An assessment was conducted by means of a shovel test pit survey at

5 metre intervals across all parts of the study area determined to retain archaeological potential. No archaeological resources were recovered during the survey. The Stage 2 assessment concluded that no further archaeological assessment of the study area is required. The Stage 1 and Stage 2 Archaeological Assessment will be entered into the Ontario Public Register of Archaeological Reports.

6.0 PUBLIC CONSULTATION STRATEGY

It is expected that notice of the proposed application will be given via the posting of a traditional City of Ottawa notice of application sign on the subject land, as well as by the provision of written notice to all property owners within 120 metres of the subject land. It is understood that all information and material provided in support of this application will be made available to the public via the City's Development Application Search Tool. In addition, it is understood a Statutory Public Meeting will be held at a regularly scheduled meeting of the City of Ottawa's Agriculture and Rural Affairs Committee. We would be happy to participate in a community information session should same be requested by the City of Ottawa or the ward Councillor.

7.0 CONCLUSION

The proposal will permit a new rural land use, one that generally requires a large lot size and is better suited to areas outside of the villages, in an appropriate location in the City's rural area. The existing uses on the adjacent lands to the north and west are compatible with a storage yard. There is a separation of more than 175 metres from the land to be rezoned to the rear of the rural residential lots to the northeast. The intervening land is vegetated and will remain zoned Rural Countryside. The retention of vegetation, installation of perimeter fencing, the recent introduction of landscape plantings along Howie Road, and additional plantings and a fence along the dividing property line of the existing dwelling at 1380 Howie Road will offer a buffer between the surrounding land uses and the storage yard.

The proposed rezoning to recognize and permit the existing storage yard on a portion of the subject land is consistent with the Provincial Policy Statement and conforms to the policies of the City of Ottawa Official Plan, 2021. As detailed herein, the proposed rezoning to recognize the existing storage yard will allow a local contracting business to continue to serve the surrounding rural community efficiently and effectively, thus contributing positively to rural economic development.

I respectfully opine that the proposed development is an appropriate use of the subject land and represents good planning.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'B. Alchawa', with a stylized flourish at the end.

Bridgette Alchawa, MCIP, RPP
Land Use Planner